

**SHELBY COUNTY COMPREHENSIVE PLAN**

**April, 1998**

**Prepared By:**

**Southwest Iowa Planning Council  
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# **SHELBY COUNTY COMPREHENSIVE PLAN**

**1998**

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## INTRODUCTION: THE PLANNING PROCESS

The Comprehensive Plan for Shelby County and communities is the culmination of efforts volunteered by residents throughout the county. It is that effort which clearly stands as the most valuable county resource ---- its people.

The Comprehensive Plan serves its citizens and business community in that it provides sufficient information to stimulate private initiative, protects existing development, and indicates growth areas conducive to new private development.

This document examines:

- **population and employment** - changes and trends in Shelby County
- **development opportunities** - the result of combining citizen priorities with a natural resource inventory and assessment of other county assets
- **county land use plan** - to guide the orderly growth and development of the county
- **plan implementation** - there are two basic ways in which the policies of the Comprehensive Plan can be effectively implemented. First, regulatory codes and ordinances are required to insure compliance with the established development standards. Secondly, the general policies contained in the Comprehensive Plan may be implemented by developing more precise public plans (e.g. capital improvement, urban renewal, annexation, outdoor recreation, etc.)

### Plan Development

Comprehensive planning can be undertaken by communities and counties in order to accomplish both specific and broad objectives. In Iowa, comprehensive plans are typically developed to perform one or more of the following functions:

- Goal Setting - based on collective goals, the plan can act as the formal documentation and direction of the public's vision for future growth and change. The vitality of any jurisdiction can be measured by the clarity of direction and goal orientation it utilizes in making decisions.
- Consensus Building - the development of a sound plan necessitates broad public involvement. The very process can create new and productive links among individuals and groups. And it is through these new communication channels that issues or problems can be resolved.
- Decision-Making Guide - economic development, public investment policies, and other growth and expenditure decisions can be guided by a comprehensive plan. The plan begins as a series of goals and objectives. A principal effort in completing the plan is to insure the final product includes policies and methods for achieving those ends. In doing so the plan becomes a dynamic vehicle for action and decision-making.
- Legal Requirements - in order to prepare zoning regulations, Iowa law stipulates that it be done in accordance with a comprehensive plan [Sec. 335.5].

The Comprehensive Plan should not be viewed as an ideal picture of the county at some date in the distant future. The very nature of resource development involves gradual and incremental processes. No given date can accurately apply to the entire realm of goals, policies, and proposals expressed in the plan. As circumstances change, the plan must be flexible enough to adapt to them.

The Comprehensive Plan sets forth the desired end results but does not dictate the means of achieving the end. As such, the plan does not include priorities, schedules, or cost estimates. These items are to be included in the implementing documents (e.g., Zoning and Subdivision Ordinances, Capital Improvement Plans, Urban Renewal Plans, Annexation Plans, etc.) which are separate from this plan.

### **Citizen Participation**

The current comprehensive plan is an update of the Shelby County Comprehensive Plan developed in 1992. This plan does not intend to replace the 1992 Comprehensive plan, but update data related to people, the economy, and capacity of the public facilities serving the county residents. In addition, the plan will discuss the critical issues facing the county in the next ten years and develop land use policies and strategies for dealing with these critical issues.

Throughout the development of the plan, county residents were invited to shape the scope and contents of the plan. A survey created to solicit response on the attitudes and alternatives of the future of Shelby County was developed and provided to a wide range of persons in the county. This survey was provided to anyone interested in providing a response, but was targeted to community leaders who represented large groups of people in the county. This survey instrument was provided each member of the Shelby County Planning and Zoning Board, each mayor, or their designee, and the members of the Board of Supervisors. A proportional number of surveys were solicited from rural and urban representatives of the county equal to their percentage in the county. The answers provided this survey formed the basis of the comprehensive plan.

Once the planning document was completed in rough draft form, a number of meeting opportunities, including a public hearing was held to allow for final comment on the needs and desires of its residents prior to final adoption by the Board of Supervisors.

## POPULATION FACTORS

### Introduction

In this portion of the plan, population trends are examined. Based on these trends, future population estimates are derived. From these projections valuable planning data is developed to assist the county formulate the level and need for county services.

### Population: Past Trends

Shelby County reached its peak population period in 1900, when the population reached 17,932. Since then the county population has declined. According to the 1990 U.S. Census, from 1980 to 1990 the population of Shelby County decreased by approximately twelve percent (12%). This trend is similar to many farm oriented counties in the Midwest. Projected population estimates also show a declining population trend is likely to continue, but at a much slower rate. Figure 1 shows the county population trends from 1900 to 1990, and estimated population for 1996.

Figure 1- Shelby County Population Trends

Source: U.S. Census of Population, 1990, U. S. Census Population Estimate, 1996

Table 1 lists the population of Shelby County Townships for the years 1960, 70, 80 and 90. All townships lost population between 1960 and 1990.

