

# Chapter 1

## Development Strategy & Process

### Polk County

#### *About This Report*

This Comprehensive Economic Development Strategy (CEDS) is the first regional economic development plan completed by citizen representatives of Polk County, Nebraska. As a member of the Southeast Nebraska Development District, Polk County and its communities are working with the River Country Economic Development District (River Country) to gain formal recognition as a constituent member of River Country.

Polk County is a component county of the Bureau of Economic Analysis (BEA) Economic Area 120 (November 2004 definition). This CEDS is the outcome of a county-wide planning process to address the economic issues and potential of Polk County within the larger surrounding nonmetropolitan region.

Through its CEDS planning process, Polk County seeks to establish a framework for comprehensive, objective reporting on the state of the Polk County area and define goals and strategies to coordinate activities in support of its vision within the larger regional economy. This report draws together a wide variety of data indicators to sketch a holistic picture of conditions in Polk County. And, it will continue this process to identify measurable indicators of county and regional conditions and link these to the development programs instituted for the county itself and those of the River Country Economic Development District.

## 1. Governance Structure

The County of Polk, Nebraska operates under an organized county government of commissioner districts and is governed by a Board of Commissioners. Polk County is one of 66 counties among Nebraska's 93 counties with a commissioner-type government. The other 27 counties in Nebraska are organized as townships and governed by a board of supervisors.

Polk County is governed by a Board of Commissioners with three (3) members who are elected to four-year terms. (Table 1.1).

Table 1.1  
Polk County Board of Commissioners - Membership 2006

Michael Smith  
Dennis E. Hendricks  
Michael Simonsen

Municipalities in Polk County are organized via instruments of incorporation recorded with the Office of the County Clerk. Four incorporated communities are located in the county. The City of Stromsburg is the largest community. It is organized as a "City of the Second Class," a classification for Nebraska municipalities with a population between 801 and 5,000. The City of Stromsburg is organized as a mayor-council form of government.

One other community, City of Osceola, is organized as a "City of the Second Class" and it is organized as a mayor-council form of government. The City of Osceola is the County Seat of Polk County.

Two communities are organized as the municipal classification of "Village." These are the communities of Polk and Shelby. Each village is organized as a five member board of trustees form of government. Nebraska's state constitution grants citizens the right to organize and incorporate as a "Village" if their community has a population of 100 to 800.

## 1.1 CEDS Committee

The Comprehensive Economic Development Strategy (CEDS) was developed through a public participatory process led by a CEDS Committee authorized by the Polk County Board of Commissioners.

The CEDS Committee is composed of county residents who, acting in a voluntary capacity, represent diverse populations (gender, age, ancestry) and interests, including educators, small business owners/employees, agricultural interests, corporate firms, health service providers, community representatives (elected and private citizen), professional industrial developers and media interests. (See Table 1.2)

Member	Place of Residence	Elective Status	Interest/ Affiliation
Wayne Beck	Stromsburg	No	Finance
Brian Beckner	Columbus	No	Attorney
Cindy Branting	Shelby	No	Health Care
Nancy Bryan	Osceola	No	Municipal
Doug Burritt	Osceola	No	Business
Dennis Carlson	Shelby	Yes	Municipal Chairman
Kathie Carlstrom	Polk	No	Municipal
Barb Cotter	Stromsburg	No	Municipal
Greg Dittmer	Stromsburg	No	Municipal
Debra Girard	Stromsburg	Yes	County Clerk
Grace Gerrard	Stromsburg	Yes	Municipal Mayor
Darla Hopwood	Shelby	No	Municipal
Doug Lamoree	Stromsburg	No	Finance
Troy Lindsley	Stromsburg	No	Finance
George Lyons	Stromsburg	No	Utility
Jim Papik	Stromsburg	No	Attorney
Pat Powell	Stromsburg	Yes	Municipal Councilman
Doug Rathjen	Osceola	No	Finance
Lori Rathman	Shelby	No	Finance
Shelly Smith	Shelby	No	Finance
Don Stewart	Polk	Yes	Municipal Chairman
Jeff Willis	Shelby	Yes	Municipal Board Member

The Polk County CEDS Committee is constituted of the representatives of both private enterprises and public bodies. These representatives work to promote economic development in the county and area communities and providing local leadership on issues of business, transportation, housing and tourism development.

Working to develop its goals, objectives, and strategies, the CEDS Committee was representative of county-wide stakeholders. (See Table 1.2) Three general work sessions were completed for the purpose of gathering input.

Throughout the CEDS development process, the CEDS Committee brought forward insights from their individual capacities and discussions with other stakeholders. Staff of the Southeast Nebraska Development District gathered this information and used it for the foundation of the final CEDS strategic planning and priority setting effort of the CEDS Committee on 2007.

## *2. Strategic Planning Process*

The Polk County CEDS is built upon a vision for the future. This vision has long-range measurable goals and strategies that lead to the achievement of those goals.

