

**3-23-10  
HCR 21,  
Economic  
Development  
Planning  
Commission**

<target><bill>HCR 21</bill><subject>3-23-10 HCR 21, Economic  
Development Planning  
Commission</subject><comm>HEDC26</comm></target>

**ALASKA STATE LEGISLATURE**  
**House Community & Regional Affairs Committee**

**Rep. Cathy Muñoz, Co-Chair**

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**Rep. Bob Herron, Co-Chair**

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**MEMORANDUM**

Date: March 3, 2010

To: Representative Jay Ramras, Chair  
Special Committee on Economic Development, Trade & Tourism

From: Rep. Bob Herron, Co-Chair Community & Regional Affairs  
Rep. Cathy Muñoz, Co-Chair Community & Regional Affairs

RE: HCR 21, ECONOMIC DEVELOPMENT PLANNING COMMISSION

I respectfully request a hearing for HCR 21, *"Creating and relating to the Economic Development Planning Commission."*

House Concurrent Resolution 21 creates the Economic Development Planning Commission, a working commission that will report its findings and recommendations to the Alaska State Legislature in advance of the 2011 Legislative Session. Through its formation, the 26<sup>th</sup> Alaska State Legislature highlights the importance of several current economic development initiatives in the state, and recognizes that implementation of the recommendations of these bodies may require, in some cases, statutory action by a future Legislature.

If you have any questions or need additional information, please call Rob Earl at 465-5141.

**Representative Jay Ramras**  
Chair, Judiciary  
Chair, Economic Development,  
Trade & Tourism  
Energy

**Military & Veteran Affairs**  
**Joint Armed Services**  
State Capitol, Room 118  
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# Alaska State Legislature



## House of Representatives

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1292 Sadler Way, Suite 324  
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**House District 10**

### Memo

**To:** House Special Committee on Economic Development, Trade & Tourism  
Committee Members and Staff

**From:** Margaret Dowling, (H) EDT Committee Aide (465-6841)

**Date:** March 22, 2010

**Re:** March 23, 2010 (H) EDT Meeting Packet

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The following items are in this committee packet:

- 1) Agenda
- 2) HCR 21 - ECONOMIC DEVELOPMENT PLANNING COMMISSION
- 3) Sponsor Statement
- 4) Fiscal Note – Legislative Council
- 5) Chart of Econ Dev Orgs
- 6) Alaska Forward Project Executive Summary
- 7) Briefing Paper Economic Development in State Government
- 8) “The Governor’s ‘LEGACY’ Planning Process”
- 9) Southeast Conference letter

Representative\_Jay\_Ramras@legis.state.ak.us

ALASKA STATE LEGISLATURE  
ECONOMIC DEVELOPMENT, TRADE & TOURISM COMMITTEE

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**Committee Members:**

Representative Mike Chenault  
Representative Nancy Dahlstrom,  
Representative Mark Neuman  
Representative Kyle Johansen  
Representative Mike Doogan  
Representative Chris Tuck

State Capitol, Room 120  
Juneau, Alaska 99801

House Economic Development, Trade & Tourism Committee  
AGENDA

**Tuesday, March 23<sup>h</sup>, 2009 at 5:15 p.m. in Room 106 (HESS)**

\* + **HCR 21 - ECONOMIC DEVELOPMENT PLANNING COMMISSION**

- \* First Hearing in First Committee of Referral
- + Teleconferenced
- = Bill was previously Heard/Scheduled

# ALASKA STATE LEGISLATURE

## House Community & Regional Affairs Committee

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### Sponsor Statement

#### **HCR 21, Economic Development Planning Commission**

House Concurrent Resolution 21 creates the Economic Development Planning Commission whose purpose would be to develop and recommend to the Governor and the Legislature visions and strategies that will encourage economic development in Alaska.

The Commission would consist of a ten-member board: one state Representative and one public member appointed by the co-chairs of House Finance, one Senator and one public member appointed by the co-chairs of Senate Finance, two public members appointed by the House Speaker and two by the Senate President, the Commissioner of DCCED and the Commissioner of ADOL&WD.

There are numerous economic development strategy projects underway in Alaska, including the Governor's LEGACY initiative, the Alaska Forward strategic economic development planning initiative, and many regional and local level efforts. In addition, a review of state economic development best practices suggests that private sector input into economic development efforts in state government are critical for aligning state resources behind meaningful economic activities.

The Commission would integrate private sector advice and input into legislative oversight and action supporting economic development.

The Commission will monitor the planning processes currently underway, as well as state government's efforts, and make recommendations to the legislature on those economic development initiatives that may require statutory action by a future Legislature to come to fruition.

The Commission would be tasked with providing draft legislation and recommendations in advance of the 2011 legislative session. In addition, the commission may be tasked with legislation to reconfigure the state's economic development agencies and investments based on their assessment and that of other planning initiatives.

# FISCAL NOTE

STATE OF ALASKA  
2010 LEGISLATIVE SESSION

Fiscal Note Number: \_\_\_\_\_  
Bill Version:           HCR 21            
( ) Publish Date: \_\_\_\_\_

Identifier (file name):           LEG-COU-HCR21-03-11-2010           Dept. Affected:           Legislature            
Title           Creating and relating to the Economic Development           RDU           Legislative Council            
          Planning Commission.           Component           Council and Subcommittees            
Sponsor           House Community and Regional Affairs Committee            
Requester           Hse Spec Comm Economic Development, Trade, & Tourism           Component Number           783          

**Expenditures/Revenues** (Thousands of Dollars)

Note: Amounts do not include inflation unless otherwise noted below.

	Appropriation Required	Information						
		FY 2011	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016
<b>OPERATING EXPENDITURES</b>								
Personal Services	108.0							
Travel	22.0							
Contractual								
Supplies								
Equipment								
Land & Structures								
Grants & Claims								
Miscellaneous								
<b>TOTAL OPERATING</b>	<b>130.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

<b>CAPITAL EXPENDITURES</b>								
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<b>CHANGE IN REVENUES ( )</b>								
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**FUND SOURCE** (Thousands of Dollars)

1002 Federal Receipts								
1003 GF Match								
1004 GF	130.0							
1005 GF/Program Receipts								
1037 GF/Mental Health								
Other Interagency Receipts								
<b>TOTAL</b>	<b>130.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

Estimate of any current year (FY2010) cost: \_\_\_\_\_

**POSITIONS**

Full-time	1							
Part-time								
Temporary								

**ANALYSIS:** (Attach a separate page if necessary)

HCR21 creates a ten member Economic Development Planning Commission to develop and recommend to the Governor and to the Legislature visions and strategies that will encourage economic development in the State. The two Legislators, and six public members of the Commission will be appointed by the Presiding Officers or the Co-Chairs of the Finance Committees. The Commissioners of Commerce, Community, and Economic Development and Labor and Workforce Development or their designees will be members of the Commission. It is anticipated the Commission will meet by teleconference and will also hold 3 meetings which require travel. The Commission will review recommendations of various economic development planning processes, consider and make recommendations regarding ways to foster economic development, prepare legislation based on the recommendations of the Commission, and present the recommendations and proposed legislation to the Budget and Audit Committee by June 30, 2011. The Commission is authorized to begin work immediately on the appointment of members or March 15, 2010, whichever is earlier and will terminate June 30, 2011. Costs to print the Commission report and to teleconference meetings will be absorbed within existing budgets. Any FY10 Legislative costs for the Commission will be absorbed in the Legislative Council Budget.

Prepared by:           Karla Schofield, Deputy Director            
Division           Legislative Affairs Agency            
Approved by:           Pamela Varni, Executive Director            
          Legislative Affairs Agency          

Phone           465-6626            
Date/Time           3/11/10 3:56 PM            
Date           3/11/2010

## Alaska's Economic Development "System:" Many economic development organizations with diverse funding sources, geographic scopes, missions and approaches

Geographic Scope	Key Organizations			
<i>State Level</i>	<i>Funding Agencies</i>	Alaska Industrial Dev't and Export Authority	Denali Commission	Alaska Growth Capital
		USDA Rural Development	Economic Development Administration	Small Business Administration
	<i>Research and Technical Assistance</i>	Alaska Dept of Commerce, Community and Econ. Dev't	Univ. of Alaska Center for Econ. Dev't	Small Business Dev't Center
		Alaska Manufacturing Extension Partnership	Alaska Village Initiatives	Numerous Industry Specific Support Orgs
<i>Business and Community Support</i>	Alaska State Chamber of Commerce	Alaska Municipal League	Numerous Industry Organizations	
<i>Regional Level</i>	Alaska Regional Development Organizations (ARDORs)	Regional Tribal Organizations	Western Alaska Community Dev't Quota (CDQ) Groups	
<i>Borough/ Municipal Level</i>	Local Chambers of Commerce	Local Econ. Dev't Groups	Local Tribal Organizations	

## EXECUTIVE SUMMARY

### About this Report

Alaska's economy is challenged to provide quality jobs for the state's residents, cover the costs of government services, and build the economic infrastructure needed to be globally competitive. With support from the Denali Commission, the Alaska Partnership for Economic Development (APED) has initiated a multi-phase process to analyze the economy, create an economic development strategy and identify action initiatives to address the state's challenges.

This report is a first step in that process. It is a situational analysis that describes and analyzes the current economic development system in Alaska and the state's unique set of economic and business climate factors. Along with a suggested path forward, the report is designed to inform a next phase of collaborative formulation of practical strategic and tactical action initiatives to safeguard the future success of Alaska.

APED is a 501(c)(3) umbrella organization consisting of the 12 designated Alaska Regional Development Organizations (ARDORs). APED selected a team to undertake this report consisting of IHS Global Insight (lead consultant), the Economic Competitiveness Group, and Alaska's McDowell Group. The project's steering committee comprised representatives of the ARDORs, as well as representatives of other industry and public sector organizations, such as the State Chamber of Commerce, the University of Alaska, Western Alaska Community Development Association, Office of the Governor and the Economic Development Administration.

The research for the report was conducted from September to December 2009. The team collected and analyzed existing information and insight, conducted surveys and interviews, presented and discussed preliminary results at conferences, and engaged in a wide variety of discussions with steering committee members and other public sector and business stakeholders.