**TABLE 1 - Population by Township - Shelby County**

<b>TOWNSHIP</b>	<b>1960</b>	<b>1970</b>	<b>1980</b>	<b>1990</b>	<b>% Change 1980 to 1990</b>
Cass	822	742	622	460	-26.0%
Center	472	476	455	365	-19.8%
Clay	1,170	1,123	1,146	994	-13.3%
Douglas	521	468	435	377	-13.3%
Fairview	454	413	355	377	+6.2%
Greeley	473	407	349	273	-21.8%
Grove	437	343	318	327	+2.8%
Harlan City	4,350	5,049	5,357	5,148	-3.9%
Jackson	595	506	450	318	-29.3%
Jefferson	898	816	751	630	-16.1%
Lincoln	557	457	453	371	-18.1%
Monroe	487	438	370	328	-11.4%
Polk	415	331	273	161	-41.0%
Shelby	1,052	990	1,018	976	-4.1%
Union	1,171	1,155	1,114	757	-32.0%
Washington	832	732	652	495	-24.1%
Westphalia	1,119	1,082	925	873	-5.6%

Source: U. S. Census of Population

Figure 3 shows the 1990 statistics of Table 1 in map form, below.

Table 2 identifies the population trends for places in Shelby County between 1900 through 1990, and estimated population in 1996.

**TABLE 2 - Population Trends - Shelby County**

<b>PLACE</b>	<b>1900</b>	<b>1920</b>	<b>1940</b>	<b>1960</b>	<b>1980</b>	<b>1990</b>	<b>1996</b>
<b>Defiance</b>	387	389	428	386	383	312	307
<b>Earling</b>	340	321	320	431	520	466	460
<b>Elk Horn</b>	0	589	486	679	746	672	664
<b>Harlan</b>	2,422	2,831	3,727	4,350	5,357	5,148	5,148
<b>Irwin</b>	295	311	345	425	427	394	384
<b>Kirkman</b>	203	204	185	92	95	98	94
<b>Panama</b>	221	220	255	257	229	201	203
<b>Portsmouth</b>	316	280	320	232	240	209	211
<b>Shelby</b>	692	588	627	533	665	637	558
<b>Tennant</b>	0	79	109	95	77	78	77
<b>Westphalia</b>	0	115	126	131	169	144	137

Source: U. S. Census - 1990, U. S. Census Estimate - 1996

Figure 2 shows the 1990 statistics of Table 2 in map form, below.

Table 3 shows the racial composition of the population in 1990. The percentages shown in Table 3 have not changed significantly since 1990.

**TABLE 3 - Racial Composition - Shelby County, 1990**

<b>Population</b>	<b>White</b>	<b>Black</b>	<b>American Indian, Aleut, Eskimo</b>	<b>Asian, Pacific Islander</b>	<b>Hispanic (white/black)</b>
13,230 (100%)	13,177 (99.6%)	5 (.0%)	20 (.2%)	20 (.2%)	44*

Source: U. S. Census, 1990

\* Hispanics can be of any race and total 44 persons in Shelby County.

Figure 4 shows the percentage change in population by county in the State of Iowa, below. As shown on Figure 4, Shelby County is one of the grouping of counties which lost in excess of ten percent of its population between 1980 and 1990.

Figure 2 - Shelby County Community Populations - 1990 (% Change from 1980)

Figure 3 - Shelby County Township Populations - 1990 (% Change from 1980)

Figure 4 - State of Iowa Population % Change - 1980 to 1990

The decrease in population over the course of the last several decades can largely be attributed to the decline in rural population. A factor affecting the rural population decline is that farms are becoming larger in size and fewer in number. Both city and rural populations declined because of the 1980's farm crisis, which resulted in a large out-migration from the state and produced negative factors for the population and economic growth of Shelby County.

The trend of larger and fewer farms is not a phenomenon which is unique to Shelby County. Data from the two most recent Censuses -- 1987 and 1992 note that all counties except one continued to see declines in farm numbers. Also, ninety-eight (98) Iowa counties had larger farms in 1992 than in 1987.

**TABLE 4 - Number and Average Size of Farms in Shelby County**

<b>Year</b>	<b>1978</b>	<b>1981</b>	<b>1984</b>	<b>1987</b>	<b>1990</b>	<b>1993</b>	<b>1996</b>
Average Size of Farm (# acres)	268	274	281	304	323	331	343
Number of Farms	1,370	1,340	1,300	1,200	1,130	1,100	1,060
Value per Acre (in \$'s)	1,630	1,937	1,133	816	1,120	1,186	1,546
Total Acres in Farms ('000 acres)	367.6	366.5	365.4	365.2	365.2	364.2	363.5
1997 Edition: Iowa Counties, Selected Statistics, ISU							

The farm population is a subset of the rural population. To qualify as a farm resident in 1990, a person had to live in a rural area, on a place with \$1,000 or more in sales of crops, livestock, or other farm products in 1989. This definition also applied in the 1980 census. In 1960 and 1970, the farm population included all persons living in rural areas, on a place of ten (10) or more acres with at least \$50 of annual sales or on a place of fewer than ten (10) acres with at least \$250 in sales. In 1940 and 1950, the farm population was defined as all persons living on farms regardless of occupation.

**TABLE 5 - Farm Population and Farm Population as Percent of Total Population**

<b>YEAR</b>	<b>1940</b>	<b>1950</b>	<b>1960</b>	<b>1970</b>	<b>1980</b>	<b>1990</b>
Farm Population	9,685	8,548	7,798	6,020	4,784	3,156
Farm Population as a % of County Population	57.9%	53.6%	49.3%	38.8%	31.8%	23.9%
Source: Iowa's Counties, Selected Population Trends, ISU, 1992						

In 1990, Table 5 shows 3,156 Shelby County citizens lived on farms; they accounted for 23.9% of residents of the county. Both figures are lower than those reported in 1980 (4,784 - 31.8%). This trend will continue as farms become larger and fewer farmers live on operating farm sites.