The CEDS Committee participated in the plan development process and reviewed information gathered through research activities, compilation of community activities, and strategic planning activities.

The 2006 Polk County CEDS presents a comprehensive review of regional trends, an inventory of environmental resources and assets, while focusing upon the opportunities and challenges presented by the county's and region's changing economy.

Basic community-based infrastructure and systems, including roads, community facilities, housing, and support services, serve not only local residents and business and industry but also the larger region and visitors. In addition, investments that enhance the economic well-being of county residents, whether by private or public sector entities, also contribute to the region's economy by enhancing regional income and employment opportunities.

## 2.1 Stakeholders

Recognition of stakeholders in the future prosperity of Polk County helps identify partners for economic development. As part of their analysis, local leaders can incorporate this information into their assessment of what groups, organizations or representatives they have the opportunity to partner with for development purposes. This assists in their determination if the identified opportunities and challenges are best able to be addressed by local institutions or other entities.

A stakeholder is any person, group or organization that can place a claim on a region's attention, activity, resources, products or services and anybody affected by an area's action has a "stake" in the future of the region. A stake is merely an "interest," something to gain or lose depending on what a region does and how. An interest can be economic, social, sentimental or historical; consequently, stakeholders have needs and expectations that center on a region's ability to provide, produce or preserve something.

A non-exhaustive list of Polk County's stakeholders would include:

STAKEHOLDERS	
<ul style="list-style-type: none"> <li>&gt; The Board of Commissioners of Polk County as the governing body of Polk County</li> <li>&gt; Polk County's municipalities</li> <li>&gt; Local chambers of commerce</li> <li>&gt; Polk County Rural Public Power District</li> <li>&gt; Polk County workers</li> <li>&gt; Polk County's youth</li> <li>&gt; Polk County's parents</li> <li>&gt; Polk County's seniors</li> <li>&gt; Enterprises and Industry throughout Polk County</li> <li>&gt; Future generations of Polk County residents</li> <li>&gt; Businesses wanting to enter the local market</li> <li>&gt; Businesses outside the County patronized by Polk County residents</li> <li>&gt; Businesses outside the County employing residents of Polk County</li> <li>&gt; Agriculture operators and service providers</li> <li>&gt; Area Fire Departments and Auxiliary organizations</li> </ul>	<ul style="list-style-type: none"> <li>&gt; Banking and financial institutions</li> <li>&gt; Civic and religious organizations</li> <li>&gt; Polk County property owners</li> <li>&gt; People who would like to buy or rent property in Polk County</li> <li>&gt; Utilities serving Polk County residents and businesses</li> <li>&gt; Elected officials</li> <li>&gt; Jurisdictions receiving sales, income or property taxes</li> <li>&gt; Local, regional, state and federal governmental entities</li> <li>&gt; Southeast Nebraska Development District</li> <li>&gt; Community service providers</li> <li>&gt; Business and economic development entities</li> <li>&gt; Schools, community colleges, and other institutions of higher education</li> <li>&gt; Hospital and other healthcare providers</li> <li>&gt; Travelers who visit Polk County for recreation, business, etc.</li> </ul>

## 2.2 Environmental Scan

Meetings and discussions conducted during the planning process were used to identify key issues, both internal and external constraints and opportunities. This activity provided an environmental scan of issues of concern to private and public entities in Polk County. Identification of these issues can assist in developing priorities to guide coordinated activities that address Polk County's competitive advantages and disadvantages.

A summary of the constraints and opportunities identified via these meetings and discussions is provided below.

IDENTIFIED CONSTRAINTS	
<ul style="list-style-type: none"> <li>✧ Public Infrastructure needs</li> <li>✧ Government budgets</li> <li>✧ Water needs within communities</li> <li>✧ Rural community infrastructure planning and resources availability</li> <li>✧ Low unemployment rate.</li> <li>✧ Decreasing population in Polk County</li> <li>✧ Comprehensive development planning updates/review/enforcement</li> <li>✧ Interlocal governmental cooperation in planning and development</li> <li>✧ Awareness of opportunities among area youth</li> <li>✧ Business transfer awareness and services</li> <li>✧ Rural health care issues</li> <li>✧ New industrial park facility undeveloped</li> <li>✧ Lack of tourism</li> <li>✧ Lack of local resources for start up businesses.</li> <li>✧ Demand for labor</li> </ul>	<ul style="list-style-type: none"> <li>✧ Need flexible financing source for start up capital.</li> <li>✧ Costly extension of public infrastructure to industrial/commercial parks.</li> <li>✧ Employee turn over</li> <li>✧ The negative impacts of “brain drain”</li> <li>✧ Fiscal health of smaller communities</li> <li>✧ State regulatory environment and process, Safe Water and Clean Water</li> <li>✧ Affordable housing throughout county</li> <li>✧ Availability of appropriate housing serving particular market segments (affordable, special need, and executive)</li> <li>✧ Tight housing market</li> <li>✧ Low unemployment rate and the perception is creates when recruiting</li> <li>✧ Competition for available labor supply</li> <li>✧ Promoting local labor force development</li> <li>✧ Negative perception of growth</li> </ul>
IDENTIFIED OPPORTUNITIES	