### Key Findings

The economic development system in Alaska is largely ineffective both from the perspective of Alaskans as well as in comparison to best practices in other jurisdictions. A web survey of 300 business and community leaders showed that 52% of them felt that economic development efforts in Alaska have been ineffective and 61% of them felt that, at best, the outlook for Alaska's economy over the next 10 years is uncertain.

Alaskans should worry not because of any immediate economic crisis, but because of the accumulating levels of future risk and declining economic resiliency associated with:

- Poor relative economic performance compared to the rest of the country.
- A high level of dependence on the price of oil, federal government spending, and natural resource industries facing supply or regulatory/legal constraints.
- Weak linkages to rapidly expanding global market opportunities.
- Ignoring opportunities for diversification and increased resiliency by optimizing the needs and linkages within and among the state's existing portfolio of export-oriented industry "clusters."
- Weak culture of entrepreneurship.
- Sub-par support from the state's economic foundations compared to other peer states in the area of transportation and other infrastructure, quality of workforce/education, and technology.

This risk represents the basis of our call to action for a different approach to economic development. Oil prices may stay at or above current levels, significant new sources of oil and gas may be tapped, and federal government spending may keep rising. However, the probability that these events will not happen is uncomfortably high.

The path forward involves moving away from competition among industries, regions, and communities. It involves moving towards a more collaborative, state-wide approach to economic development that is focused on developing a stronger portfolio of export-oriented industry clusters. The effort should be lead by the private sector and supported by the public sector and to take a state-wide approach knowing that a stronger portfolio of industry clusters will benefit all the regions of the state.

## Existing Economic Development Objectives and Strategies

The economic development system in Alaska is decentralized and fragmented with little overarching structure tying the pieces together to foster a sustainable and resilient economy for the future. Only 2.5% of the respondents to our survey felt that economic development efforts have been very effective and only 6% felt that the economic outlook over the next 10 years was very good. Interviews with economic development professionals and business leaders produced a more detailed diagnosis of the situation, but overall painted a consistent picture of generally ineffective economic development efforts and concern about the longer term outlook for the state's economy.

Past development efforts have come up short largely because of poor implementation planning and resourcing, inadequate consideration of market fundamentals, and shifting political priorities. Furthermore, it is clear that very few economic development best practices from other regions are being deployed or even tested in the state. There is no shortage of imaginative economic development ideas across the state. However, without a framework for action, these ideas are just biding their time in reports on shelves or flowing in the daily stream of ad hoc policy discussion.

While the interviews and web survey uncovered a broad range of views and insights, the following common themes were identified:

**Alaska's Economic Development Organizations (EDOs) operate in an extreme environment.** Alaska is a relatively new state that is remote from other business or industrial regions and has under-developed infrastructure, high energy and labor costs, and severe geographic and climate conditions.

**Large-scale development of publicly owned resources has been a dominant theme in the Alaska economy.** This includes seafood harvesting, mining, timber harvesting, oil exploration and, most recently, large-scale tourism. Alaska's economic development efforts have evolved, in part, around how to minimize regulatory restrictions and how to siphon off local benefits from these large, externally driven industries.

**Government funding of local services, particularly rural healthcare and local and tribal government is another dominant theme.** Federal funding has the greatest impact, but state employment is also very significant.

**Alaska has established a workforce training infrastructure, but some question whether the types of training available are strategically targeted to support development.** Although many say that consolidation of the Alaska community colleges within the University of Alaska in the 1980s was a setback to vocational education, workforce training efforts are now wide-spread. Training typically has focused on replacing imported labor with resident labor in existing industries. Critics say that training gaps include higher level technical and professional education. Other criticisms are that entry-level workers lack basic reading and math skills and what are often referred to as "soft skills" or "work ethic" by employers.<sup>1</sup>

<sup>1</sup> These criticisms are typical of feedback obtained during workforce assessments and training program evaluations performed by McDowell Group.

There is a lack of state-wide planning, leadership and coordination. Although Alaska has a large number and variety of economic development entities, their focus is local or regional, rather than statewide, and this limits their effectiveness.

Alaska has a wide diversity of economic interests that must be aligned for major development efforts to succeed. For example, the large oil and gas producers and the largest seafood and shipping companies are multi-national corporations for which Alaska is only one of a portfolio of operating venues.

Within the environment described above, Alaska EDOs typically:

- Have small staffs and uncertain funding.
- Have limited established networks with other EDOs, federal and state economic development programs, businesses, or the University of Alaska. However, there has been some recent progress in this area.
- Can find themselves overwhelmed by the sheer size and number of challenges they face. For example, EDOs are largely unequipped to have an impact on natural resource development.
- Have often focused on infrastructure projects because basic issues like transportation and energy cost seem to preclude more typical business development efforts.
- Feel the State should provide more strategic direction and resources for economic development.
- Have a hard time attracting enough resources (of all kinds) to have a statewide impact.
- Have been frustrated by the financial, regulatory and practical barriers to developing projects, especially larger ones.
- Have been frustrated by what many consider an over-reliance by Alaskans in general on government, rather than business, to take the lead in economic development.
- Have had success in helping to foster workforce development programs.
- Have had some success working with the oil, mining and seafood industries (primarily) to maximize employment and other benefits to Alaskans.
- Have had limited success at fostering in-state value-added industries, either for purposes of export or for import-substitution.

In summary, the effectiveness of Alaska's EDO's is subject to six key overarching economic development issues:

1. **Need for leadership and coordination.** Lack of high-level leadership and coordination was among the most-cited challenges facing Alaska's development efforts. This leaves local, regional and statewide efforts fragmented and potentially contradictory.
2. **Need for explicit goals and strategies.** Economic development is an incremental process that requires long-term consistency and commitment.
3. **Need to integrate short-term and long-term initiatives.** Economic development is a long-term undertaking, but funding and local priorities tend to be driven by short-term needs.
4. **Challenges of geographic isolation.** EDOs have no choice but to try to address the fact that geography and climate define much of Alaska's development potential. Transportation was identified as one of the state's most significant barriers in both EDO and industry interviews.

5. **Challenges supporting and adding value to existing industries.** Import substitution, value-added processing, and support services have been widely recognized as key to Alaskans reaping more of the benefits of in-state development.
6. **Developing an institutional framework to elevate the impact of knowledge within all industries.** Alaska's next-generation economy must be one that produces and utilizes knowledge workers to facilitate growth in traditional industries and emerging industries.

## Comparison with Best Economic Development Practices in Other Regions

Much can be gained by an inward analysis of Alaska's economic development system. However, a look at how other regions have tackled similar issues is also informative. From these insights and "best practices," a number of lessons for Alaska are drawn. Each should be instructive as leaders grapple with the question of how to organize for, and improve the state's economy.

In highlighting best practices, we have focused on leadership approaches, systemic changes and/or institutional efforts that were implemented in order to transform the subject region's economy. Of course, there is no single domestic or international best practice that aligns perfectly with Alaska's particular situation. But there are no doubt elements within these models that are appropriate to Alaska's particular context and the state's long-term goals.

Six regions were examined in this overview of best practices:

- Puget Sound Region—Economic development leadership and coordination
- Oregon—Explicit economic development goals and strategies
- Alberta, Canada—Integration of short- and long-term initiatives
- Chile—Addressing the challenge of geographic isolation
- Austin, Texas—Adding value to existing industries
- North Carolina—Institutional framework to elevate the impact of knowledge in its industries

Some leaders may feel that Alaska's unique history and atypical development challenges are such powerful constraints on economic development that the system and approaches that have evolved over the years are the best way forward. But the examples show that other regions having different fundamental characteristics than Alaska's have nevertheless been successful in overcoming barriers to economic development. In many instances these barriers are not so different than those faced by the state. All of the cases presented have just a few themes in common, and each theme is relevant to Alaska.

*Leaders can take steps to affect the trajectory of an economy*—the destiny of a state's economy is not preordained. Interventions in the status quo in the form of new public policies, bold private sector initiative, new public-private partnerships and strategic resource allocation can all affect the trajectory of an economy. The province of Alberta in Canada is a good example. The vision of a single leader in the 1970's drove new thinking in the 1980s about how to achieve a far more diverse economy. Subsequent policy initiatives launched new economic development organizations with new missions. New initiatives in education and training and in science and technology began to shift the structure of the economy in the 1990s. Analysts looking at the province's economic transformation typically note that its success relative to neighboring provinces can be attributed to successful diversification into new economic sectors that now complement resource extraction and industrial manufacturing.

*Strategic planning can have a payoff*—Economic analysis cannot end with a simple statement of the problems. The Situational Analysis contained in this report is meant to be a foundational document

upon which a strategic plan will be based. The situation analysis is necessary but insufficient to spark the new thinking and new behaviors that will be needed to move Alaska's economy in new directions. In every best practice case analyzed, leaders took steps to design, launch and implement a comprehensive strategic plan to guide their region's development.

*Leaders in states whose economies are threatened cannot afford to be idle and wait for economic conditions to improve*—Waiting for new economic conditions is not a strategy. Oil prices might go up, and that would be good. But they might, as they have in years past, go down. By their nature commodity prices will vary according to demand conditions far removed from Alaska's control. Alaska's leaders need to inform residents of the "razors edge" on which the economy rests and organize for new collective action.

## Assessment of Entrepreneurship and Business Climate

Alaska doesn't appear to have a particularly good climate for business risk-taking. We are told by interviewees that Alaskans do not have a willingness for "change," "innovation" or "rejuvenation." Many informed leaders told us that Alaskans seems to have an "entitlement mentality."

Ultimately, the goal is to provide a good environment for innovation—for new companies to start-up and grow and for new thinking and new behavior within and among the state's EDOs and other development organizations. This will require a significant shift in both how leaders think about the economy and in economic policies going forward. On the other hand, if incentives in the economic system can be fundamentally altered, the entrepreneurial spirit is never lurking far below the surface, and can rise to strike at good economic opportunities and to meet new economic challenges.

## The Economy

Alaska weathered the Great Recession of 2009 well compared to other parts of the U.S. economy and Alaska will be participating in the global recovery. However, from a longer term perspective there are risks and concerns that ultimately provide a rationale for a new approach to economic development to deal with potential risks and a loss of economic resiliency.