The information shown in Table 4 and 5 is shown statewide in Figure 5, below. Figure 5 shows the net change in the number of farms and average change of acres between 1987 and 1992.

**Population Migration**

Although the population losses in Shelby County have been significant, losses in terms of out-migration were worse between 1980 and 1990. Table 6 indicates Shelby County exported 2,261 persons between 1980 and 1990. The rate of out-migration, was significantly higher in Shelby County (14.6%) than it was for the State of Iowa (10.2%). Had the natural population rate (birth vs. death) not been positive, the out-migration rate would have been even greater.

Since 1990, the natural population rate is negative in Shelby County. The death rate was greater than the birth rate by 38 persons (928 death minus 890 births). The out-migration between 1990 and 1996 is estimated to have been 151 persons. These numbers affirm that out-migration of persons from Shelby County is continuing.

**TABLE 6 - Estimated Net Migration -- Shelby County and State of Iowa**

<b>Estimated Net Migration</b>	<b>Shelby County</b>	<b>State of Iowa</b>
1980 Population	15,043	2,913,808
Natural Increase 1980-90 (Births minus deaths)	448	158,934
Potential 1990 Population (Line 1 plus Line 2)	15,491	3,072,742
Actual 1990 Population	13,230	2,776,755
Net Out-Migration 1980-90 (Line 3 minus Line 4)	2,261	295,987
Out-Migration Rate Line 5 ÷ Line 1	14.6%	10.2%
1997 Edition: Iowa Counties, Selected Statistics, ISU		

Figure 5 - State of Iowa Change in Average Acres per Farm (1987-1992)

**Population Characteristics**

Shelby County is one of the few counties in Iowa that lost population in the 0-17 age group since 1990 while it had an increase in those over the age 65. Table 7 shows the age breakdown of persons between ages 0 - 17 (minors); 18 - 65 (working adult), and those over 65 (retired) for 1990, and their respective percentage of overall population. This is also estimated for the year 2000, 2010 and 2020. The statistics show the population in Shelby County is declining overall and becoming more aged.

**TABLE 7 - Population by Age Group in 1990 and Estimated for 2000, 2010, and 2020**

<b>PLACE</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>2020</b>
<b>SHELBY COUNTY</b>				
0-17	3586 - 27.1%	3480 - 27.0%	3100 - 24.8%	2920 -24.0%
18-64	6951 - 52.5%	6740 - 52.2%	6580 - 52.7%	6040 - 50.0%
65 and Over	2693 - 20.4%	2680 - 20.8%	2810 - 22.5%	3210 - 26.4%
Total	13230	12900	12490	12180
<b>STATE OF IOWA (000's)</b>				
0-17	719.0 - 25.9%	744.4 - 25.8%	703.4 - 23.6%	717.5 - 23.3%
18-65	1632 - 58.8%	1689 - 58.5%	1771 - 59.5%	1723 - 55.9%
65 and Over	426.1 - 15.3%	455.0 - 15.8%	502.5 - 16.9%	643.8 - 20.9%
Total	2776831	2888600	2976380	3084360

1997 Edition: Iowa Counties, Selected Statistics, ISU

Table 8 provides breakdown in population by sex for the age groups shown. A percentage of the male/female population within each age bracket, and the age bracket as a percentage of the total population is also provided.

**TABLE 8 - Age/Sex Composition of the Population in Shelby County, Iowa 1990**

AGE GROUP	MALE		FEMALE		TOTAL	
	#	%	#	%	#	%
0 - 19	2,006 / 51.7%		1,876 / 48.3%		3,882 / 29.3%	
20 - 39	1,658 / 51.1%		1,586 / 48.9%		3,244 / 24.5%	
40 - 59	1,338 / 49.8%		1,351 / 50.2%		2,689 / 20.3%	
60 - 79	1,208 / 45.6%		1,439 / 54.4%		2,647 / 20.0%	
80 and Over	251 / 32.7%		517 / 67.3%		768 / 5.8%	
Source: U. S. Census, 1990						

Another way of expressing the general age composition of the local population, for ease of comparison with other units of government, is through the use of a “dependency ratio”. This figure relates the proportion of the population in a generally dependent status, under age 15 and over age 65. By use of these figures, we note that Shelby County 1990 population was considerably more dependent, 44.4 percent, than the State, 37.2 percent.

The planning implications of a largely dependent population are many. Not only do housing, recreation, and public facility requirements change with the age of the population, but publicly financed improvements are frequently more difficult to secure when a large proportion of the population lives on relatively small, fixed incomes.

**TABLE 9 - Dependency Ratio, 1990 -- Shelby County and Iowa**

DEPENDENCY	SHELBY COUNTY	STATE OF IOWA
1) Population under 15	3,182	606,758
2) Population over 65	2,693	426,106
3) Total Dependents (1 + 2)	5,875	1,032,864
4) Total Population	13,230	2,776,755
5) Dependency Ratio (3 ÷ 4)	44.4%	37.2%
Source: U.S. Census of the Population, 1990		

**Population Projections**

Population projections are generally based on the assumption that past trends will continue in the future. Future populations could be indicated through various projection models, such as linear, exponential and/or modified exponential. Indications of future population can also be seen through projection based models used by projection services or agencies such as Woods and Poole Economics, Inc., the State of Iowa Demographer or the Iowa Department of Transportation, to name a few.