<ul style="list-style-type: none"> <li>✧ Value-added agriculture - manufacturing</li> <li>✧ Value-added agriculture - livestock</li> <li>✧ County and municipal coordination of investment supporting growth</li> <li>✧ Build on existing seed company presence in area</li> <li>✧ County and municipal coordination of investment supporting growth</li> <li>✧ Tourism development</li> <li>✧ Support investment in housing providing choice and opportunity</li> <li>✧ Affordable housing services/ availability</li> <li>✧ Capture economic opportunities created by proximity to metropolitan areas</li> <li>✧ Regional water systems supporting rural community development</li> <li>✧ Build on existing high-tech enterprises presence in community</li> <li>✧ Tourism development</li> <li>✧ Affordable housing services/ availability</li> <li>✧ Capture growth opportunities created by proximity to metropolitan area</li> <li>✧ Availability of resources and developers supporting new housing construction</li> <li>✧ Low unemployment rate</li> <li>✧ Market Polk County's geography</li> </ul>	<ul style="list-style-type: none"> <li>✧ Development of US Highway 81 as an expressway</li> <li>✧ Dairy operation expansions/development</li> <li>✧ Existing skilled labor force to diversify business products</li> <li>✧ Target downstream by-product development, esp. value-added ag.</li> <li>✧ Local intergovernmental coordination and cooperation</li> <li>✧ Economic development tools available to assist local businesses (private, local, regional, state, federal)</li> <li>✧ Excellent school system</li> <li>✧ Build on distance learning opportunities</li> <li>✧ Building awareness among youth about opportunities</li> <li>✧ Low unemployment rate</li> <li>✧ Natural resource amenities</li> <li>✧ Available public power and utility presence and supply</li> <li>✧ Training programs (local, regional, state)</li> <li>✧ Excellent school system</li> <li>✧ Business transfer opportunities for area youth to acquire an existing business</li> </ul>
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### 2.3 Strategic Issues

The Comprehensive Economic Development Strategy planning process has included participants representing diverse interests from across Polk County in order to establish a coordinated local economic development effort within the county and region.

Strategic issues are a response to economic opportunities and adjustment challenges. Identification of strategic issues within the framework of the CEDS process enables local leaders, both private and public, guide economic development efforts in a focused manner that builds upon an understanding of the area's changing economy. These strategic issues are about what Polk County, as a community and within the region, will do and why, and where, and when, and how, and to or for whom.

The CEDS Committee recognized that many strategic issues could be grouped into common sets of superordinate issues toward which to direct available resources. These issues illuminate broad policy questions and direction setting that will help Polk County assist efforts to increase employment and income opportunities and serve stakeholders effectively, efficiently, and responsibly.

The CEDS Committee identified strategic issues within Polk County. Seven superordinate issues emerged and these are presented below.

#### ✧ **Tourism Development**

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Polk County has opportunities for growth in the tourism sector of its economy. It should continue to pursue opportunities and develop initiatives that will enable Polk County to capitalize on the economic impact of the tourism industry.

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Tourism resources include historical, natural resource and farm sector assets. Developing strategies to develop these opportunities will assist future economic development opportunities.

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Promotion of tourism in Polk County can be enhanced through directed activities and support services. An example of the latter could be development of the rest area at Shelby on Highway 69 to include an information kiosk with internet access providing a "wireless front door" welcoming travelers.

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Convenient link to metropolitan areas. Polk County is served by an excellent network of roads and highways serving communities and attractions. This network affords area communities opportunities for development, both business and residential.

## ✧ Business Infrastructure

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Representatives of Polk County economic development agencies have developed liaisons with other agencies, resources and programs to provide business development services. Examples of local resource partners include Polk County Rural Power District and Nebraska Public Power District.

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Rural community infrastructure systems have identified improvement needs which vary across the communities. Development and financing of infrastructure may require cooperative efforts on the part of public and private entities.

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Polk County has developed and enacted county-wide rural planning and zoning to assist orderly development outside incorporated communities.

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Financial tools available to local entities include Revolving Loan Funds maintained by municipal governments and access to state and federal economic development program funds. Identified needs include:

- > Increased funds available in loan pools
- > Increased flexibility of amount of loans
- > Ability to utilize loan pool as start-up capital

## ✧ Industrial Development

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Readiness of industrial site facilities to serve existing and prospective manufacturing enterprises is an identified issue.

Existing industrial tracts lack available land and ready-to-build sites with infrastructure. Two communities do have ready sites: Stromsburg – airport site and Osceola – NPPD site.