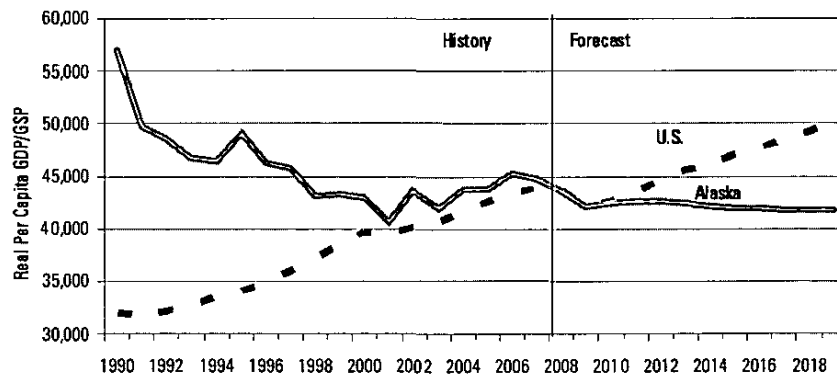
The top line view of Alaska's economy is one of stagnation and lagging economic performance in large part due to declining oil production.

Gross state product (GSP) measures the output or total value added of all industries in Alaska. By this measure, Alaska's economy has been stagnating for the past 20 years. Over the 1990 to 2020 period we expect the U.S. economy to have doubled in constant dollar terms.

Over the same period, Alaska will have barely returned to its level of total economic activity in 1990.

Overall employment in the state economy may reflect more directly how people feel about the economy's performance. The oil industry is very capital intensive, so both increases and decreases

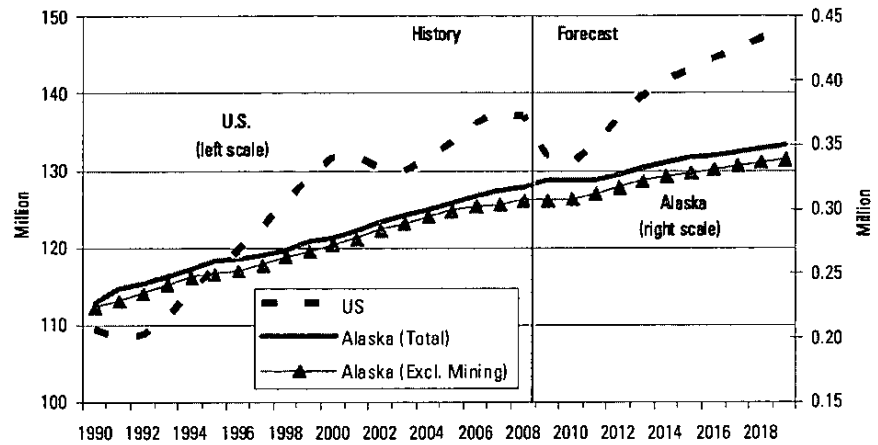
Figure 1. Twenty Years of Comparative Stagnation



Sources: BEA and IHS Global Insight

in output have a more muted impact on employment than in labor intensive industries. Second, sectors with large numbers of workers like travel and tourism have been growing and generating jobs. Third, while prices of the state's commodities are lower than the highs of 2008, they are still at historically high levels. These high price levels are supporting income and employment across the state. In this way Alaska is doing better than the GSP data alone suggests.

Figure 2. Steady, but Lagging, Employment Growth

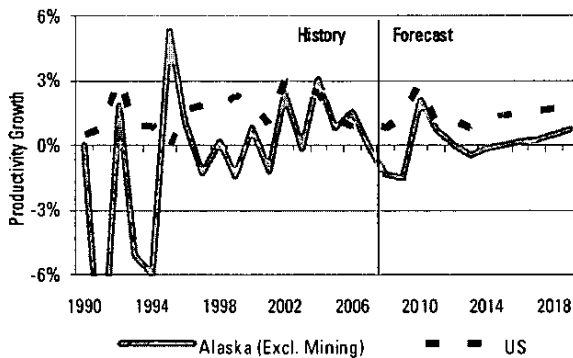


Sources: Bureau of Labor Statistics (BLS) and IHS Global Insight

It's important to notice that per capita income and non-mining labor productivity is lagging. High commodity prices are hiding structural problems and of course commodity prices can quickly become a curse when they start to fall. IHS CERA has published a number of alternative scenarios for world energy markets and not all of these scenarios envision higher prices for crude into the future. The Global Fissures Scenario has West Texas Intermediate (WTI) averaging only about \$40 per barrel. In addition there is significant risk that future cutbacks in federal government spending will have a large impact on Alaska.

Figure 3. Future Risk: Lagging Labor Productivity and Oil Price Risk

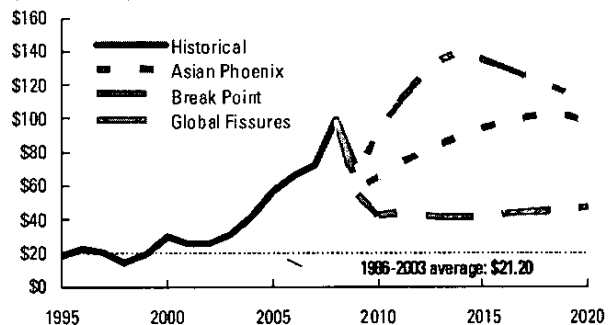
Labor Productivity, Excluding Mining and Oil and Gas



Sources: BEA, BLS and IHS Global Insight

WTI Price Scenarios to 2020

(Nominal US\$ per barrel)



Source: IHS CERA, Global Insight

## Global Opportunities

There are many attractive market opportunities around the world for a resource-rich state like Alaska. However, the state is in danger of letting those opportunities go to competing regions around the world. Alaska's trade with the rest of the world expanded at a compounded annual rate of 6.2% over the period from 2000 to 2008. Most of the peer states<sup>2</sup> we selected for this study had considerably stronger export performances.

Figure 4. Export Performance of Peer States

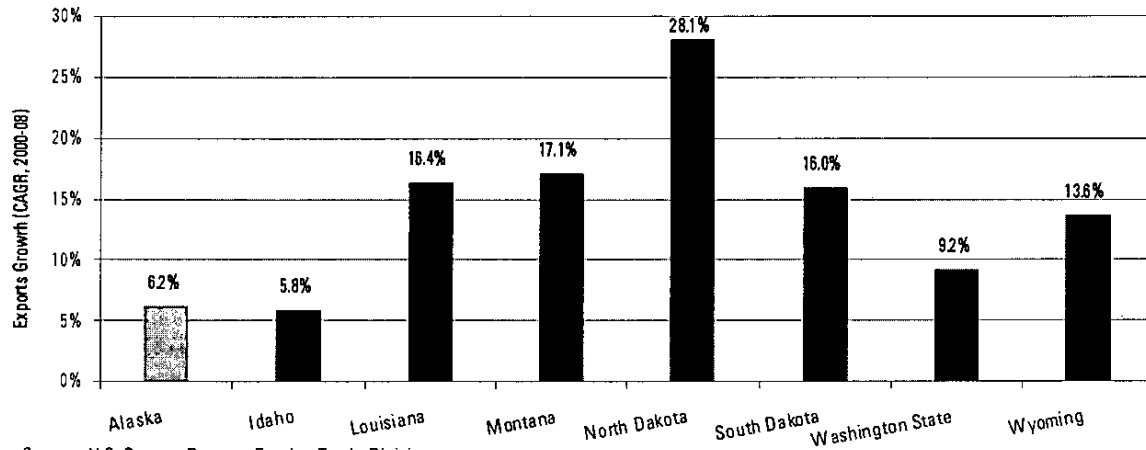


Table 1. Top-Five Exports, 2008—Alaska and Peer States

Alaska	Idaho	Louisiana	Montana
Fishing and Seafood Processing (50.6%)	Computer and Electronic Products (58.6%)	Crop Production (37.7%)	Chemical Manufactures (25.3%)
Mining (20.2%)	Processed Foods (9.3%)	Petroleum and Coal Products (23.9%)	Mining (15.8%)
Oil and Gas Extraction (8.6%)	Chemical Manufactures (5.2%)	Chemical Manufactures (16.9%)	Machinery Manufactures (13.3%)
Transportation Equipment (6%)	Paper Products (4.6%)	Processed Foods (8.9%)	Transportation Equipment (10.9%)
Primary Metal Manufactures (4.2%)	Transportation Equipments (4.4%)	Machinery Manufactures (3.0%)	Primary Metal Manufactures (8.2%)
North Dakota	South Dakota	Washington State	Wyoming
Machinery Manufactures (42.7%)	Computer and Electronic Products (30.7%)	Transportation Equipment (41.1%)	Chemical Manufactures (73.1%)
Crop Production (22.1%)	Processed Foods (21.0%)	Crop Production (20.9%)	Oil & Gas Extraction (7.4%)
Transportation Equipment (8.4%)	Machinery Manufactures (15.7%)	Computer and Electronic Products (5.9%)	Machinery Manufactures (6.6%)
Processed Foods (7.9%)	Beverage & Tobacco Products (7.2%)	Processed Foods (4.9%)	Mining (5.4%)
Oil and Gas Extraction (7.5%)	Transportation Equipment (5.7%)	Petroleum and Coal Products (4.9%)	Fabricated Metal Products (1.2%)

Note: number in parenthesis is the share in total exports

Source: U.S. Census Bureau, Foreign Trade Division

<sup>2</sup> The peer states chosen for this study include Idaho, Louisiana, Montana, North and South Dakota, Washington and Wyoming. The criterion used for selecting the peer states is explained in Economic Foundations.

There are many countries around the Pacific Rim that offer export opportunities for Alaska. However, taking advantage of these opportunities will require more of a state-wide approach to focusing on Alaska's position in the global market.

The growth prospects for Alaska's exports depend on the economic outlook for its major trading partners. These are the important end markets for Alaska's exporters. The outlook for certain industry sectors is also important.

Real GDP contracted in most of Alaska's export markets in 2009 however China and South Korea managed to avert a recession. As the world economy recovers from recession demand for Alaska's key exports will revive. The recovery patterns differ significantly across the countries. China will be leading the recovery with real GDP growth forecast of 9.8% for 2010. For Germany and Japan real GDP growth is expected to stay below 2% until 2012.