In Shelby County, the past trends indicate further decline in the population will occur. However, directly applying the mathematical models presented above would provide what is believed to be a skewed projection. In addition to the mathematical models shown above, Woods & Poole Economics, Inc., uses economic factors such as earnings and employment trends, among others, to determine future population trends. The population trends provided by Woods & Poole are believed to be the most accurate indication of population in Shelby County and are shown in Table 10 below.

**TABLE 10 - Population Projections - Shelby County 1980 through 2020**

PLACE	Census	Woods & Poole, 1997	Woods & Poole, 1997	Woods & Poole, 1997
	1990	2000	2010	2020
Shelby County	13,230	12,900	12,490	12,180

1997 Edition: Iowa Counties, Selected Statistics, ISU

**Population Summary**

The population of Shelby County has generally declined since 1900. Decline has been caused primarily by an increase in mechanization and through farm consolidation. Gains in manufacturing and other primary employment categories are expected to begin to offset the loss of agricultural positions, resulting in a gradual stabilization of the county population.

Population is expected to continue to shift from the rural areas to the incorporated areas. Community growth should occur in Harlan, Shelby, Elk Horn and Panama, while the other municipalities will register minor increases or have populations that are relatively stable. Declines in the younger age groups and those over sixty-five years of age will continue to increase.

## ECONOMIC FACTORS

### Labor Force Statistics

An understanding of employment sources in an area is fundamental to analysis of its economic base. In 1990, there were 6,540 persons in the labor force; 6,270 employed equalling a 4.1% unemployment rate. In 1996, there were 7,030 persons in the labor force; 6,760 employed equalling a 3.8% unemployment rate. Table 11 shows the employment trends for Shelby County over the last ten years. The state had unemployment rates in 1990 of 4.3% and in 1996 of 3.8%.

**TABLE 11 - Labor Force Statistics**

<b>Persons</b>	<b>1987</b>	<b>1988</b>	<b>1989</b>	<b>1990</b>	<b>1991</b>	<b>1992</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>
Total Labor Force	6690	6910	6850	6540	6660	6720	6830	6880	6750	7030
Employed	6310	6570	6520	6270	6300	6350	6530	6570	6490	6760
Unemployed	380	340	330	270	360	380	310	320	260	270
Unemployment Rate	5.7	4.9	4.8	4.1	5.3	5.7	4.5	4.7	3.9	3.8

Source: 1997 Edition: Iowa Counties, Selected Statistics, ISU

In the last ten years, there has been a total statewide increase in the labor force of 10.4%, whereas, in Shelby County there was a 7.5% increase in the labor force. Of this population, employed persons increased 11.0% statewide and 7.8% in Shelby County.

Table 12 shows the percentage of persons in the labor force, both as a function of the overall population and as a function of those being of working age has increased dramatically since 1950.

**TABLE 12 - Labor Force Composition, Shelby County**

<b>Labor Force</b>	<b>1950</b>	<b>1960</b>	<b>1970</b>	<b>1980</b>	<b>1990</b>
Number in the Labor Force	5584	5436	5501	6360	6210
Male	4737	4147	3850	4041	3472
Female	847	1289	1651	2319	2738
Employed	5543	5344	5411	6091	5972
Unemployed	40	84	90	269	234
Labor Force as % of Population	35.0%	34.4%	35.4%	42.3%	46.9%
Labor Force as % of Working Age Population	49.0%	50.8%	53.9%	56.8%	62.1%

Source: Iowa's Counties: Selected Statistics, ISU, 1992

Table 13 shows that in 1990 women comprised 44.1% of the Shelby County labor force, a sizable jump from the 1950 level of 15.2%. Despite this increase, a smaller proportion of women age sixteen and over were included in the Shelby County labor force than were included statewide.

**TABLE 13 - Percent of Labor Force by Sex, Shelby County and State of Iowa, 1950 to 1990**

<b>Shelby County</b>	<b>1950</b>	<b>1960</b>	<b>1970</b>	<b>1980</b>	<b>1990</b>
% Males	84.8%	76.3%	70.0%	63.5%	55.9%
% Females	15.2%	23.7%	30.0%	36.5%	44.1%
<b>State of Iowa</b>	<b>1950</b>	<b>1960</b>	<b>1970</b>	<b>1980</b>	<b>1990</b>
% Males	75.6%	69.8%	63.5%	58.2%	53.9%
% Females	24.4%	30.1%	36.5%	41.8%	46.1%

Source: Iowa's Counties: Selected Statistics, ISU, 1992

**Sources of Employment**

Table 14 shows that service organizations, agriculture, retail and wholesale trades are the county largest employers. Between 1980 and 1990, service organizations, retailers, and finance, insurance and real estate trades showed the largest gains, and public administration, durable manufacturing units and communications and other public utilities showed the greatest losses percentage wise. Agriculture lost the greatest number of employees, whereas, service organizations had the greatest gain in the number of new employees during the decade.

Between 1980 and 1990, Shelby County experienced a net decline of 119 jobs or 2.0 percent of total employment. Since 1990, there have been gains in transportation related industries, wholesale and retail trade, and service organizations. Manufacturers of durable or nondurable goods have not located in Shelby County and agriculture as we have seen above continues to decline.

