

SUMMARY: COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGY

2023-2028



ACKNOWLEDGMENTS

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School of Planning, Public Policy and Management Institute for Policy Research and Engagement

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U.S. Economic Development Administration

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CEDS SUMMARY

Every five years, the Northeast Oregon region, comprised of Baker, Union, and Wallowa Counties, comes together to articulate our economic development priorities. Through this process, we create a Comprehensive Economic Development Strategy, or CEDS, that we agree will guide our efforts around economic development for the next five years.

STRATEGIC PRIORITIES

This CEDS includes four strategic priorities:



WORKFORCE

HOUSING



BUSINESS DEVELOPMENT

INFRASTRUCTURE

WHAT IS A CEDS?

The Comprehensive Economic Development Strategy (CEDS) contributes to effective economic development in America's communities and regions through a locally-based, regionally-driven economic development planning process.

The CEDS provides the capacity-building foundation by which the public sector, working in conjunction with other economic actors (individuals, firms, industries), creates the environment for regional economic prosperity.

-US Economic Development Administration

WHAT IS NEOEDD?

The Northeast Oregon Economic Development District (NEOEDD) is designated by the U.S. Department of Commerce Economic Development Administration (EDA) to work on economic development efforts in Baker, Union, and Wallowa Counties. NEOEDD advocates for, supports, and coordinates regionally significant economic development activities in the region. The NEOEDD Board and their economic development partners play lead roles in defining regional community and economic development issues, opportunities, vision, goals, and work programs.



OUR REGION



Our region boasts a diverse natural landscape and numerous cultural heritage sites. It depends on outside visitors for much of its economic activity. About half of the total land area falls under public ownership, including multiple federal and state parks. Today, small business establishments are a key source of local economic growth. High cost of living and poverty rates pose a threat to the region: for 1 in 4 residents, housing costs made up at least 30% of total income in 2021.

	21%	
	Government	
Top Sectors	17%	14%
by Employment (all counties, 2021)	Education & Health Services	Retail Trade
	11%	10%
	Manufacturing	Leisure & Hospitality

Source: Quarterly Census of Employment and Wages (2021)

Population*	16,860
Land Area †	3,067 square miles
Average Annual Wage [‡]	\$42,430
County Seat	Baker City

Wallowa County

Population7,433Land Area3,145 square milesAverage Annual Wage\$42,339County SeatEnterprise

Union County

Population26,295Land Area2,036 square milesAverage Annual Wage\$45,411County SeatLa Grande

3-County District

Population50,588Land Area8,248 square milesAverage Annual Wage\$43,393

*QCEW (2021); [†]U.S. Census (2020); [‡]PSU Population Estimates (2021)



SWOT ANALYSIS

We asked the community and economic development partners to identify opportunities and challenges facing our region. Key themes emerged within four categories of analysis: strengths, weaknesses, opportunities, and threats. These SWOT results shaped our identification of strategic priorities and actions for this CEDS.

	Strengths	Weaknesses	
	Human capital	Affordability and income	
"'''	Institutional assets	Infrastructure	•Ţ
	Physical assets	Regulatory environment	L
	Cultural assets	Skills, education, and opportunity	
	Opportunities	Threats	
	Innovations in building, manufacturing, and	External policies that are not designed for rural	
<u>ک</u>	agriculture	Long-term trends like a	
Č.	Abundant natural resources	changing climate, population decline, online shopping, and recreation overuse	<u> </u>
	Changing demographics	Capacity-constrained, siloed,	
	Collaborative spirit	and disjointed economic development efforts	
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For each strategic priority, we identified a set of strategies to guide areas of action. Shaded strategies are priorities for the region.