**Table 2. Real Global GDP Growth**  
(% change)

Alaska's Trading Partners	2009	2010	2011	2012	2012	Real GDP, CAGR 2009-19
Canada	-2.6	2.2	3.4	3.6	3.2	2.7
China	8.5	9.8	8.5	8.6	8.6	8.4
Germany	-4.8	1.5	1.6	1.8	1.9	1.6
Japan	-5.3	1.4	1.3	1.9	2.3	1.5
South Korea	0.1	4.1	3.2	4.3	3.9	3.7
Belgium	-3.2	1.2	1.5	1.5	1.9	1.8
France	-2.3	1.1	1.3	1.7	2.2	1.9
Netherlands	-4.1	1.1	1.2	1.7	1.9	1.7
Portugal	-2.7	0.9	1.1	1.4	2.2	1.7
Switzerland	-1.2	1.5	1.7	1.6	1.8	1.5
Taiwan	3.8	4.4	5.7	5.3	4.7	4.3

Source: IHS Global Insight

### Alaska's Clusters

The consulting team has identified 11 industry clusters that can serve as a powerful focus for a new approach to economic development. By developing strategic and tactical action initiatives on expanding and deepening the capabilities, foundations, and linkages within and among its "portfolio" of clusters, Alaska can start down the road of diversification and increased value added.

The clusters that have been identified are

- Fishing and Seafood Processing
- Oil and Gas Extraction / Pipeline / Refinery
- Military
- Mining
- Federal Government

- Tourism
- Logistics and International Trade
- Community and Social Services
- Advanced Business Services
- Specialized Machinery/Capital Goods
- Forestry and Wood Products

The clusters are grouped into four segments based on employment concentration in Alaska compared to the U.S. national average and the estimated dynamism, or growth potential over the next 10 years. This segmentation is an important consideration when formulating strategic economic development policy.

In addition, we found evidence of some unique, technology-based capabilities in the state that can serve as potential future seed clusters or assets to potentially aid the 11 identified clusters. These are: Cold climate technology, Rocket launch technology, Cold climate housing, Specialized super computing capabilities, Distance delivery -- education, medical, and management services, Alternative energy and Clean-energy (bio fuels, clean coal/coal gasification, etc), Specialty solvents, Light aircraft operations and maintenance/navigation, Marine and arctic biological sciences/potential for aquaculture, Remote communications technologies/systems, Aerospace technology/operations, and Naturally grown/grazed food products.

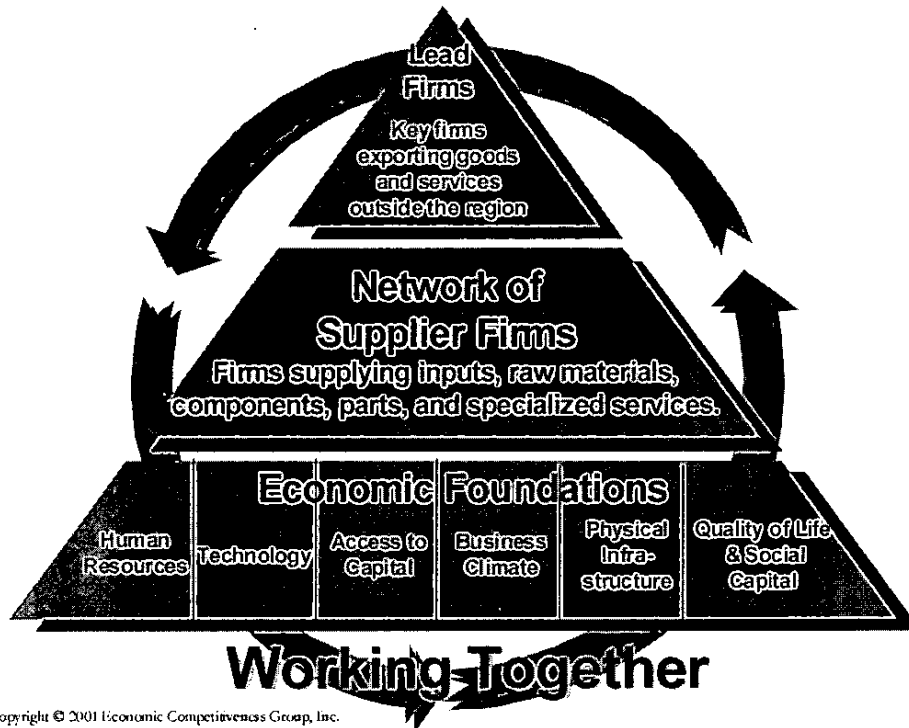
## Economic Foundations

Six key economic foundation areas underpin the development of these clusters. A strong foundation is a vital element for cluster development. Alaska's economic foundations are evaluated against a set of peer states including North and South Dakota, Louisiana, Idaho, Montana, Washington and Wyoming. The selection of these states was based on a number of factors that include: (1) population and urban orientation; (2) cluster structure; (3) economic performance; (4) strategy-oriented economic development; and (5) multi-modal transportation issues.

Underpinning every successful cluster are the economic foundations of a region as described here and shown as the base of the pyramid in the cluster diagram below.

- **Human Resources:** an educated and productive workforce.
- **Technology:** the quality of research and development and other sources of innovation.
- **Access to Capital:** the ability of firms in the region to obtain financing.
- **Business Climate:** a competitive business climate; adequate funding for necessary services.
- **Physical Infrastructure:** well-developed, cost-effective and efficient roads, highways, transit, ports, and airports that meet the transit and transportation needs of both workers and business.
- **Quality of Life and Social Capital:** The quality of life a region offers its residents is comprised of many things—many of them intangible. It also consists of what is known as "social capital"—the inter-personal and organizational networks that enhance a region's ability to facilitate transactions and investment due to trust and access to information.

Figure 5. Economic Foundations of a Cluster-Based Economic Development Framework



Relative to the peer regions, Alaska offers a low tax business environment and a high level of quality of life for those that have settled in the state. In addition, the state's workforce is relatively well-educated.

Relative weaknesses of the state are its high secondary school dropout rate and the associated need of its resident workforce for educational remediation for employment. Cluster development would benefit from a tighter linkage between education and industry so that specific occupational skills are targeted. There is also evidence of a relative lack of technological commercialization within the state. Indicators such as per-capita or per-employee R&D spending show an average level of innovative activity. Data on the number of patents registered shows challenges related to the commercialization of new technology within the state. Finally, a poor system of roads and highways is a unique challenge that Alaska faces.

### Conclusion: A Path Forward

Alaska's EDOs and approaches to economic development have evolved according to the state's unique characteristics and needs. This report analyzed the current situation from several perspectives. In the first section, we looked at the array of EDOs in the state and provided an outline of their various strategies and objectives. We then looked at the strengths and weaknesses of today's organizational structure and provided comments on the main features of Alaska's approach to economic development. Our findings in these two sections came from a review of past reports as well as from input from informed leaders in interviews and surveys.

From these analyses, we developed six overarching economic development themes for continuing study. Each theme highlights a critical issue for Alaska, ranging from the need for more leadership and coordination of Alaska's economic development infrastructure, to the need for new thinking about how to add more value to Alaska's important natural resource sectors. Finally, we looked at how other

states and regions have addressed similar challenges. There are lessons here for Alaska's leaders that focus on how the state should organize its efforts and work toward a more competitive economy.

The next step in the analytical process was to understand the state and global economic challenges and opportunities and match these with our understanding of the state's clusters and economic foundations. For example, we noted in the Economic Profile section of the report that the slowdown in revenues from the natural resources sectors, notably in oil and gas, has caused real GSP to stagnate since 1998-9 when compared to the national economy. Over the last few years GSP has slipped even further behind the national average and the forecast is for this gap to widen. As a result per capita income has also slipped alarmingly. The forecast is for Alaska to fall well below the national average.

### *Looking Forward*

Our comprehensive approach has lead us to conclude that Alaska's economic future is, at best, cloudy we have identified a few significant risks. Going forward commodity prices might work to the state's advantages and push per-capita income higher. Betting on this outcome however would be unwise. The conclusions of our economic research has been largely confirmed by our recent interviews and surveys. Informed leaders in Alaska know that the state is potentially facing serious economic challenges.

It seems that economic development efforts at the state, regional and local levels need to be stepped up however the basic organizational infrastructure and today's typical economic development objectives and strategies are less than optimal. The state's institutional capacity to address fundamental economic problems, while well intentioned and at times successful with tactical interventions, may not have evolved a shared economic vision among key stakeholders. Stronger and higher-level leadership and coordination is needed in order to make the most of efforts expended.

The area where we see opportunity is largely at the statewide level. We believe that a different overarching approach to economic development is needed, perhaps one driven by a public-private leadership group, with the public sector providing the initial funding and the private sector providing its knowledge of how markets work, where the opportunities for diversification lie and what makes an economy competitive. The approach might be based on contemporary economic development models used in other states (such as Oregon's cluster-based economic development networks or the Puget Sound region's well coordinated Prosperity Partnership and industry working groups to define needed policy initiatives).

With a different policy framework, such as a statewide cluster development and leadership and coordination towards this end, regional and local practitioners would have both an overarching policy framework and the flexibility to implement the policy as local needs dictate. A cluster policy strategy would not only outline the main implementation features and suggest tools for regional and local EDOs, but provide a way of coordinating most of the practices of regional and local economic development agencies. It is important to point out that whatever economic development model Alaska's moves toward in the future it needs to be an "Alaska Model." The state is too atypical in too many ways for a textbook approach to have the desired outcomes.

### *Moving Forward: Toward What Kind of Economy?*

If asked, most people in Alaska would say that the state, fundamentally, has a natural resource economy, and that it always will. Our analysis suggests that Alaskans begin looking at the state's economy in a broader way, as a "*natural resources, PLUS*" economy. Oil, gas, mining, and fishing, along with tourism, will be the most important engines of economic growth for as long as one can see into the future. Economic development policy and practice must continue to focus on making the most of these sectors. But the notion of "*natural resources, PLUS*" means that in the future, Alaska will look to its natural resources as the state's primary economic engines while simultaneously developing emerging sectors (e.g., logistics and trade, advanced business services, specialized machinery) where the state has

comparative advantages. Some attention must also be paid to the pre-clusters, where much more research is needed to better define if these or other "faint signs on the radar" can, with the right policy support, be elevated from "radar blips" to something more. To a great degree, economic development efforts should be shifted from the very difficult task of trying to get more job and revenue impact from the state's natural resources sectors to trying to make the most of the PLUS side of the envisioned new economy.