Communities and rural areas lack readily available industrial sites and resources.

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Development of new or expanded industrial site facilities is an identified issue. Development of such sites would necessitate land assembly and/or purchase, construction of infrastructure systems, and financial resources.

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Value-added agriculture manufacturing represents a growing industry in Polk County and the region. Opportunities exist to expand both primary and downstream industries in Polk County.

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Existing power and utility providers are ready and able to serve increasing industrial demand.

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Brownfield sites identified in Polk County offer re-use sites if appropriate resources could be mustered to assist with their redevelop (eastern and western Shelby locations and Stromsburg airport site).

## ✧ Value Added Agriculture

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Value-added agriculture is an important industrial activity in Polk County and one that offers additional opportunities for area enterprises and residents.

Two examples of existing uses include livestock feeding and dairy operations. Both of these examples transform crops into animal protein or meat or dairy products.

Examples of industrial innovation include transforming traditional crops into nonfood products, including producing ethanol from corn and biodiesel from soybeans. Use or development of downstream or byproducts represents current activities in the county.

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Polk County has the opportunity to benefit from developing additional value-added agriculture processes and products. Representatives of Polk County have identified several processes that can assist development of expanded or new activities.

Facilitating additional development would involve working to create:

- > A cultural/public understanding of the what value-added agriculture entails in terms of benefits and costs (i.e. jobs and income and environmental concerns) to residents.
- > A process to help site various uses and development via an organizing outreach and “friendly neighbor” approach. By engaging local residents and enterprises a priori in the process, the development has a greater opportunity to succeed both as a project and as a benefit to the area.

Managing this development process is identified as the “biggest asset and biggest concern across the county” in regards to value-added agriculture.

## ✧ **Community Infrastructure**

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Water quality issues affect communities' ability to respond to increasing burdensome mandates in operating water and waste water systems.

Water quality impaired by nitrates affects the ability of public water suppliers to adequately serve their communities. And "clean water" mandates increasingly are affecting the ability of communities to meet operational requirements.

For example, the City of Stromsburg must address water quality issues identified by the state under an administrative order by January 2009.

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Wastewater collection and treatment infrastructure that serves current and future community needs is an identified priority in all communities. Recent investments have been made in some communities but new facilities will be necessary in others.

The Village of Polk has an identified need to upgrade the wastewater treatment system serving its residents and businesses. Reinvestment in this community system will require commitment of planning and financial resources.

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Affordable housing opportunity is an identified need throughout the county. Housing development strategies need to be developed to meet the need.

Examples of housing programs include targeted first time homebuyer, rehabilitation, weatherization, and energy efficiency.

## ✧ Labor Force

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A low unemployment rate in Polk County and surrounding area is a constraint to economic development. Representatives of Polk County involved in economic development activities have identified opportunities to develop the available labor supply.

Partner with existing enterprises to diversify activities to fully exploit existing skilled labor resources and assist these enterprises to achieve opportunities.

Develop recruitment activities informed about the need to complement but not compete with existing enterprises' labor needs.

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Employee turnover and wage competition are identified concerns for work force development. Examples of work force development strategies to pursue include:

Labor supply programs designed to improve the readiness, skills, or wages of individuals through partnerships with educational and work force agencies.

Labor demand programs designed to address the needs of employers could be coordinated with area employers.

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Mitigating and reversing the impact of the "brain drain" is an identified opportunity. This includes educating area youth to recognize local opportunities, developing business succession opportunities, and, increasing awareness of the skills and opportunities in today's manufacturing sector.

## ✧ Community Planning

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Availability of appropriate, affordable housing opportunities is an issue throughout the county. Developing strategies to address these issues will assist future economic development opportunities.

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“Growth means Change.” Communities must become informed about managing the conflict between Change-versus-No change in order to move forward with community and economic development activities.

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Recognition of the need to create opportunities to involve and educate residents of communities and unincorporated areas about Polk County and area industry base with its attendant issues and benefits.

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Financing for and feasibility of infrastructure development will require cooperative efforts on the part of public and private entities. Enhancing and establishing partnerships with existing and new businesses is an ongoing commitment by local and area economic development agencies.

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Few building sites are available in the county for housing development and expanding and new business enterprises. A centralized inventory of existing developed sites and identified future sites is not maintained.

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Convenient link to metropolitan areas. Polk County is served by an excellent network of roads and highways serving communities from all points of the compass. This network affords area communities opportunities for development, both business and residential.

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## *2.4 Vision Statement*

The CEDS Committee worked through the planning process and developed a strategic vision to guide economic development efforts toward attainment of identified goals.

Building a diversified and sustainable economy supporting strong communities with a high quality of life, expanding traditional and new industry sectors and providing income and employment opportunities for residents and businesses.

Observation and insights gathered through the planning process can be woven together under the unified theme of positioning area businesses and residents to surmount challenges and utilize opportunities to enhance community economic development.