Strategic Priority	Strategy
Workforce	Youth Development (Priority)
Ö	Prepare young people for careers by offering opportunities to build job skills while they are still school-age (secondary and post-secondary)
\square	Adult Preparation and Growth (Priority)
	Ensure adults have the skills and resources they need to enter and thrive in the local job market
	Coordination, Leadership, and Policy (Priority)
	Align workforce development providers' efforts to minimize confusion on the part of those seeking resources and maximize the efficiency of resources and strategies deployed by providers
	Wrap-Around Workforce Supports (Priority)
	Ensure employees and job-seekers have access to services that support success in their lives and careers (Note: housing and transportation are covered in the Housing and Infrastructure Priority Areas)
Housing	Coordinated Housing Strategy (Priority)
	Develop a coordinated approach to identifying housing needs, barriers, and solutions
	Housing Production (Priority)
	Support activities that enable more housing production
	Policy
	Draft, advocate, and enact policy changes that will support increased access to quality, affordable housing options for residents of all income levels
	People Seeking Housing
	Expand activities that connect people with housing and mitigate landlord concerns over tenant quality



Strategic Priority	Strategy
Business Development	Funding (Priority) Provide loans and grants to fill the gap for small businesses and entrepreneurs who don't qualify for traditional funding
	Infrastructure/Space (Priority)Ensure businesses and nonprofit cultural organizations have access to the space and amenities they need to thriveGeneral Coordination and Advocacy (Priority)Align efforts to pursue business development strategies and support business resilience
	Technical Support Provide resources and consultations to entrepreneurs and small business owners to support the success of their enterprises
Infrastructure	Infrastructure Sector Strategies (Priority) Build resilient infrastructure that meets current needs, has the ability to withstand or quickly bounce back from human-caused or natural disruptions, and minimizes negative impacts on the environment Sectors: Broadband, Water & Wastewater, Energy, Transportation
	Development Strategy (Priority)Develop, maintain, and fund long-term infrastructure plansRecreationBuild out visitor services (restrooms, signage, trails, etc.) to support a sustainable tourism economy that prioritizes stewardship and preserves access for locals







ACTION PLANS

Each action plan includes:

- **Top priorities** A list of the top priority projects/initiatives that emerged through input from regional partners; top priority projects/initiatives include details about how collaboration should occur to carry out the project/initiative
- **Middle priorities** A list of middle priority projects/initiatives that regional partners deemed slightly less important or urgent, or likely to be implemented by partners with existing or anticipated resources
- **Metrics** Measures we can track to understand our progress in a strategic priority area over time; some simple metrics will be tracked annually and others will be collected at the beginning and end of this CEDS timeframe (2023-2028)

Many of the organizations in our region who work on economic development are capacityconstrained. This means it's unlikely we can make large amounts of progress on every action listed.

We've highlighted top priority projects/initiatives because we believe these activities are foundational for progress. When organizations have limited resources to spare, we hope they direct them towards these top priorities. If we can all align our efforts around just a few of these ideas, we believe we're offering our region the best chance at addressing some of the intractable challenges we face.







WORKFORCE



People are the core of our economy. Our region thrives because of the success of those who live here, contributing their time, expertise, and energy to activities that bolster quality of life and opportunities to lead a fulfilling life. This Workforce Action Plan provides strategies to address challenges that currently hold our workforce back. We offer a roadmap to greater resilience and more equitable growth of our workforce.

TOP PRIORITY INITIATIVES

Strategy: Youth Development | *Prepare young people for careers by offering opportunities to build job skills while they are still school-age (secondary and post-secondary)*

Project/Initiative - Supports Economic Resilience and Workforce Development

Promote expansive vision of education pathways

Develop a career planning program for young adults who are no longer in high school to provide coaching about career pathways.

Lead	Partners	Lifecycle Stage
Eastern Oregon Workforce Board or WorkSource Oregon	Baker Technical Institute, community colleges, trade schools, high schools/school districts	Feasibility

Strategy: Adult Preparation & Growth | Ensure adults have the skills and resources they need to enter and thrive in the local job market

Project/Initiative - Supports Workforce Development

On-the-job training

Secure funding for capacity and participant stipends, then develop a campaign to encourage employers to offer more on-the-job training; provide examples of successful on-the-job training initiatives and help employers identify partners to provide training.

Lead	Partners	Lifecycle Stage
Eastern Oregon Workforce Board or WorkSource Oregon	Baker Technical Institute, community colleges, trade schools	Feasibility



TOP PRIORITY INITIATIVES, CONT.