The country's security equation is changing and these changes are likely to affect both the missions of Alaska's military installations as they shift to respond to changing threats as well as the role and reach of the Department of Homeland Security Coast Guard. Keeping abreast of how agency missions are changing, and are likely to change in the future as well as how federal resources will be spent on military and national security priorities should be a high priority of the state's economic development leaders. Federal funding for national security is not likely to decrease in the near- to mid-term.

Developing the PLUS side of the new economy should be a high priority of APED's Phase 2, Strategy Development. But there is little doubt that new strategies will be needed to address the state's climate for business entrepreneurship. For example, young people in Alaska should learn about small business, the pros and the cons, throughout their formal education. They should have a working knowledge of markets and how investment flows to economic opportunity.

New policies are most likely needed at University of Alaska (UA) to try to move basic research closer to commercialization and to support more applied research. The key roles that the university can play in long-term development strategies include: educating and nurturing the next generation of workers and leaders; conducting applied research that is critical to industrial innovation; engaging in transferring new technology and processes to businesses; conducting policy analysis to inform decision-makers; supporting small business development with skills and information and creating forums for networking and information exchange. To perform these roles well, universities must examine and mitigate policies, procedures and organizational structures that could interfere with their economic development functions. Furthermore they should initiate and align internal incentives so that faculty and staff work toward common development goals. This process must be led from the top and must be ongoing.

Putting in place other features in the state's economic environment should likewise be a priority. For example, Alaska doesn't need to lose its applied research investments, or its graduates to other states. Keeping both in-state might require implementing not only technology commercialization strategies but also complementary "technology capture" strategies that work to keep innovation in-state, within existing firms and in the hands of local entrepreneurs. Fledgling entrepreneurs will need help from the state's EDOs to secure financial resources and other pre-requisites for market success, suggesting in this light at least a review of small business programs and state financing programs designed to help launch small businesses. The range of potential new economic development strategies is wide and deep.

### *Three Strategic Thrusts*

We envision three main strategic thrusts (similar to the three-legged stool<sup>3</sup> suggested by the Institute of Social and Economic Research at the University of Alaska (UAA ISER). The first strategic thrust would be to make the most of the natural resources that have made the state what it is today. Existing priorities will need to be reviewed in the context of economic forecasts and specific tactics will need to be developed to support the strategy of making the most of the state's resource advantages. An essential element of such a strategy would be continued refinement of approaches to natural resource preservation—in which Alaska is already a leader in many respects—so that future generations also derive benefits from those resources.

<sup>3</sup>This is referenced at <http://www.alaskaseconomy.org/>.

The second strategic thrust would be to work with the federal government in strategic ways to maintain, if not grow, its presence in the state and generate all the public and private sector jobs associated with the government's priorities in Alaska that are possible. While this thrust has been a strategic priority for some time, opportunities noted earlier may exist for new or expanded military and homeland security initiatives as global security threats evolve. Even changes in polar region access can change the military and security calculus, potentially leading to new federal investment in preparedness. Again, specific program tactics will need to be developed to achieve this objective. Keeping track of these opportunities should be a heightened priority of Alaska's Congressional delegation. Put in the context of this initiative, *Alaska Forward: Towards a Next Generation Economy*, elected leaders and their staff should be encouraged to redouble efforts to get inside the decision-making processes of key federal agencies and influence decisions with an aim at securing new jobs and new investment, consistent with broad government needs.

The third strategic thrust would be to create a stronger entrepreneurial climate that is pro-small business. The suggestion is to nurture those that take the risks to create small companies and who most likely live in Alaska because they love it. These business people and entrepreneurs, while present today, are not particularly well-supported with the necessary ingredients for growth-oriented, commercial success. This area is wide open for new, contemporary initiatives designed to achieve the goal of new firms in small population centers. Books have been written on the topic, one published just a few months ago titled "Generating Local Wealth, Opportunity and Sustainability through Rural Clusters," by Stewart Rosenfeld of Regional Technology Strategies, Inc. The author is a thought leader on the topic because his work is empirical, years of study of what kinds of firms cluster in less populated regions, and why. Rosenfeld's conclusions regarding cluster development success factors in places with small populations point to the importance of certain community characteristics including social capital trust and connections to urban centers, all of which can be enhanced through policy interventions and new community and economic development practices.

### ***Next Steps***

Can Alaska make the necessary changes in policy and practice to build a more diversified and sustainable economy? This report has made the point that when faced with similar challenges, other regions have made difficult decisions and moved in new directions with new thinking, new economic development policies, and new practices.

This report concludes that Alaska's leaders need to begin to address the risk of declining economic resiliency by transitioning from today's approaches to economic development to new approaches, based in part on the best practices of other regions. Bridging from this Situational Assessment to the upcoming Phase 2 Strategy Development work should begin immediately. We recommend the process start as other regions have started their strategic planning efforts. Puget Sound's Prosperity Partnership, for example, moved quickly from its analysis of economic conditions and opportunities to form a new strategic planning-oriented "Alaska Forward Leadership Council."

This group should be comprised of leaders drawn from companies, institutions and organizations across the state. By virtue of their position and visibility, these leaders would command a degree of authority. Involving high level government leaders who have a strong incentive to address the state's economic challenges would bring resources to the effort. Having top level private sector leaders involved would help assure that market-based principles would guide new initiatives and help avoid undesirable focus on grand, "pie in the sky" efforts. Private sector leadership would also bring executive and managerial talent to the task, helping to keep the strategic planning process lean, focused and "business-like."

From this starting point, the leadership group would prepare to launch Phase 2. If the strategy development process has a significant component which is cluster-based, as we suggest, the next step would

be to select specific clusters for priority attention. All the clusters would eventually be given full attention, but the Leadership Council should not try to take on too much at once. Top-level leaders in each cluster would be identified and briefed on their role to help coordinate and lead from their cluster's perspective an 8-10 month-long cluster development strategy effort. The notion is that each cluster would generate a set of cluster-specific priorities aimed at addressing impediments to growth and development. Facilitated discussions would lead to a shared economic vision for each cluster as well as development of a number of policy initiatives, each designed to address an impediment to the cluster's growth. Each initiative would have its own business plan and an "implementation champion" (i.e., ownership) to help take the initiative forward. In addition, a limited number of cross-cutting initiatives and policy recommendations would also emerge from each cluster group, which would be integrated into the broader state-wide strategy.

With the overall plan to move from Phase 1 to Phase 2 laid out, the Leadership Council should consider launching the effort with a high visibility event, perhaps a statewide Economic Summit. Stakeholders from across the state would be invited to a day-long program, hosted by the Leadership Council who would be introduced to the assembled leaders by the chairman. Presentations of the Situation Analysis would be made with the objective of impacting how the audience hears the messages. Questions would be solicited and answers provided by knowledgeable leaders, economists, and other experts.

In this way, Alaska will have kick-started the needed transition from its current approaches to economic development to a more strategic approach, led by leaders from the private and public sector. Similar approaches have been used, in many cases repeatedly making collaborative strategic economic development planning the prevailing practice in many regions. There is no reason that Alaska's leaders can't move in similar ways, evolving a 21st century "Alaska Model" for economic development and start afresh to build a more diverse and more sustainable economy.

## **BRIEFING PAPER: ECONOMIC DEVELOPMENT IN STATE GOVERNMENT**

*A review of economic development configuration in Alaska's agencies, models from other states, and potential changes to Alaska's economic development system*

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Alaska's Department of Commerce, Community and Economic Development includes both **Economic Development** and **Community Development** functions. The department's mission is to "promote a healthy economy, strong communities, and protect consumers in Alaska."

The difference between economic development and community development is not always well-understood. To establish a shared understanding of these terms, the following definition is presented:

Community development is capacity building; economic development is wealth creation.  
--Robert Shively, *Economic Development for Small Communities*

To go further, community development often refers to projects that create infrastructure and community capacity. Public works projects, schools, bridges, libraries, community centers and parks... these are community development projects. Economic development projects, on the other hand, would be the construction of a new clinic by a group of private physicians, or the expansion of a metal fabrication shop by a business owner. Community development and economic development are deeply intertwined, because economic development—and the private investors, owners, and entrepreneurs who lead the way—also requires community infrastructure, either to support their businesses or to enable a lifestyle that makes them want to live and stay in a community. At their cores, both community development and economic development are about resilience, the ability of a community or economy to respond to both opportunities and threats, to adapt to change. But the two functions are quite different, *and the appropriate activities and roles for government in economic development are much different than in community development.*

The purpose of this paper is to examine *economic development* activities in state government. While we recognize the interconnectedness of the two functions, the focus of this work is on resources within state government that support private sector investment in Alaska's economy.

### **Current Resources within State Government and the University System**

#### **Alaska's Office of Economic Development (OED), within DCCED**

- The mission of OED, as described in the FY10 Governor's Operating budget, is to "Advance successful tourism, film, fisheries, forest products, minerals, and small business assistance programs in order to increase economic activity in Alaska and create new employment opportunities for Alaska."

- Alaska's OED currently has a division head, plus 11 employees in five sub-programs, many of which can be tied to one or more functions in Alaska Statute.
  - The Alaska Film Office (3 employees, one of whom is shared with Tourism) (AS 44.33.231, Film Office)
  - Business Development (2 employees, one of whom is a forest products specialist) (AS 44.33.900 Alaska Forest Products Research and Marketing Program)
  - Office of Fisheries (1) (AS 44.33.065, Regional Seafood Development Associations)
  - Office of Mineral Development (2) (AS 44.33.431, Alaska Minerals Commission)
  - Tourism Program (4, one of whom is shared with Film) (AS 44.33.119, Alaska Division of Tourism)

### **Alaska Industrial Development and Export Authority (AIDEA), within DCCED**

- The mission of AIDEA, as described in the FY10 Governor's Operating budget, is "to provide means of financing to promote economic growth and diversification in Alaska."
- AIDEA's board of directors consists of five individuals
  - The Commissioner of Revenue
  - The Commissioner of Commerce, Community, and Economic Development
  - One other person appointed by the executive branch
  - Two public members appointed by the governor
- AIDEA's economic development programs have approximately 30 staff assigned to it, with 30 who are professional staff (estimate from AIDEA staff, October 2009)
  - AIDEA is a "public corporation of the state and a body corporate and politic constituting a political subdivision within the Department of Commerce, Community and Economic Development, but with separate and independent legal existence," under AS 44.88.010—44.88.159
  - AIDEA has a number of loan participation, revolving loan, and bond programs
  - AIDEA has ownership stakes in several major projects
- AIDEA also is home to another agency, Alaska Energy Authority (AEA) which currently has a community development mission
  - Though the agencies are separate, they share employees and resources

### **Alaska Division of Investments (DOI), within DCCED**

- DOI's "primary responsibility is to administer and service twelve state loan programs under the Department of Commerce, Community, and Economic Development. These programs were primarily designed to promote economic development through direct state lending in industries that are not adequately serviced by the private sector."
- DOI typically interfaces with individual lenders and small businesses (in contrast to AIDEA, which handles significant industrial investments)
- DOI has 44 FTE employees (FY2010 budget)
- Loan programs authorized in statute are not comprehensive across range of Alaska industry

### **Non-Governmental Economic Development Organizations in Alaska**

#### **ARDORs**

- Alaska Regional Development Organizations (ARDORs) are established under 44.33.895 (Alaska regional economic assistance program) and is subject to regulations at 3 AAC 57.010-900.
  - Under the statute the department can provide grants of up to \$100,000 annually to match funds from non-state sources.