## 2.5 CEDS Goals

The Comprehensive Economic Development Strategy for Polk County is framed within four broad based goals. These include:

- To promote economic development building on area assets
- To support community infrastructure, public facilities, and housing
- To promote high quality of life by developing community and regional resources
- To support labor and work force development

These four broad goals respond to the analysis of the area's development potential and challenges, as identified through the planning process conducted by the CEDS Committee. Goals are general statements that provide the basis for formulating the policy objectives and serve to guide strategic activities of the CEDS Committee, area officials, and economic development stakeholders.

Polk County  
Comprehensive Economic Development Strategy -- Goals  
*(Not in ranked order)*

1. To promote economic development building on area assets	
<ul style="list-style-type: none"> <li>◇ Support and target value-added agriculture</li> <li>◇ Identify industrial facility site needs</li> <li>◇ Develop and promote tourism opportunities by building on our natural, cultural and heritage resources</li> <li>◇ Promote industry diversification to fully utilize existing skilled employees</li> <li>◇ Promote business succession</li> <li>◇ Assess labor/work force issues regarding retention and recruitment</li> </ul>	<ul style="list-style-type: none"> <li>◇ Assess brownfield sites for redevelopment</li> <li>◇ Identify new industrial tract sites</li> <li>◇ Develop and enhance economic development tools available to communities and local economic development representatives</li> <li>◇ Identify labor retention opportunities</li> <li>◇ Identify property assembly issues</li> </ul>

2. To support community infrastructure, public facilities, and housing	
<ul style="list-style-type: none"> <li>✧ Promote housing opportunities</li> <li>✧ Encourage regional cooperative efforts</li> <li>✧ Develop community-business partnerships</li> <li>✧ Encourage long-range community planning and zoning</li> <li>✧ Encourage public infrastructure planning</li> </ul>	<ul style="list-style-type: none"> <li>✧ Identify housing needs and potential development sites</li> <li>✧ Work with local and regional partners to develop a solution to regional water problems</li> <li>✧ Encourage partnerships to facilitate affordable housing development and rehabilitation of existing housing stock</li> </ul>

3. To promote high quality of life by developing community and regional resources	
<ul style="list-style-type: none"> <li>✧ Promote a concept of “Good Neighbor” in economic development activities</li> <li>✧ Identify potential business succession opportunities to sustain local commerce</li> <li>✧ Promote natural resources development</li> <li>✧ Support regional tourism initiatives</li> </ul>	<ul style="list-style-type: none"> <li>✧ Promote concept of growth while preserving high quality of life</li> <li>✧ Support planning and zoning activities</li> <li>✧ Develop youth involvement programs</li> <li>✧ Recognition of geographic proximity to metropolitan areas</li> </ul>

4. To support labor and work force development

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| <ul style="list-style-type: none"><li>✧ Expand educational opportunities</li><li>✧ Enhance economic development tools</li><li>✧ Promote entrepreneurial education</li><li>✧ Partner with Central Community College and other partners</li></ul> | <ul style="list-style-type: none"><li>✧ Support distance learning opportunities</li><li>✧ Encourage retention and recruitment of businesses maximizing skilled employee potential</li><li>✧ Continue to support value added agriculture development and employment</li></ul> |
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## Resources & Time Frames

Partnerships with a variety of organizations and agencies in the region are a key to successful implementation of the CEDS. Those activities which address the areas or issues of greatest need and/or best enhance the region's competitive advantages were identified through the planning process. They represent identified activities that will have positive economic, environmental, and social impacts on Polk County and its region. The expected time frame and required resources for completion of objectives and activities are identified below.

The time frames established for completion of objectives and activities are:

<u>Term</u>	<u>Number of Years</u>
Short term	1 to 2 years
Mid term	3 to 4 years
Long term	5 or more years

GOAL 1: To promote economic development building on area assets				
ID	Objective	Lead Responsibility	Funding Sources	Term
1-1	Support local and regional value-added ethanol and biodiesel production facilities.	Investment Groups	Private, State, Local	On-going
1-2	Enhance existing business assistance programs by increasing available pool of financial resources in Osceola Revolving Loan Fund.	Osceola	Municipal, Private, Financial Institutions	Mid term
1-3	Enhance existing business assistance programs by increasing available pool of financial resources in Shelby Revolving Loan Fund.	Shelby	Municipal, Private, Financial Institutions	Mid term
1-4	Enhance existing business assistance programs by increasing available pool of financial resources in Stromsburg Revolving Loan Fund.	Stromsburg	Municipal, Private, Financial Institutions	Mid term
1-5	Facilitate delivery of assistance and financial tools supporting business and industry.	Polk Co. Economic Development Groups	Municipal, Private, County	On-going
1-6	Foster coordination between business and educational systems to meet labor force needs through career, mentoring, and apprenticeship programs.	Private, Polk Co. Economic Development Groups	NDoL, CCC, Schools, SBA, Private	On-going
1-7	Create a business succession program.	Polk Co. Economic Development Groups	Chambers, Private, USDA	On-going