**TABLE 14 - Industry of Employed Persons 16 Years of Age and Older - Shelby County 1980 and 1990**

<b>Industrial Group</b>	<b>1980</b>	<b>1990</b>	<b>Percent Change 1980-1990</b>	<b>Employment as a Percentage of Total</b>	
				<b>1980</b>	<b>1990</b>
▪ Agriculture, Forestry, Fisheries, and Mining	1461	1171	-19.8%	24.0%	19.6%
▪ Construction	365	352	- 3.6%	6.0%	5.9%
▪ Manufacturing					
□ Nondurable	353	319	- 9.6%	5.8%	5.3%
□ Durable	219	135	-38.3%	3.6%	2.3%
▪ Transportation	247	258	4.5%	4.1%	4.3%
▪ Communications and Other Utilities	155	106	-31.6%	2.5%	1.8%
▪ Wholesale Trade	496	396	-20.2%	8.1%	6.6%
▪ Retail Trade	905	1065	17.7%	14.9%	17.8%
▪ Finance, Insurance and Real estate	215	271	9.3%	3.5%	4.5%
▪ Services	1522	1808	18.8%	25.0%	30.3%
▪ Public Administration	153	91	-40.5%	2.5%	1.5%
▪ Total	6091	5972	- 2.0%		

Source: U. S. Census of Population, 1980 and 1990,

The pattern of change experienced in Shelby County's employment from 1980 to 1990 is consistent with other parts of the midwestern agricultural region. Increased productivity in agriculture, relative to demands for agricultural products, has resulted in a drop in farm employment. Reduced numbers of farms and farm population has in turn affected certain types of trade and service employment.

Tourism is providing portions of the county new sources of base revenue and persons living in Shelby County are within easy commuting distance of the Omaha/Council Bluffs metropolitan area. The relative cost of living and quality of life provided in the county has encouraged people who work

in the metropolitan area to live in rural areas such as Shelby County. Recent studies suggest these trends will continue. Development will occur away from major metropolitan areas and a renaissance of small towns and their Main Street areas will occur. New opportunities in organic farming, communications, and in-home technology will cause a resurgence of rural population in areas that are prepared for this growth. (Source: "2000", Omaha World Herald, Living Section, 1/18/1998)

Table 15 shows the industrial groups of employed persons for the eight-county region of which Shelby County is a part. Between 1980 and 1990 total employment in the region actually experienced a slight net increase. Much of the basis for increase was contributed to gains in non-agricultural employment in Pottawattamie County, which accounted for nearly fifty percent (50%) of the eight-county total.

**TABLE 15 - Employment Distribution, 1980 and 1990 Southwest Iowa\***

Industrial Group	1980	1990	Percent Change 1980-1990	Employment as a Percentage of Total	
				1980	1990
▪ Agriculture, Forestry, Fisheries, and Mining	10,627	7,690	-27.6%	13.0%	9.3%
▪ Construction	4,713	4,590	- 2.6%	5.8%	5.5%
▪ Manufacturing					
□ Nondurable	5,826	5,209	-10.6%	7.1%	6.3%
□ Durable	5,540	6,311	12.2%	6.8%	7.6%
▪ Transportation	5,841	4,871	-16.6%	7.1%	5.9%
▪ Communications and Other Utilities	2,536	2,294	- 9.6%	3.1%	2.8%
▪ Wholesale Trade	4,621	4,009	-13.3%	5.6%	4.8%
▪ Retail Trade	13,786	14,270	3.4%	16.8%	17.2%
▪ Finance, Insurance and Real estate	4,495	5,586	19.6%	5.5%	6.7%
▪ Services	21,486	25,480	18.6%	26.2%	30.8%
▪ Public Administration	2,494	2,462	- 1.3%	3.0%	3.0%
▪ Total	81,965	82,772	0.1%		

Source: U. S. Census of Population, 1980 and 1990

\* Cass, Fremont, Harrison, Mills, Montgomery, Page, Pottawattamie and Shelby Counties.

Table 16 lists the distribution of Shelby County employment by occupation between 1980 and 1990 and shows the effect of the decline in agricultural and manufacturing employment. A drop in the number of persons with farm-related and manufacturing occupations reduced the overall relative position of these components in the county. By contrast, all of the other employment categories increased as a share of total employment. As agricultural employment declines further, this shift is expected to continue.

**Table 16 - Employment in Shelby County by Occupation**

Occupation	1980		1990			
	# of Persons	% of TOTAL	# of Persons	# of Men	# of Women	% of TOTAL
Managerial and Professional	1021	16.8%	1065	466	599	17.8%
Technical, Sales and Administrative Support	1271	20.9%	1578	481	1097	26.4%
Service Occupations	789	13.0%	896	169	727	15.0%
Farming, Forestry and Fishing	1382	22.7%	1073	977	96	18.0%
Precision Production, Craft and Repair	737	12.1%	570	517	53	9.5%
Operators, Fabricators and Laborers	891	14.6%	790	694	96	13.2%
<b>TOTAL</b>	<b>6091</b>	<b>100%</b>	<b>5972</b>	<b>3304</b>	<b>2668</b>	<b>100%</b>
Source: U. S. Census of Population, 1980 and 1990						

**Basic and Nonbasic Employment**

The growth, or growth potential, of an area depends to a great extent upon the growth of its basic economic activity. Basic activity is defined as the production of goods and services beyond the needs of the local population. In other words, basic economic endeavors create surplus production intended to be exported, which brings “new income” into the area.

The importance of basic activity to Shelby County goes beyond the employment it provides directly. The people engaged in basic activities require goods and services. The suppliers of these goods and services (the local grocer, service station operator, barber, etc.) are referred to as sources of nonbasic activity in that their jobs are directly dependent upon the basic, or export type activities. This is true because nonbasic activities generally only distribute and redistribute the moneys brought in by basic activity. Thus it is easily seen that basic activity generates or creates other employment and therefore stimulates or retards income and population growth in proportion to its own growth or decline.