Strategy: Coordination, Leadership, and Policy | Align workforce development providers' efforts to minimize confusion on the part of those seeking resources and maximize the efficiency of resources and strategies deployed by providers

Project/Initiative - Supports Workforce Development and Equity

Employee retention

Compile examples of non-traditional models of employment and compensation; share examples with employers to help them reimagine the value proposition for employees (for example, raising awareness among employers about Employee Assistance Programs) and support employer's efforts to restructure employment.

Lead	Partners	Lifecycle Stage
Eastern Oregon Workforce Board or WorkSource	City Economic Development leads, employers	Start-up

Project/Initiative - Supports Workforce Development and Equity

Childcare

Conduct a scan of which organizations are working on what childcare issues; convene key actors to identify more unified approaches to developing clear needs and solutions across the region. Explore the possibility of Union County joining the Eastern Oregon ELH.

Lead	Partners	Lifecycle Stage
Early Learning Hubs	Schools, employers, NEOEDD	Start-up





MIDDLE PRIORITY INITIATIVES

Strategy: Coordination, Leadership, and Policy | Align workforce development providers' efforts to minimize confusion on the part of those seeking resources and maximize the efficiency of resources and strategies deployed by providers

Project/Initiative - Supports Workforce Development	Lead	Partners	Lifecycle Stage
Sector strategies Identify key sectors that have specialized needs for employees; develop a set of sector-specific resources to support workforce development and readiness for these jobs. EOWB has a current sector focus on health care, manufacturing, and technology and is pursuing paid internships and on-the-job training. See On-the- Job Training Action	Eastern Oregon Workforce Board	Employers	Active

Strategy: Wrap-Around Workforce Supports | Ensure employees and job-seekers have access to services that support success in their lives and careers (Note: housing and transportation are covered in the Housing and Infrastructure Action Plans)a

Project/Initiative - Supports Workforce Development & Equity	Lead	Partners	Lifecycle Stage
Childcare Convene employers and childcare providers to identify ways to increase local availability of childcare; efforts might include lobbying for decreased state regulations.	Early Learning Hubs	Employers	Active





METRICS

Annual Metrics: Unemployment rate

Strategy	Metrics: Year 1 and Year 5
Youth Development (Priority)	# of internship programs: steady or growing
Prepare young people for careers by offering opportunities to build job skills while they are still in school (secondary and post-secondary)	% educational attainment (high school/GED, associates degrees, bachelors degrees): steady or increasing
Adult Preparation and Growth (Priority)	# of on-the-job training programs offered: steady or growing
Ensure adults have the skills and resources they need to enter and thrive in the local job market	<i>Qualitative:</i> Economic developers report employees have increased opportunities for internal advancement within their organization
Coordination, Leadership, and Policy (Priority) Align workforce development providers' efforts to minimize confusion on the part of those seeking resources and maximize the efficiency of resources and strategies deployed by providers	<i>Qualitative:</i> Economic development folks regularly participate in workforce (EOWB, WorkSource) meetings/strategy and vice versa
Wrap-Around Workforce Supports (Priority)	# of childcare providers: steady or growing
Ensure employees and job-seekers have access to services that support success in their lives and careers (Note: housing and transportation are covered in the Housing and Infrastructure Priority Areas)	



HOUSING



Without adequate housing, a workforce cannot thrive. In 2021, NEOEDD helped host the region's first Housing Solutions webinars and Housing Action Workshop. These events responded to increasing concern from employers and residents over the availability and cost of housing. A wide range of representatives from the region's major employers, building developers, nonprofits, and the public sector came together to identify challenges for housing and opportunities to work together on innovative solutions. This work yielded many initiatives across the region which are slowly beginning to change the housing landscape. Housing is a complex topic that will require sustained collaboration. This Housing Action Plan describes activities partners need to continue moving forward over the next five years.

TOP PRIORITY INITIATIVES

Strategy: Coordinated Housing Strategy | Develop a coordinated approach to identifying housing needs, barriers, and solutions

Project/Initiative - Supports Economic Resilience and Equity

Regional housing resource center

Establish a regional housing resource center with at least one staff person and a board or membership comprised of jurisdictions and organizations working in the housing space; the center will act as a clearinghouse for information related to housing and provide a convening space for those working on housing.