GOAL 1 continued: To promote economic development building on area assets				
ID	Objective	Lead Responsibility	Funding Sources	Term
1-8	Enhance existing business assistance programs by providing for “start up capital” in the Osceola Revolving Loan Fund.	Osceola	Osceola	Short term
1-9	Enhance existing business assistance programs by providing for “start up capital” in the Shelby Revolving Loan Fund.	Shelby	Shelby	Short term
1-10	Enhance existing business assistance programs by providing for “start up capital” in the Stromsburg Revolving Loan Fund.	Stromsburg	Stromsburg	Short term
1-11	Build on the manufacturing base in Polk County and the region.	Private	Private, NDED, NDoL, USDA, SBA, NEDCO, Local, EDA	Long term
1-12	Perform an assessment of available industrial park facilities and needs.	Municipal, County	Municipal, County, State, Federal, Private	Mid term
1-13	Develop an industrial site assessment program.	Polk Co. Economic Development Groups	Private, Utilities, USDA	Short term & On-going
1-14	Support regional entrepreneurial activity and assistance programs.	Local	NBDC, Foundations, Private, Municipal	On-going

GOAL 1 continued: To promote economic development building on area assets				
ID	Objective	Lead Responsibility	Funding Sources	Term
1-15	Promote and develop regional tourism, targeting development of niche markets such as hunters, birders, etc.	Private	Private, Municipal, State, Byway, GPRCD	On-going
1-16	Enhance existing business assistance programs by expanding eligible loan types/amounts in the Osceola Revolving Loan Fund.	Osceola	Osceola	Short term
1-17	Enhance existing business assistance programs by expanding eligible loan types/amounts in the Shelby Revolving Loan Fund.	Shelby	Shelby	Short term
1-18	Enhance existing business assistance programs by expanding eligible loan types/amounts in the Stromsburg Revolving Loan Fund.	Stromsburg	Stromsburg	Short term
1-19	Assess redevelopment of brownfield sites in eastern and western Shelby.	Shelby	Municipal, State, Federal	Short term
1-20	Assess redevelopment of brownfield site near Stromsburg airport.	Stromsburg	Municipal, State, Federal, Stromsburg Airport Board	Short term
1-21	Assess opportunities to develop speculative building spaces in new or existing structures.	Polk Co. Economic Development Groups	Private, Municipal	Mid term

GOAL 1 continued: To promote economic development building on area assets				
ID	Objective	Lead Responsibility	Funding Sources	Term
1-22	Develop cooperative mechanism to address property/site assembly process to serve development needs.	Municipal	Municipal, Private	Short term
1-23	Develop processes to target value-added agriculture enterprises, both new and expansion of existing. (Ex. Dairy and Livestock operations, Alfalfa DeHy, Seed)	Polk Co. Economic Development Groups	Investment Groups, Public, Private	Mid term & On-going

GOAL 2: To support community infrastructure, public facilities, and housing development				
ID	Objective	Lead Responsibility	Funding Sources	Term
2-1	Develop project(s) to address water availability and capacity to serve communities and enterprises.	Municipal	Utilities, Municipal, Private, USDA	Mid term
2-2	Develop an industrial site assessment program for existing and new industrial opportunities.	Municipal, County	Municipal, County, State, Utilities, Private	Mid term & On-going
2-3	Promote development of new housing addressing identified affordable and appropriate housing needs.	Private, Public	Private, NIFA, USDA, NDED, FHLB, BVCA, Municipal	Short term & On-going
2-4	Continue to support investments in medical care facilities and services.	Public	Public, Private, USDA	On-going
2-5	Assess wastewater treatment facility system in Village of Polk.	Polk	Polk, State, Federal	Short term
2-6	Assess re-constituting local housing corporation(s) to serve municipal areas.	Municipal	Municipal, Private, NIFA, USDA, NDED, FHLB, BVCA	Mid term
2-7	Develop community-based housing rehabilitation programs to forward affordable housing.	Municipal	Municipal, USDA, State	Short term & On-going
2-8	Continue supporting senior transportation services.	County	Public, Private	On-going

GOAL 2 continued: To support community infrastructure, public facilities, and housing development				
ID	Objective	Lead Responsibility	Funding Sources	Term
2-9	Continue to support investments in medical care facilities and services.	Public	Public, Private	On-going
2-10	Promote Polk County location as near metropolitan market areas to business enterprises.	Private, Public	Private, Public	Short term & On-gong
2-11	Collaboratively develop mechanism to address property/site assembly process to serve development needs.	Municipal	Municipal, Private	Short term
2-12	Promote community improvement planning and programming to improve services and amenities.	Municipal	Municipal, Utilities, GPRCD	On-going