- The state's contributions to the ARDOR under this program are \$50,000 annually. With the addition of an ARDOR in the last two years, the state's total contribution has increased, but organizations still receive the same amount. (Annual funding since 1992 is flat at \$620,000; except for increase of \$57,000 starting in FY09 with addition of twelfth ARDOR)
- According to the website of OED, ARDORs are intended to
  - *enable communities to pool their limited resources, and work together on economic development issues;*
  - *develop partnerships among public, private and other organizations,*
  - *offer a technical, nonpartisan capacity to develop and implement an economic development strategy,*
  - *often have extensive experience with federal/State programs, and*
  - *provide needed technical assistance via direct links with local citizens.*
- With large service regions and limited funding, some ARDORs have very difficult times attracting experienced staff to run economic development programs
  - Some conversations have been had to establish system-wide capacity-building fund for the ARDORs so that staff of the ARDORs can take advantage of professional development opportunities despite limited budgets

#### **Additional Regional Economic Development Groups**

- Regional/local groups also exist, such as Juneau Economic Development Council, Fairbanks Economic Development Corporation, Alaska Village Initiatives.
  - These have more local focus

#### **University Economic Development Resources and Coordination with State Resources**

The University of Alaska has several economic development programs doing technical assistance, training, etc.

- **Center for Economic Development, at the Institute of Social and Economic Research, UAA**
  - One of 52 university centers nationally designated by Economic Development Administration
  - Works at level of *municipalities, large non-profits, service-providing for profits (such as Alaska Native Corporations)*
    - 2008 Annual Report includes list of clients:  
<http://ced.uaa.alaska.edu/publications/2008AnnualReport.pdf>
  - According to their website, CED "leverages the resources of the university system to support economic development in Alaska, providing technical assistance in the form of information, data, and know-how in evaluating, shaping and implementing specific projects and programs that promote economic development across the state."  
(<http://ced.uaa.alaska.edu>)
  - Supported by fee for service in most cases, in order to support program delivery costs; some budget also from State
  - CED helps with local and regional planning, feasibility analysis, strategic planning (organizational and community) financial analysis, market and economic research
  - Recently, CED began coordinating accredited certification courses for the International Economic Development Council, to certify IECD economic development professionals
    - NB: Currently, there is not a single certified economic development professional working in Alaska

- **Small Business Development Centers**
  - Works at level of small, individual entrepreneurs
  - Provide free- and low-cost consulting to small business and micro-enterprise
  - Funded by US Small Business Administration with matching funds from state.
  - Provides consulting services and low-cost educational programs to entrepreneurs
  - Program's "business advisors" are certified through the Alaska SBDC's professional Certification program
  - Has a rural outreach program

## **How are Other State Governments Doing Economic Development?**

Several states are recognized for their innovation in economic development within state government. Some of these are profiled below.

The states profiled below were selected because of their recognition as successful models, or commonalities with Alaska (rural Western). This report profiles North Dakota, Wyoming, Indiana, and Kentucky, which are all recognized for their economic development programs, as well as Oregon, which shares some similarities with Alaska as a Western state with large rural areas. All of these states have advisory and/or policy bodies that primarily comprise private sector leaders.

*NB: Descriptions below reference "primary" or "basic" industries. These are industries that bring new dollars into a state's economy. Oftentimes these are because the business outputs are produced for markets outside the state. In some cases federal government programs, which bring dollars into state economies, can also be seen as contributing to the primary/basic sectors. This differs from support sector businesses, which provide services within the state. Primary/basic businesses are the economic pumps for an economy.*

### **North Dakota [www.business.nd.gov](http://www.business.nd.gov)**

- Economic Development & Finance is a division within a department that also houses Tourism and Community Development
  - Tourism is separate because development approach differs significantly from standard "primary/basic" sector activities.
- North Dakota has an Economic Development Foundation, a private foundation established by the Legislature, to provide guidance and private-sector oversight of state economic development efforts. It maintains a strategic plan for economic development.
  - 23 "business leaders," meet quarterly
  - has the ability to raise private funding to support state efforts
- Division heads are professional positions, not appointed
- Majority of staff at Economic Development and Finance Division are certified economic development professionals through the IEDC
- Primary function of division is to work with businesses to identify the state programs and resources that will help them establish, grow, or retain in North Dakota; deal structuring (not technical assistance, which is pointed to university, SBDCs, etc.)
- North Dakota has a development bank, the Bank of North Dakota, which manages nearly all of the state's loan and investment programs, with very few exceptions
- Department *only works on inquiries/investments that are in the Basic sector of the economy* (Basic industries bring new money into the economy from out of state, while secondary industries provide services to support the basic industries)

- Web presence: North Dakota has <http://www.business.nd.gov/>, which is a user-friendly portal to information necessary to do business in North Dakota
- 17 staff for ED&F, including 2 finance people to run loan programs outside the Bank of North Dakota

**Wyoming [www.wyomingbusiness.org](http://www.wyomingbusiness.org)**

- Wyoming Business Council is the economic development group in state government
  - It has a corporate structure, incorporates private business practices, regional offices
  - Has a Board of Directors and CEO, though it is within state government
    - Board members are successful business owners from Wyoming
    - Board members appointed by Governor; CEO hired by Board
    - Employees of agency are at-will
    - Board does “business plan” for department
  - Staff of 53 for WBC, plus 19 for Tourism
    - 7-8 administrative staff, all other work on economic development and management of community grant programs
  - History of the WBC: <http://www.wyomingbusiness.org/about/history.aspx>
  - Enabling Legislation: Wyoming Statutes 9-12-101 through 9-12-804 (<http://legisweb.state.wy.us/statutes/statutes.aspx?file=titles/Title9/T9CH12.htm>)
  - WBC focuses on basic industries, with few exceptions in rural areas where basic service infrastructure (grocery stores) do not exist
    - Industries have to produce something sold outside the region to get WBC attention.
  - WBC works closely with university programs, including SBDCs, Intellectual property, incubators, etc.

**Kentucky [www.thinkkentucky.com](http://www.thinkkentucky.com)**

- Primary state agency for economic development is the Cabinet for Economic Development, which is governed by the Kentucky Economic Development Partnership Board
- Kentucky Economic Development Partnership Board
  - Enabled in 1992 by HB 89.
    - Thirteen members representing each of eight congressional districts and different industries, plus secretaries from four cabinets (Econ. Development, Finance and Administration, Environmental and Public Protection, and Tourism), plus Governor
    - Cabinet includes
      - Office of Secretary
      - Department for Business Development
        - “Responsible for coordinating the recruitment and attraction of new companies that will enhance the overall viability of the state’s economy, as well as assisting and encouraging job retention and creation by working with existing Kentucky business. The Department partners with outside agencies and communities to conduct workshops, community assessments, and business surveys to support local development efforts”
      - Department of Financial Incentives
      - Department of Commercialization and Innovation

- “Responsible for developing and implementing a strategy to create, attract, and assist knowledge-based companies to Kentucky.”

#### **Indiana [www.in.gov/iedc](http://www.in.gov/iedc)**

- Primary state group for economic development is the Indiana Economic Development Corporation
  - Created in February 2005 to replace the former Department of Commerce
  - Has a board of 12, including governor and 11 private industry participants
  - According to IEDC website, “The IEDC is focused exclusively on economic development and has incorporated all state entities with economic development responsibilities into its organizational structure.”

#### **Oregon [www.oregon4biz.com](http://www.oregon4biz.com)**

- Economic development is a division within the Oregon Business Development Department, which also houses community development functions
  - About 25% of department budget goes to economic development
- Economic development overseen by the Oregon Business Development Commission, which is statutorily authorized, and consists of seven private sector individuals (not agency) appointed by the Governor
  - Entity sets policy direction for agency activity
- Department head is appointed, but division heads are professional staff
- 13 people working in field around Oregon, plus five people specializing in international development
- No certification/training requirements specific to department; some perhaps specific to positions, particularly for international development people
- Primary role of business development division is deal structuring, pulling state resources together to support creation or retention of jobs
- Staff only work on primary (basic) sector industries, refer others to university, SBDCs, other partners

#### **Points to Consider about Alaska’s Current System**

- State government’s oversight and/or policy direction from private sector is currently limited to two of five seats on the board of AIDEA.
  - There is no private sector input built into OED or DOI
  - Without private sector input it may be difficult to align state programs across divisions with real needs in Alaska economy
- Incentive programs in Alaska Statute are limited
  - New Business Incentive Program (DCCED), established under 45.81.010, is not funded
  - Film Incentive office supported by two staff at OED (DCCED)
  - Exploration Incentive Credits (DNR)
  - AGIA (DNR)
  - Various AIDEA Programs
- Economic Development functions are distributed between several divisions and/or offices, including:
  - Division on Investments (Greg Winegar, Division Director)
  - Office of Economic Development (Joe Austerman, Director)
  - Alaska Industrial Development and Export Authority (Ted Leonard, Executive Director)