A location quotient is used to compare state and county economic activity. The location quotient is calculated by dividing the county percentage by the state percentage. The final product signifies whether an industry is basic or nonbasic. A location quotient greater than one indicates that the business activity is basic (the businesses are meeting the county demands and exporting goods and services outside of the county). A location quotient less than one implies that economic activity is nonbasic.

**TABLE 17 - Shelby County Employment Total, Percentage and Location Quotient**

<b>INDUSTRY</b>	<b>County Total</b>	<b>County %</b>	<b>State %</b>	<b>Location Quotient</b>
Agriculture, Forestry, Fisheries and Mining	1171	19.6%	7.8%	2.51
Construction	352	5.9%	4.8%	1.23
Manufacturing Non-Durable Goods	319	5.3%	7.3%	.73
Manufacturing Durable Goods	135	2.3%	10.2%	.23
Transportation	258	4.5%	4.1%	1.10
Communication and Utilities	106	1.8%	2.1%	.86
Wholesale Trade	396	6.6%	4.7%	1.40
Retail Trade	1065	17.8%	17.3%	1.03
Finance, Insurance and Real Estate	271	4.5%	6.2%	.73
Service Organizations	1808	30.3%	32.0%	.95
Public Administration	91	1.5%	3.4%	.44
<b>TOTAL</b>	<b>5972</b>	<b>100%</b>	<b>100%</b>	<b>1.0</b>
Source: U. S. Census of Population, 1980 and 1990				

Table 17 shows that agriculture, construction, transportation, wholesale, and retail are the county strongest employers. All of these sectors have a location quotient greater than one. Compared to other southwest Iowa counties, Shelby County has a low location quotient in manufacturing industries. A weak manufacturing sector negatively affects economic growth within the county. Other industry categories will have to take over in order to fill the gap the lack of manufacturing base has left in Shelby County.

**Income**

Per capita income is a measure of average income per person. In 1995 per capita income for the United States was \$23,196, for Iowa - \$20,898 and for Shelby County - 18,305. Adjusted per capita income is a measure of average income based on 1995 dollars based on the consumer price index for each year. This measure provides an indication of purchasing power within an area. Table 18 shows per capita income and adjusted per capita income for the years 1986 through 1995 for Shelby County, the state and country. The county is lagging behind both the state and country in per capita income.

**TABLE 18 - Per Capita and Adjusted Income, 1986 through 1995**

<b>Per Capita Income</b>	<b>1986</b>	<b>1987</b>	<b>1988</b>	<b>1989</b>	<b>1990</b>	<b>1991</b>	<b>1992</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>
Shelby County	12550	13713	13612	14876	15846	16122	16909	15980	18128	18305
Iowa	13743	14546	14890	16099	16953	17383	18499	18548	20136	20898
United States	15140	15944	17017	18127	19142	19638	20582	21223	22044	23196
<b>Adjusted Per Capita Income</b>	<b>1986</b>	<b>1987</b>	<b>1988</b>	<b>1989</b>	<b>1990</b>	<b>1991</b>	<b>1992</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>
Shelby County	17312	18261	17429	18171	18389	17985	18331	16849	18642	18305
Iowa	18957	19370	19066	19665	19674	19391	20054	19556	20707	20898
United States	20884	21232	21789	22143	22214	21907	22313	22377	22669	23196

Source: 1997 Edition: Iowa Counties, Selected Statistics, ISU

Income is derived from many sources. Table 19 shows the breakdown by percentage of non-farm; farm; dividends, interest and rent; and transfer payment income received by persons in Shelby County between 1986 and 1995.

**TABLE 19 - Income Derivation by Percentage, 1986 through 1995**

<b>Income Source</b>	<b>1986</b>	<b>1987</b>	<b>1988</b>	<b>1989</b>	<b>1990</b>	<b>1991</b>	<b>1992</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>
Non-farm	43.6	41.7	45.8	43.2	44.1	45.7	45.5	49.8	45.6	49.7

Farm	10.2	15.3	9.7	13.4	12.7	11.5	12.8	4.1	12.2	4.6
Dividend, Interest & Rent	30.4	27.6	28.6	27.7	27.6	26.0	24.0	25.5	22.7	24.9
Transfer Payments	15.8	15.4	16.0	15.7	15.6	16.7	17.7	20.6	19.5	20.8

Source: 1997 Edition: Iowa Counties, Selected Statistics, ISU

Income sources as shown above focus attention on a trend that is occurring in Shelby County. Transfer payments (general assistance payments) are rising steadily, while payments generally derived from an accumulation of wealth (dividends, interest and rent) are declining. Social security and welfare assistance make up most of the transfer payment category. This trend corresponds to the increasing number of elderly in the county. Additionally, the percentage of non-farm income in the county is increasing, while farm income is declining.

**Employment Trends**

The economic prosperity of Shelby County will largely depend on the extent to which losses in agricultural employment can be offset by nonagricultural gains. During the last several years, not only has the agricultural decline been precipitous, but it has involved large numbers of workers.

The future appears somewhat more promising. Recent projections by Woods and Poole Economics, Inc., show that while agricultural employment in Shelby County will continue to decline, it will do so at a slower rate than in the past.

Table 20 shows that total employment is projected to increase at a steady pace through 2020. Service employment is projected to increase the most, while agriculture related activities are projected to decline at the greatest rate.