GOAL 3: To promote high quality of life by developing community and regional resources.				
ID	Objective	Lead Responsibility	Funding Sources	Term
3-1	Support medical facilities and service improvements.	Hospital	Private, Federal, State	On-going
3-2	Encourage and assist community-based planning and zoning process and enforcement.	Municipal, County	Municipal, County, CDBG	On-going
3-3	Support Educational Service Units (ESU) public-private partnerships serving area residents and schools.	ESU	ESU, Public	On-going
3-4	Promote Central Community College services and opportunities to both public and industry.	CCC	CCC, Public	On-going
3-5	Develop cultural awareness among Polk County residents about area opportunities and resources.	Polk Co. Economic Development Groups	Private, Public	On-going
3-6	Support regional tourism initiatives.	Private, Public	Private, Byway	On-going
3-7	Develop youth 'community awareness' program educating area youth on local opportunities.	Public	Private, Public	Short term & On-going
3-8	Develop rest area near Shelby as information resource for county – Kiosk "hot spot" as wireless front door.	Polk Co. Economic Development Groups	Private, Public, GPRCD	Short term & On-going
3-9	Support Central Community College public-private partnerships serving residents and industry.	CCC	CCC, Private, Public	On-going

GOAL 4: To support labor and work force development				
ID	Objective	Lead Responsibility	Funding Sources	Term
4-1	Promote retention and (re)training of the existing work force.	Polk Co. Economic Development Groups	Private	On-going
4-2	Promote private-public partnerships to develop work force complementing existing labor skills.	Private, Polk Co. Economic Development Groups	Private	On-going
4-3	Develop a School-to-Work program to engage the education and business sectors.	Schools	Schools, NDED, CCC, Private	Long Term
4-4	Promote life-long learning opportunities.	CCC, UNL Extension	Private, Schools, CCC	Long Term
4-5	Assist existing businesses to maximize fabrication opportunities afforded by skilled work force.	Private	Private, CCC, NDED	On-going
4-6	Facilitate development and awareness of job & vocational training opportunities in Polk County to reverse the "brain drain".	CCC, Polk Co. Economic Development Group	Private, CCC, Schools, NDoL	Short Term
4-7	Market Polk County as a quality place to live, work and invest.	Polk Co. Economic Development Groups, Schools	Private, CCC, NDED	Long Term

### 3. Glossary of Acronyms

A list of acronyms used in this chapter is provided below. A brief description of an agency or entity is provided, also.

<u>Acronym</u>	<u>Full Name / Description</u>
BVCA	<i>Blue Valley Community Action Partnership (BVCA)</i> BVCA is a non-profit human service agency serving a nine county core area in southeastern Nebraska. The BVCA staffs Family and Community Service Centers providing health, maternal and child, Head Start, transit and housing & rural development programs.
Byway	<i>Nebraska Byway Program – Lincoln Highway Scenic Byway</i> Communities along U.S. Highway 30 from Blair (Washington County) to past Bushnell (Kimball County) who cooperatively market tourism opportunities under the America's Byways brand.
CCC	<i>Central Community College</i>
CDBG	<i>Community Development Block Grant Program</i> Administered by the Nebraska Department of Economic Development, the CDBG program provides grants to eligible communities for Economic Development, Public Works, Planning and Housing activities. Source of funds is the U.S. Department of Housing and Urban Development (HUD).
Chambers	<i>Chamber of Commerce</i> Voluntary association of local businesses working together to enhance marketing of local businesses and commercial activity.
Colleges	<i>Colleges in the Region</i> This includes the public Peru State College and Central Community College and the private institutions of Concordia University, Doane College, and York College.
Cooperatives	<i>Cooperatives in the Region</i> This includes agriculture cooperatives such as Farmers Co-Operative Elevator and smaller, niche market associations organized as member-controlled cooperatives (eg, GROW Nebraska).
ED-RLF funds	<i>Economic Development Revolving Loan Funds</i> Business and industry loan funds operated by municipalities, ED groups and organizations. These are usually capitalized by loans or grants from federal agencies such as the USDA or Small Business Administration. Private (for profit and non-profit) local ED groups have capitalized RLF programs through shares sold to member.