- Economic development staffing in these offices are about 15% of total DCCED personnel
    - Viewed alone they are 8%, 2%, and 6% respectively
    - May have difficulty getting strategic focus within larger mission of department
- No certified economic developers currently working in state (compares to other states where professional certification is common among economic development staffers)
  - University's Center for Economic Development has started offering training modules several times per year (the standard for these courses is multi-day intensives) for certification through the International Economic Development Council
    - This is a relatively new service
    - Department estimates cost in training to reach certification goals, before travel and lost work time, is \$3,400 per person
  - Currently there are no practicing certified economic development professionals working in Alaska (in state government or out of state government)
- State government's interaction with University resources may be inefficient; economic development resources may be "siloed"
  - Do OED and AIDEA have regular practice of directing inquiries to existing University resources?
  - Do agencies and universities work closely to avoid duplicating tools and services?
  - What gaps should agencies fill that are not natural to the University?
- State government, through OED, is currently focused on a small set of industries
  - Focus may be broadened to allow room for additional industries/ideas
- Alaska state government does not maintain a web presence focused on attracting or retaining business
  - For contrast, see Oregon, <http://www.oregon4biz.com/>, found in two clicks from the State of OR homepage); North Dakota, <http://www.business.nd.gov>; Kentucky <http://www.thinkkentucky.com/>

### **Possible Areas of Discussion for Legislature**

1. Restructuring economic development functions within state government under alternate models such as public/private partnerships, corporate structures, strengthened divisions, or others.
2. Consideration of creation of a non-governmental (private sector) policy group at head of state economic development. Depending on departmental structure the advisory entity could be modeled on corporate, foundation, policy, or other board structures
3. Establishment or reestablishment of incentive programs to support economic development programs
4. Budgeting for ARDOR programs
5. Budgeting for University programs that support small business development
6. Oversight hearings prior to and within the budget process to assess focus and resources of state offices with economic development missions
7. Establishment of additional loan programs to support small business economic development

## Additional Resources

- Alaska Economic Development Programs, prepared by Office of Economic Development
  - Document attached to this transmission
  - Note: This matrix does not differentiate between Economic Development and Community Development programs (see definition on Page 1). True “economic development” programs are fewer than one dozen.
- Department and subunit missions: Office of Management and Budget
  - See <http://gov.state.ak.us/omb/results/agencies.php#10> for missions related to DCCED and its divisions
- Alaska SourceLink [www.aksourcelink.com](http://www.aksourcelink.com). A web portal hosted by the university that provides information on all economic development support resources in the state

## The Governor's "LEGACY" Planning Process

- Created by Administrative Order during the 2009 legislative session.
- LEGACY was intended to help shape the next 50 years of economic diversification and job creation.
- A planning team was established, called the Alaska Diversified Economic Planning Team. Members include the Commissioners (or designees) of DCCED, DOLWD, and DOTPF; the Executive Directors (or designees) of AHFC, AEA, and AIDEA; the University of Alaska President (or designee); and a representative from the office of the Governor.
  - The DCCED Commissioner (or designee) served as the planning team chair.
- The ADEPT planning team formed work groups and conducted a one-day summit in late July.
  - Groups included Forest Products, Seafood, Tourism, Mining, Small Business, Military, In-state Energy, Health Care, Broadband, Transportation, Housing, Financing/Access to Capital, and Economists.
- The groups were asked to submit interim, draft reports in early October.
- After having an opportunity to evaluate the planning process, Governor Parnell advised the planning team that he intended to retain the process with some changes.
  - He intended to meet with the work groups personally, elevating the private sector input to the highest level of state government.
  - The composition of the work groups and the planning team would be modified at a future date.
  - An oil and gas group would be formed, as this industry was not addressed in the first phase.
  - The expectation of a December report was removed, as the process had been suspended for several months.
  - The AO was to be modified to reflect the current Governor's priorities.
  - Interaction with the Legislature needed to be incorporated into the planning process.
- Actions by the office of the Governor include:
  - Governor Parnell has met with several of the work groups to hear ideas and issues that affect their respective industries.
    - He is scheduling meetings with the remaining groups.
    - The Governor has also been meeting with private sector representatives on an ad hoc basis, and will continue this outreach.
  - Concurrently, Special Assistant Susan Bell served on the Alaska Forward Steering Committee.
    - As industry cluster groups are anticipated in Phase Two of Alaska Forward, participants in the LEGACY work groups will likely be combined in the larger planning process.
    - The Governor included funding for Phase Two of Alaska Forward in his FY11 budget.
- Several staff changes have occurred in DCCED.
  - Mark Davis, who previously served as Deputy Commissioner and LEGACY chair, moved to a new role in AIDEA.
  - Deputy Commissioner Curtis Thayer was hired to oversee economic development functions of the Dept. He will serve as LEGACY chair.
  - Mark Kelsey, who had served on LEGACY on behalf of the office of the Governor, was moved into the Office of Economic Development.
  - Thayer and Kelsey utilized the interim, draft LEGACY reports in the development of the Inventory of Economic Development Opportunities for OED staff to pursue.
- Revisions to the AO have been drafted, but not publicly released.



March 16, 2010

Representatives Jay Ramras, Chair  
Economic Development, Trade & Tourism Committee  
Alaska State Capitol Building  
Juneau, Alaska 99801

**RE: HCR21 "A resolution creating and relating to the Economic Development Planning Commission."**

Dear Representative Herron:

Southeast Conference strongly supports House Concurrent Resolution 21, a resolution to create an economic development planning commission. The state has significant need for economic development and is in dire need of a strategic plan for our future. This commission and its duties spelled out in HCR21 would serve as a valuable tool for this strategic planning. It is important that we take steps to integrate private sector leadership into economic development efforts administered by our state government.

Southeast Conference is a private membership organization that works to advance the collective interests of the people, communities, and businesses of Southeast Alaska. It is the Alaska Regional Development Organization (ARDOR), Federal Economic Development District (EDD), and USDA Resource Conservation and Development (RC&D) Council for the region. The Conference's Mission is to help develop strong economies, healthy communities, and a quality environment in Southeast Alaska.

Please adopt HCR21 for the future of our communities and our state.

On Behalf of the Board of Directors,

Shelly Wright  
Executive Director

**Representative Jay Ramras**  
Chair, Judiciary  
Chair, Economic Development,  
Trade & Tourism  
Energy  
Military & Veteran Affairs  
Joint Armed Services  
State Capitol, Room 118  
Juneau, Alaska 99801-1182  
Phone: (907) 465-3004  
Fax: (907) 465-2070  
Toll Free: (877) 465-3004

# Alaska State Legislature



## House of Representatives

**Interim:**  
r Way, Suite 324  
i, Alaska 99701  
(907) 452-1088  
(907) 452-1146  
(877) 465-3004

**District 10**

### Memo

To: House Special Committee on Economic Development, Trade & Tourism  
Committee Members and Staff

From: Margaret Dowling, (H) EDT Committee Aide (465-6841)

Date: March 23, 2010

Re: March 23, 2010 (H) EDT Meeting Packet - UPDATE

---

The following items **update** the previously distributed committee packet:

- 1) Proposed CS for HCR 21
- 2) Explanation of changes
- 3) Power point presentation

Representative\_Jay\_Ramras@legis.state.ak.us

26-LS1446S

Cook

3/19/10

**CS FOR HOUSE CONCURRENT RESOLUTION NO. 21( )**

**IN THE LEGISLATURE OF THE STATE OF ALASKA**

**TWENTY-SIXTH LEGISLATURE - SECOND SESSION**

**BY**

**Offered:  
Referred:**

**Sponsor(s): HOUSE COMMUNITY AND REGIONAL AFFAIRS COMMITTEE**

**A RESOLUTION**

1 **Creating and relating to the Economic Development Planning Commission.**

2 **BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:**

3 **WHEREAS** the state has a significant need for economic development; and

4 **WHEREAS** it would be beneficial to the state and its citizens to develop visions and  
5 strategies to encourage economic development; and

6 **WHEREAS** Wyoming, North Dakota, Indiana, and Oregon, among other states, have  
7 taken steps to integrate private sector leadership into economic development efforts  
8 administered by their state governments; and

9 **WHEREAS** multiple economic development strategic planning initiatives are  
10 underway in Alaska, including the Alaska Partnership for Economic Development's Alaska  
11 Forward Initiative and the Governor's Legacy Initiative;

12 **BE IT RESOLVED** that the Alaska State Legislature establishes in the legislative  
13 branch the Economic Development Planning Commission to develop and recommend to the  
14 Governor and to the legislature visions and strategies that will encourage economic  
15 development in the state; and be it

16 **FURTHER RESOLVED** that the Alaska Legislative Council shall provide adequate

1 staffing for the commission; and be it

2 **FURTHER RESOLVED** that the commission shall consist of the following  
3 members:

4 (1) one member of the House of Representatives appointed by the chair or  
5 jointly by the co-chairs of the House Finance Committee;

6 (2) one member of the Senate appointed by the chair or jointly by the co-  
7 chairs of the Senate Finance Committee;

8 (3) two public members appointed by the Speaker of the House of  
9 Representatives who are not officers of the state or employed by officers of the state, who are  
10 working in the private sector, and who possess business expertise and demonstrated  
11 leadership skills;

12 (4) two public members appointed by the President of the Senate who are not  
13 officers of the state or employed by officers of the state, who are working in the private  
14 sector, and who possess business expertise and demonstrated leadership skills;

15 (5) one public member with private sector business expertise and  
16 demonstrated leadership skills, appointed by the chair or jointly by the co-chairs of the House  
17 Finance Committee;

18 (6) one public member with private sector business expertise and  
19 demonstrated leadership skills, appointed by the chair or jointly by the co-chairs of the Senate  
20 Finance Committee;

21 (7) the commissioner of commerce, community, and economic development,  
22 ex officio, or the commissioner's designee;

23 (8) the commissioner of labor and workforce development, ex officio, or the  
24 commissioner's designee; and be it

25 **FURTHER RESOLVED** that appointed public members of the commission serve  
26 without compensation but are entitled to per diem and travel expenses authorized for boards  
27 and commissions under AS 39.20.180; and be it

28 **FURTHER RESOLVED** that a vacancy in the commission shall be promptly filled  
29 in accordance with the requirements applicable to the original commission member who left  
30 the office; and be it

31 **FURTHER RESOLVED** that the commission shall

1 (1) review recommendations produced by various economic development  
2 planning processes, including the Alaska Forward Initiative, the Governor's Legacy Initiative,  
3 and others, advise the legislature on its potential role in implementing the vision or the plans  
4 or both, and provide draft legislation to accomplish the recommendations;

5 (2) consider and make recommendations regarding methods, programs, and  
6 financing that may be used by the state to foster economic development;

7 (3) prepare proposed legislation to carry out recommendations of the  
8 commission that the commission determines may need to be implemented by law;

9 (4) present its recommendations and proposed legislation to the Alaska  
10 Legislative Council and to the legislative budget and audit committee not later than  
11 January 30, 2011; and be it

12 **FURTHER RESOLVED** that the commission may, after considering the  
13 recommendations in the Alaska Forward Initiative, the Legacy Initiative, and other economic  
14 development strategies, prepare legislation to restructure economic development activities of  
15 state government so that those functions are moved from existing state agencies to a

16 (1) newly created public corporation or a newly created department; or

17 (2) division within the Department of Commerce, Community, and Economic  
18 Development; and be it

19 **FURTHER RESOLVED** that the commission may, not later than December 15,  
20 2011, present a supplemental report, which may include additional recommendations and  
21 proposed legislation.