**TABLE 20 - Shelby County Employment Projections**

Industry	1997	2000	2005	2010	2015	2020
Agriculture, Fisheries, Forestry, Mining	1360	1330	1270	1220	1180	1160
Construction	380	380	380	380	380	390
Manufacturing	260	260	270	270	270	270
Transportation, Communication, Utilities	370	360	360	360	350	350
Wholesale Trade	560	600	650	710	770	830
Retail Trade	1150	1140	1130	1120	1110	1100

Finance, Insurance, Real Estate	350	350	350	350	360	370
Services	1980	1990	2020	2060	2110	2170
Government	1000	1000	1000	1010	1020	1020
TOTAL	7410	7410	7430	7480	7550	7660

Source: 1997 Woods & Poole Economics, Inc., 1997 State Profile - Shelby County

**Economic Factors Summary**

Agricultural employment in Shelby County will continue to decline. Employment increases in other categories, primarily manufacturing, services and wholesale trade will begin to offset agricultural losses and increase the overall employment base of the county.

Increased industrial activity or alternatives to agriculture is needed to provide sufficient “basic” employment opportunity in the county. As “basic” economic activity increases, “nonbasic” activity will be stimulated, allowing county population to stabilize in the year 2000 and begin to increase. Support of existing local industries, as well as efforts to attract new industry is important to Shelby County future economy.

The County should look towards **new or emerging industries** to help it offset any losses of employment opportunity in the county. Organic farming, value added agriculture, transportation, communications, wholesale trade, tourism and home employment systems should be considered priority industries in the county. Examples of recent or existing efforts made in each one of these priority industries are presented below.

- Organic Farming
  - Ron Rosman Farm (100% Certified Organic - Grain)
  - Ken Rosman Farm (Organic Beef)
  
- Value-Added Agriculture
  - Great Lakes Chemical, Inc. (process corn stalks into furfural)
  - Smitty Bee Honey Company (bee product)
  - American Protein, Inc. (blood protein products)
  
- Transportation
  - Panama Transfer, Inc.
  
- Communications
  - HMU (Metropolitan Area Network, MACH 1)
  
- Wholesale Trade
  - Variety Distributors, Inc.
  
- Tourism
  - Danish Village Economic Development Association
  - The Danish Immigrant Museum
  - Iowa Welcome Center - Danish Windmill
  
- Home Employment Systems
  - HMU - CDS (Home Computer Network)
  - Sorenson's Computer Connection

## DEVELOPMENT OPPORTUNITIES

A primary function of a comprehensive plan is to give direction for growth and development decisions. How should public monies be spent, should a development proposal be approved?

This plan bases future development decisions on the current strengths, resources, and investments of the county. For example, this plan examines the agricultural suitability; infrastructure and public facility development and access to recreational areas of the county. These county resources, in combination with other county initiatives, could have significant implications on growth over the planning period. By focusing improvements such as conservation easement access, extending water service and developing roads, the county can take decisive steps toward promoting population stability and economic growth in specific areas of the county.

### **Agriculture**

The largest single industry in Shelby County is agriculture. Although other businesses may have higher levels of employment, farming is still the “cultural leader”. And, despite declines in total number of farms and direct farm employment, all the communities in Shelby County derive basic economic support from farm-related activities.

A primary action strategy expressed by this plan is to:

#### **Preserve prime agricultural lands**

To accomplish this, the most productive soils in Shelby County have been identified and generally mapped. A policy and soil matrix have also been developed to support the goal.

#### **Prime Agricultural Soils**

The Soil Survey of Shelby County, Iowa (1961) identifies five Class I and nine Class II soils. These are the most valuable, productive soils in the county. The soil survey classifies all soils by grouping them into one of six “land classes” that denote suitability for or limitations in farming.

Class I and II soils are highly suited to cultivation: Class I soils are the least susceptible to damage by erosion, while providing the widest range of agricultural use. Class II, although displaying some limitations due to erodibility or water related problems, are still suitable for cultivation.

**Prime Agricultural Soils**

<b>Soil Capability Class</b>	<b>Soil</b>
I - Primary protection from non-farm development	Judson silt loam - 0 to 2% slope Kennebec silt loam Marshal silt loam - 0 to 2% slope Minden silt loam Nodaway silt loam
II - Secondary protection from non- farm development	<p><i>Erodible Limitations</i></p> Judson silt loam - 2 to 5% slope Judson-Nodaway-Colo Complex - 2 to 5% Marshal silt loam - 2 to 5% slope Monona silt loam - 2 to 5% slope  <p><i>Excess Water Limitations</i></p> Colo silty clay loam Corley silt loam Judson-Nodaway-Zook Complex - 2 to 5% Nodaway silt loam Zook silty clay loam

By protecting these two soils classes from any non-farm development, the county can insure protection of valuable agricultural soils. Further, by extending this same concept to those soils in the Class III category, the county would have one of the more significant prime farmland preservation programs in the state. Class III are judged to have severe agricultural limitations that require either limiting planting choices, practicing conservation, or both.

The county may want to look at the overall impact of development before excluding a project that may affect a protected soil class. Obviously, the logical, cost-effective growth in any of the communities may extend into prime soils. Although the communities could adopt growth strategies to minimize such growth extensions, the “best” use of land in such instances may be for non-farm uses.

The essence of policy is to set forth public statements of intent that shape and direct decision-making at both the private and public level. Where local government has adopted policies shaped by broad public participation, government and business leaders have a predictable base from which to operate and invest.