Lead	Partners	Lifecycle Stage
NEOEDD (pending	REV at EOU, Wallowa Resources, DLCD, cities	Feasibility
funding)	and counties, housing authority, foundations,	
	Dept of Housing and Community Services	





MIDDLE PRIORITY INITIATIVES

Strategy: Coordinated Housing Strategy | Develop a coordinated approach to identifying

housing needs, barriers, and solutions

Project/Initiative - Supports Economic Resilience	Lead	Partners	Lifecycle Stage
Housing needs analysis and housing production strategies Assist communities who feel they need an updated housing needs analysis and/or housing production strategies to apply for funding to hire a consultant to complete the analysis and planning. Could be done at the County level and include assessments of individual smaller communities, and wrap in recent analyses already completed by larger communities. Include analysis of housing for middle-income (60%-120% of Area Median Income) needs and short-term rental strategies.	NEOEDD (pending funding)	Cities and counties, DCLD, OHCS, residents, nonprofits, employers, workers, planning consultants	Varies by community: Feasibility or Start-up

Strategy: Housing Production | Support activities that enable more housing production

Project/Initiative - Supports Economic Resilience	Lead	Partners	Lifecycle Stage
Alternative development methods Publicize successes of emerging local housing development models like Working Homes LLC, the La Grande High School housing development project, and the Elgin School, City, and landowner partnership. Identify funding to help these initiatives expand or be replicated in other communities.	NEOEDD (pending funding)	Partners identified as part of the project	Feasibility





Annual Metrics: Housing Price Index, # of unhoused residents (based on point-in-time counts), # of new housing units permitted per year

Strategy	Metrics: Year 1 and Year 5
Coordinated Housing Strategy (Priority) Develop a coordinated approach to identifying housing needs, barriers, and solutions	# of housing-related convenings since last count: steady or growing
Housing Production (Priority) Support activities that enable more housing production	 # of "non-traditional" (downtown, dormitory-style, employer-sponsored, etc.) housing units added since last count: steady or growing # of developments using innovative building techniques (mass timber, 3D printing, etc.) since last count: steady or growing
Policy Draft, advocate, and enact policy changes that will support increased access to quality, affordable housing options for residents of all income levels	# of jurisdictions who make zoning and development code updates: growing until 100% have made updates % cost-burdened households: steady or decreasing
People Seeking Housing Expand activities that connect people with housing and mitigate landlord concerns over tenant quality	<i>Qualitative:</i> Economic developers report employers have fewer people turning down or struggling to keep jobs because of housing-related challenges



BUSINESS DEVELOPMENT



If people are at the core of our economy, then businesses are the structure through which they enable innovation and prosperity. Small businesses in particular are the beating heart of economic activity in our area. In 2021, establishments with fewer than five employees made up 60% of all establishments.¹ It isn't easy being a small business owner or entrepreneur. Getting started and scaling up requires upfront investment, countless hours of hard work, and a conducive business climate. This Business Development Action Plan aims to ensure our businesses have what they need to grow and thrive.

TOP PRIORITY INITIATIVES

Strategy: Funding | *Provide loans and grants to fill the gap for small businesses and entrepreneurs who don't qualify for traditional funding*

Project/Initiative - Supports Economic Resilience, Workforce Development, and Equity

Entrepreneur/small business financing

Seek funding sources to develop a program to provide small (\$25k or less) loans or grants that don't require any collateral (modeled after the Entrepreneurial Opportunity Loan Program that is a partnership between Oregon City, Clackamas Federal Credit Union, and Micro Enterprise Services of Oregon).

Lead	Partners	Lifecycle Stage
NEOEDD (pending funding)	Public/nonprofit + private partnership, CRA funds (banks)	Feasibility



¹ U.S. Census Bureau. County Business Patterns, Table CB2100CBP. 2021.



TOP PRIORITY INITIATIVES, CONT.

Strategy: General Coordination and Advocacy | Align efforts to pursue business

development strategies and support business resilience

Project/Initiative - Supports Economic Resilience

Strategy Alignment

Convene annual business development strategy summits in each county to allow business developers from government, nonprofits, and educational institutions to share resources and increase alignment around their efforts.