<u>Acronym</u>	<u>Full Name / Description</u>
EDA	<i>Economic Development Administration</i> The EDA is a bureau of the U.S. Department of Commerce. EDA works with Economic Development Districts to assist industrial development activities such as provision of public works (infrastructure and industrial areas).
Entrepreneurs	<i>Small Business Enterprises</i> (usually start-up proprietorships)
FHLB-Topeka	<i>Federal Home Loan Bank of Topeka</i> A private financial institution whose membership is affiliated banks. FHLB-Topeka promotes housing and community development by providing the services and rate of return necessary to attract and retain borrowing stockholders.
Foundations	<i>Private and Non-profit Organizations</i> This category includes community foundations created to support local activities and charitable organizations created by private entities to advance particular interests such as delivery of human services, community development, cultural activities, etc.
GPRCD	<i>Great Plains Resource Conservation District</i> Great Plains RC&D is a locally sponsored multi-county organization affiliated with the U.S. Department of Agriculture. The purpose of the Resource Conservation and Development program is to encourage and assist rural areas to plan, develop, and carry out programs for resource conservation and development.
GROW Nebraska	GROW Nebraska is a non-profit organization, whose mission is focused on maximizing Nebraska's entrepreneurial spirit and focused on building Nebraska businesses globally by providing sustainable business environments through marketing, education, business building services and access to markets.
Investment Groups	<i>Private Organizations</i> Organizations of private individuals or Groups organized for specific purposes, such as an ethanol production facility and housing corporation.
Municipal	<i>City, Village, or County Governmental Entity</i> with responsibilities to provide services to their jurisdiction.
NBDC	<i>Nebraska Business Development Center</i> The NBDC at the University of Nebraska at Omaha (UNO), is a cooperative program of the U.S. Small Business Administration and UNO. Designated service areas have offices that provide business assistance such as marketing analysis and market planning services. There is a Nebraska Business Development Center located within the region in Geneva.
NDED	<i>Nebraska Department of Economic Development</i>
NDoA	<i>Nebraska Department of Agriculture</i>

<u>Acronym</u>	<u>Full Name / Description</u>
NDoL	<i>Nebraska Department of Labor</i> (Nebraska Workforce Development)
NDoR	<i>Nebraska Department of Roads</i> The NDoR administers the Transportation Enhancement Program which provides funding to local, regional and state government entities to construct and restore transportation facilities such as pedestrian/bicycle trails, development of scenic byways and restoration of historic transportation facilities.
NEDCO	<i>Nebraska Economic Development Corporation</i> NEDCO is a state-wide Community Development Corporation that offers several types of Small Business Administration Guaranteed Loans to small businesses including, SBA 504 and SBA 502 fixed asset subordinated loans for land, building acquisition and equipment, and SBA 7A working capital loans.
NGPC	<i>Nebraska Game and Parks Commission</i> NGPC makes matching grants to political subdivisions for developing outdoor recreation projects and indoor support facilities (rest rooms, maintenance, storage, and concession stands).
NETF	<i>Nebraska Environmental Trust Fund</i> The NETF is funded through the Nebraska Lottery. Grant funds are awarded by the NETF for projects meeting their priorities -- preservation and restoration of critical habitat areas, surface water quality, ground water quality, and development of recycling markets and reduction of solid waste volume and toxicity.
NIFA	<i>Nebraska Investment and Finance Authority</i>
NRD	<i>Natural Resource District</i>
NSHS	<i>Nebraska State Historical Society</i>
Non-Profits	<i>Non-Profit Organizations</i> (human service, housing agencies, foundations, etc.)
Private	<i>All Private Sector</i> businesspersons and organizations
PCEDG	<i>Polk County Economic Development Group</i> The Polk County Economic Development Group is a non-profit corporation which fosters economic development within Polk County and its local communities.
Public	<i>All Public Entities</i> (Governmental and Quasi-Governmental, eg, cities, utilities)
Railroad ED Representatives	<i>Economic Development Agents of the Railroad Companies</i>

<u>Acronym</u>	<u>Full Name / Description</u>
RCEDD	<i>River County Economic Development District</i> RCEDD is a designated Economic Development District of the U.S. Department of Commerce Economic Development Administration. SENDD and RCEDD are sister organizations which share staff.
REAP	<i>Rural Enterprise Assistance Project</i> Initiated by the Center for Rural Affairs in Walthill, the REAP begins with a community commitment to raise seed capital funds to be used for small business loans and structured programs to provide training in business planning, management, and finance.
SBA	<i>Small Business Administration</i> The U.S. Small Business Administration offers international trade counseling for individuals and companies, with an emphasis on the practical application of successful exporting and importing procedures.
Schools	<i>Public and Private School Districts</i>
SENAHC	<i>Southeast Nebraska Affordable Housing Council</i>
SEND D	<i>Southeast Nebraska Development District</i>
UNL	<i>University of Nebraska</i> Expertise and services provided by faculty, colleges, and offices governed by the university, such as the UNL Food Processing Center's food scientists and food industry business consultants who assist food-manufacturing entrepreneurs.
UNL Extension	<i>Nebraska Cooperative Extension Service</i> Extension agents and specialists serve as faculty of the Institute of Agriculture and Natural Resources, UNL. Major areas of service include agriculture, natural resources, family living, youth development, and community resource development.
USDA	<i>United State Department of Agriculture</i>
Utilities	<i>Public and Private Utility Providers</i> (examples include NPPD, Polk County RPPD, Aquila, etc.)