22 **FURTHER RESOLVED** that the commission is authorized to begin work  
23 immediately on the appointment of the members who are appointees or on April 30, 2010,  
24 whichever date is earlier, and is terminated on June 30, 2012.

# **ALASKA STATE LEGISLATURE**

## **House Community & Regional Affairs Committee**

**Rep. Cathy Muñoz, Co-Chair**

State Capitol Building, Room 409  
Juneau, Alaska 99801-1182  
Phone (907) 465-3744  
Fax (907) 465-2273  
Rep\_Cathy\_Munoz@legis.state.ak.us



**Rep. Bob Herron, Co-Chair**

State Capitol Building, Room 411  
Juneau, Alaska 99801  
Phone: (907) 465-4942  
Fax: (907) 465-4589  
Rep\_Bob\_Herron@legis.state.ak.us

### **HCR 21, Economic Development Planning Commission**

**For House Special Committee on Economic Development, Trade & Tourism**

#### **Changes from HCR 21 (Version E) to Blank CS for HCR 21 (Version S)**

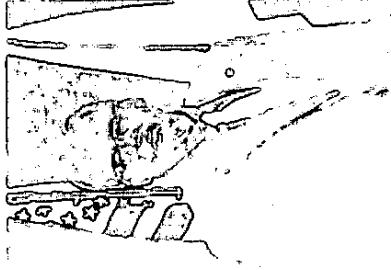
- P. 3, Lines 9-10: Have the commission report to Legislative Council as well as LB&A
- P.3, Line 11: Changed first reporting deadline from June 30, 2011 to Jan. 30, 2011
- P. 3, Line 19-21: Insert second reporting deadline of Dec. 15, 2011
- P.3, Line 23: Changed March 15, 2010 to April 30, 2010
- P.3, Line 24: Sunset changed from June 30, 2011 to June 30, 2012

ALASKA STATE LEGISLATURE  
House Community & Regional Affairs Committee

Rep. Cathy Muñoz, Co-Chair



Rep. Bob Herron, Co-Chair



# HCR 21 – Creating an Economic Development Planning Commission

Presentation to the House Economic Development,  
Trade & Tourism Committee

## HCR 21 Components

- 10-Member Economic Development Planning Task Force in the Legislative Branch
- Integrate Legislature into ongoing economic development planning efforts
- Report suggested strategies and legislation to the Governor, Legislative Council, and LB&A
- Sunsets June 30, 2012

## HCR 21

- Legislature can monitor ongoing economic development initiatives.
- Creates mechanism for Legislature to collaborate with private sector and identify places for legislative action/state participation.
- Shows the Legislature's commitment to active participation in the implementation of statewide processes.
- Responds to identified shortcomings in previous economic development efforts.

# Current Statewide Processes

- Alaska Forward
  - Led by the Alaska Partnership for Economic Development (ARDORs), other members
  - \$500K Denali Commission money for Phase I
  - Currently working on Phase II funding
- Legacy
  - Governor Palin's Administrative Order
  - Project has morphed under Governor Parnell
  - New format not yet finalized
- Other regional, industry-specific efforts

## Alaska's Economic Development "System": Many economic development organizations with diverse funding sources, geographic scopes, missions and approaches

Geographic Scope	Key Organizations			
<i>State Level</i>	<i>Funding Agencies</i>	Alaska Industrial Dev't and Export Authority	Denali Commission	Alaska Growth Capital
		USDA Rural Development	Economic Development Administration	Small Business Administration
	<i>Research and Technical Assistance</i>	Alaska Dept of Commerce, Community and Econ. Dev't	Univ. of Alaska Center for Econ. Dev't	Small Business Dev't Center
		Alaska Manufacturing Extension Partnership	Alaska Village Initiatives	Numerous Industry Specific Support Orgs
<i>Business and Community Support</i>	Alaska State Chamber of Commerce	Alaska Municipal League	Numerous Industry Organizations	
<i>Regional Level</i>	Alaska Regional Development Organizations (ARDORs)	Regional Tribal Organizations	Western Alaska Community Dev't Quota (CDQ) Groups	
<i>Borough/ Municipal Level</i>	Local Chambers of Commerce	Local Econ. Dev't Groups	Local Tribal Organizations	

Provided by Alaska Partnership for Economic Development

# Kinds of Opportunities Commission

## May Identify

- Could identify financial tools to target particular areas of economic development:
  - Loan programs, incentive/tax programs
  - Target particular industry clusters, geographic regions, or other policy goals
- Enables the Legislature to address identified needs by preparing legislation in advance of sessions
- Possible restructuring of departmental participation in economic development
  - public corporation to work on economic development issues
  - new department
  - new division

## Commission Membership

- One State Representative
- One State Senator
- Two Public Members
- Two Public Members
- One Public Member
- One Public Member
- DCCED Commissioner
- L&WFD Commissioner

## Appointment Authority

- ← House Finance Co-Chairs
- ← Senate Finance Co-Chairs
- ← House Speaker
- ← Senate President
- ← House Finance Co-Chairs
- ← Senate Finance Co-Chairs
- ← By Statute
- ← By Statute

*Goal of HCR 21 is to provide Legislature with direct input and collaboration with private sector on subjects of economic development.*

## HCR 21 – Timeline

- March, 2010: AK Forward Phase I Report
- April 30, 2010: Commission begins work
- January 30, 2011: First Legislative Report  
Deadline
- 2011 (tentative): AK Forward Phase II Report
- December 15, 2011: Second Report Deadline
- June 30, 2012: Sunset

# Why is HCR 21 Needed?

- “Lack of an overall Alaska Strategic plan for Economic Development is a barrier to expanded AIDEA participation in major projects.”
  - AIDEA Strategic Plan
- “There is a lack of statewide planning, leadership, and coordination. Although Alaska has a large number and variety of economic development entities, their focus is local or regional, rather than statewide, and this limits their effectiveness.”
  - Alaska Forward: Phase I Situational Analysis Executive Summary
- Calling for a Comprehensive Economic Development Strategy for Alaska and supporting both the “Alaska Forward” project and the Governor’s “Legacy” plan.
  - Alaska State Chamber of Commerce 2010 Position Paper

## Econ. Dev. & HCR 21 Documents

- CS HCR 21 (version S), Sponsor Statement, Fiscal Note, Letter of Support
- Alaska Forward Project Executive Summary
- “Legacy” Planning Process Outline
- Econ. Dev. In State Government Briefing Paper
- Chart of Alaska Economic Development “System”
- HCR 21 Powerpoint
- Legislative Research Report: Alaska Economic Development Orgs
- AlanAusterman.com: Econ. Dev. Library

## HCR 21 – FISCAL NOTE

- \$130,000 Total (GF) – RDU: Legislative Council
- \$108,000 for Commission Staff (Range 21, Step C)
- \$11,000 for Travel (excluding per diem)
- \$11,000 for Per Diem
- Costs to print Commission Report and Teleconference meeting will be absorbed within existing budget
- Assumptions
  - 3 Meetings require travel (rest by teleconferences)
  - 1 Anchorage meeting and 2 Fairbanks meetings
  - Per diem for 2 days per travel meeting
  - 3 Anchorage-based members; 1 Fairbanks-based member

# HCR 21, Econ. Dev. Commission

Sponsored by House Community & Regional  
Affairs Committee

Questions? Please call Rob Earl, Rep. Herron's office (465.5141).

Thank-you House Economic Development,  
Trade & Tourism Committee!

**Representative Jay Ramras**  
Chair, Judiciary  
Chair, Economic  
Development, Trade &  
Tourism  
Energy  
Military & Veteran Affairs  
Joint Armed Service  
State Capitol, Room 118  
Juneau, Alaska 99801-1182  
Phone: (907) 465-3004  
Fax: (907) 465-2070  
Toll Free: (877) 465-3004

# Alaska State Legislature



## House of Representatives

**Interim:**  
P.O. Box 324  
Juneau, Alaska 99701  
Phone: (907) 452-1088  
Fax: (907) 452-1146  
Toll Free: (877) 465-3004

District 10

### Fax

To: Tam Cook  
Leg. Legal

Fax #: 465-2029

Number of pages including cover: 4

From: Margaret Dowling, Staff to Rep. Ramras  
465-6841

Date: March 24, 2010

Re: CS HCR 21 ( ) - Version 26-LSI446S

---

Hi Tam,

The EDT committee adopted a conceptual amendment to the attached work draft and then moved the amended work draft out committee. I've edited the work draft on page 2 to reflect the conceptual amendment. Could you please finalize the work draft as amended?

Thank you,  
Margaret  
465-6841

Representative\_Jay\_Ramras@legis.state.ak.us

26-LS1446S  
Cook  
3/19/10

**CS FOR HOUSE CONCURRENT RESOLUTION NO. 21( )**

IN THE LEGISLATURE OF THE STATE OF ALASKA

TWENTY-SIXTH LEGISLATURE - SECOND SESSION

**BY**

**Offered:  
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10 working in the private sector, and who possess business expertise and demonstrated  
11 leadership skills; <sup>(4) one public member appointed by the minority leader of the</sup>  
<sup>House, (etc.)...</sup>

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