Lead	Partners	Lifecycle Stage
Business Oregon	NEOEDD, cities, counties, economic development corporations, nonprofits, EOU, BMCC, BTI, Regional Solutions Team, InREV	Feasibility

Project/Initiative - Supports Economic Resilience and Climate Resilience

Responsible tourism strategy

Pursue locally-owned, locally-driven tourism options in ways that include voices of tourism businesses and local residents and consider primary and secondary tourism impacts; develop strategies to mitigate and manage negative impacts (including impacts on municipal infrastructure) and identify areas that should not be promoted for tourism use.

Lead	Partners	Lifecycle Stage
Eastern Oregon Visitors Association	Tourism businesses, destination management organizations, nonprofits, local residents and community groups, non-tourism businesses, cities, counties, Regional Solutions Team, Travel Oregon, NEOEDD	Start-up





MIDDLE PRIORITY INITIATIVES

Strategy: Funding | Provide loans and grants to fill the gap for small businesses and entrepreneurs who don't qualify for traditional funding

Project/Initiative - Supports Economic Resilience, Workforce Development, and Equity	Lead	Partners	Lifecycle Stage
Expanding access Promote the Kiva loan program and support businesses with preparing applications.	NEOEDD (pending funding)	Reinventing Rural, Rural Community Assistance Corp., Business Oregon	Start-up

Strategy: Infrastructure / Space | Ensure businesses and nonprofit cultural organizations have access to the space and amenities they need to thrive

Project/Initiative - Supports Economic Resilience and Workforce Development	Lead	Partners	Lifecycle Stage
Entrepreneur incubator space Survey (formally or informally) entrepreneurs to understand their space needs. Develop a database of properties that could host incubators and/or single entrepreneurs. Pursue properties that could be used as scalable incubator spaces and connect entrepreneurs with properties that meet their needs.	Varies depending on location	Main Street, planning departments, state- level (DLCD, Business Oregon), City of La Grande, InREV	Varies - Feasibility to Active





METRICS

Annual Metrics: # of businesses receiving small amounts (\$25k or less) of financial support: steady or increasing **Year 5 Metrics:** # of business establishments (total, fewer than 5 employees, 5-19 employees, 20+ employees - *only available every 5 years from Census*)

Strategy	Metrics: Year 1 and Year 5
Funding (Priority)	(See Annual Metrics)
Provide loans and grants to fill the gap for small businesses and entrepreneurs who don't qualify for traditional funding	
Infrastructure/Space (Priority) Ensure businesses and nonprofit cultural organizations have access to the space and amenities they need to thrive	# of incubator and/or special-equipment-providing spaces: steady or growing
	# of jurisdictions who complete or update a buildable lands inventory: growing until 100% have current BLIs
	# of historic and/or cultural sites that receive funding: steady or growing
General Coordination and Advocacy (Priority) Align efforts to pursue business development strategies and support business resilience in our most important sectors	# of active (affiliated, designated, or accredited) Main Street programs: growing until 100% have active programs
	<i>Qualitative:</i> Business development service providers report they are improving their ability to share resources from different agencies and provide effective referrals
	<i>Qualitative:</i> Workshops/meetings for businesses provide continuity of operations planning and business resilience resources
Technical Support	# of businesses accessing technical assistance: steady or increasing
Provide resources and consultations to entrepreneurs and small business owners to support the success of their enterprises	



INFRASTRUCTURE



Infrastructure, including water, wastewater, electricity, transportation, and now broadband, is essential to modern life. These are the foundational elements that allow us to live comfortably, transport ourselves and our economy's goods and services from place to place, and tap into the resources of an increasingly digitally-based world. Our infrastructure is routinely threatened by deferred maintenance and natural hazards. As we anticipate increasing intensity and frequency of extreme weather events, ² it becomes imperative to focus on upgrading and building infrastructure for resilience.

TOP PRIORITY INITIATIVES

Strategy: Infrastructure Sector Strategies | Build resilient infrastructure that meets current needs, has the ability to withstand or quickly bounce back from human-caused or natural disruptions, and minimizes negative impacts on the environment

Project/Initiative - Supports Economic Resilience

Broadband: Connections to rural areas

Identify and fundraise for projects that build out high-speed connections to rural areas and farms.

Lead	Partners	Lifecycle Stage
Oregon Broadband Office	NEOEDD, Broadband Action Team, providers/ISPs, Regional Solutions Team, counties, health care organizations, educators (Identify champions in each county - could be an individual, group, or organization - to be pipelines between NEOEDD and the communities. Probably wouldn't want to designate a specific provider as a champion to avoid conflicts of interest.)	Feasibility



² State of Oregon. "Oregon Natural Hazards Mitigation Plan." Risk Assessment: Introduction to Climate Change In Oregon. September 2020.



TOP PRIORITY INITIATIVES, CONT.

Strategy: Development Strategy | Develop, maintain, and fund long-term infrastructure plans

Project/Initiative - Supports Economic Resilience, Climate Resilience, and Workforce Development

Increase grantwriting capacity

Develop a pilot resource pooling/cost-sharing program to hire one or multiple grantwriters that would support the grantwriting needs of multiple jurisdictions. The pilot could begin with a few municipalities creating an MOU outlining the roles, cost-sharing responsibilities, and expectations of the program. Based on learning from the pilot, the program could expand to include more partners or another cluster of partners.

Lead	Partners	Lifecycle Stage
NEOEDD (pending funding)	Participating jurisdictions	Feasibility





MIDDLE PRIORITY INITIATIVES

Strategy: Infrastructure Sector Strategies | Build resilient infrastructure that meets current needs, has the ability to withstand or quickly bounce-back from human-caused or natural disruptions, and minimizes negative impacts on the environment

Project/Initiative - Supports Economic Resilience and Climate Resilience	Lead	Partners	Lifecycle Stage
Resilience building Participate in Natural Hazard Mitigation Planning process and advocate for strategies and funding allocation that support resilient infrastructure retrofitting and development.	County Emergency Managers	NEOEDD, cities, Regional Solutions Team, Business Oregon	Active
Water and Wastewater: Upgrades and expansions Work to assemble resources to support water and wastewater projects in Baker City, Sumpter, Haines, Richland, Union, and other jurisdictions.	Cities and counties	NEOEDD, Business Oregon, Water Resources Department, DEQ	Active
<i>Energy:</i> Microgrids Secure support and funding to develop microgrids in Wallowa County with battery storage powered by renewable energy sources like solar and hydropower.	Wallowa Resources	NEOEDD, Wallowa County, cities, ODOE, nonprofits	Active
Transportation: Gas tax Use expanded gas tax to improve the quality of roads and to install more pedestrian and bike-centered infrastructure (current traction for this exists in Union County, and other counties could also explore the possibility).	Cities and counties	Residents, nonprofits, ODOT	Feasibility
Transportation: Public transportation Identify large workplaces or cluster of workplaces where employees struggle to find reliable transportation to get to work. Prioritize these areas for expanded public transportation options.	Community Connection of Northeast Oregon	EOWB	Feasibility



METRICS

Annual Metrics: # of projects receiving funding through Business Oregon

Strategy	Metrics: Year 1 and Year 5	
Infrastructure Sector Strategies (Priority) Build resilient infrastructure that meets current needs, has the ability to withstand or quickly bounce-back from human-caused or natural disruptions, and minimizes negative impacts on the environment	Resilience: # of Natural Hazard Mitigation Plan updates with an economic development representative on the steering committee: growing until all update processes include economic development representation	
	Broadband: # of broadband projects that receive funding: steady or growing until build-out is complete	
Sectors: Broadband, Water & Wastewater, Energy, Transportation	Water & Wastewater: # of started and/or completed upgrade projects: growing until all jurisdictions have updated systems	
	Energy: # of started and/or completed microgrid and renewable energy developments: steady or growing	
	Transportation: # of EV charging stations: steady or growing until build-out is complete	
Development Strategy (Priority)	% of jurisdictions with long-term infrastructure plans (even as	
Develop, maintain, and fund long-term infrastructure plans	simple as a list of needed upgrades): increasing until 100% have captured needs in writing	
Recreation	# of visitor infrastructure upgrades (including signage, trails,	
Build out visitor services (restrooms, signage, trails, etc.) to support a sustainable tourism economy that prioritizes stewardship and preserves access for locals	accessibility measures, etc.) completed each year: steady or growing	