The policies for this plan establish guidelines for the Board of Supervisors and the Planning and Zoning Commission. As part of any budgetary or development related issue, these groups should examine potential impacts on prime farmlands.

## **AGRICULTURAL POLICY**

1. Preserve prime agricultural lands through limiting non-agricultural related development on Class I and II soils; particularly single lot residential subdivisions or commercial/industrial development.
2. Utilize soil, engineering, slope and floodplain characteristics to evaluate specific rural development proposals.
3. Promote non-farm development in areas where soil productivity is lower or where engineering and other conditions would foster cost-effective, non-farm uses.

### **Objectives**

1. Update the County Soils Survey, last completed in 1961.
2. Retain farmers in the county. This includes both the number of farmers and encourage younger farmers to take over existing farm operations.
3. Expand the swine industry in the county.
4. Preserve livestock production in the county.
5. Preserve grain production operations (by number) in the county.
6. Expand organic farming trends and value-added industry opportunity in the county.

### **Retail, Service, Tourism**

The retail, service and tourism industries in Shelby County are all expanding and becoming a much greater force in the employment schemes of the county. Tourism is a base industry from which new dollars are being brought into the county. Tourism is a priority of the county and is expanding in both the southeastern and northwestern portions of the county. Retail trade and service organizations will find their own levels, but as shown in earlier sections, both are expected to realize future growth in the near trend.

A primary action strategy expressed by this plan is to:

#### **Enhance retail, service and tourism opportunity in Shelby County**

Table 21 shows that Shelby County retail sales have remained relatively stable throughout the past ten (10) years in terms of dollars spent, but when adjusted for inflation have steadily declined since 1986.

**TABLE 21 - Retail Sales - Shelby County, 1986-1996**

Year	No. of Business Establishments	Taxable Sales	Adjusted for	Estimated
			Inflation 1996 Dollars	Gains or Losses
1986	389	\$64,131,000	\$89,787,000	-\$15,066,000
1987	381	\$65,588,000	\$90,636,000	-\$12,892,000
1988	388	\$64,526,000	\$85,662,000	-\$21,257,000
1989	384	\$65,548,000	\$83,502,000	-\$21,694,000
1990	401	\$64,635,000	\$78,487,000	-\$18,833,000
1991	397	\$67,623,000	\$78,029,000	-\$ 1,606,000
1992	403	\$67,303,000	\$75,069,000	-\$22,417,000
1993	419	\$70,762,000	\$76,623,000	-\$29,119,000
1994	415	\$72,384,000	\$76,373,000	-\$31,319,000
1995	416	\$72,597,000	\$74,598,000	-\$41,449,000
1996	*	\$73,879,000	\$73,879,000	-\$52,097,000

Source: 1997 Edition: Iowa Counties, Selected Statistics, ISU

\* Statistics shown in 1996 are for the period April 1, 1995 to March 31, 1996. The number of businesses in Shelby County during 1996 has not been established to date.

As indicated in Table 21, Shelby County has continually lost retail sales to other geographic areas. This loss of retail sales can be attributed to regional shopping centers and improved transportation systems, specifically, the close proximity of Shelby County to the Omaha SMSA and I-80. While the City of Harlan offers a fairly wide range of conveniences, for more complete shopping and availability of specialty goods, customers are likely to be attracted to areas outside the county.

The future of Shelby County communities as trade and service centers will be determined mainly by three factors:

- (1) suitable adaptation to the changing needs and demand characteristics of the population,
- (2) the effect of the Omaha SMSA and surrounding areas on commuter employment, and
- (3) the extent to which additional export or basic industry can be developed in Shelby County.

## **RETAIL, SERVICE and TOURISM POLICY**

1. Restore core shopping areas in the primary communities of Shelby County. Limit commercial expansion to established areas within incorporated areas.
2. Enhance further development of tourism and related activities in the county.
3. Improve communication systems that allow in-home employment.
4. Create a county-wide economic development and marketing corporation.

### **Objectives**

1. Protect retail and tourism activities by enforcement of zoning regulations limiting encroachment of conflicting uses on these activities, or by allowing expansion of competing elements in undeveloped areas of the county.
2. Bolster tourism in the county by assisting existing resources (marketing, access, and infrastructure).
3. Promote industries that enhance opportunities for in-home employment by assisting infrastructure expansion of communications within the county.
4. Conclude discussion and budgeting of county-wide economic development and marketing corporation and begin operation.

### **Manufacture Industry**

Manufacturing industry in Shelby County of either non-durable or durable goods has not been well established and is presently a minor factor in employment base of the county. Although manufacturing employment in the county is expected to increase over the next twenty years, projections maintain the approximate proportion of the labor force to that which currently exists.

A primary action strategy expressed by this plan is to:

#### **Encourage the introduction and placement of manufacturing facilities in Shelby County**

Table 22 shows the number of establishments and their approximate employment size since 1982. A large employer in 1987 ceased doing business in Shelby County reflecting in the overall trend of manufacturing industries in the county to this point.

Manufacture establishments presently exist in the following major group descriptions: food and kindred products; printing and publishing; miscellaneous plastic products; stone, clay and glass products; fabricated metal products, industrial machinery and equipment; and electronic and other electric equipment. The primary group are defined as food and kindred products.

**TABLE 22 -Distribution of Manufacturing Establishments by Employment Size - Shelby County**

<b>Employment Size</b>	<b>1982</b>	<b>1987</b>	<b>1992</b>
1 to 19 employees	12	7	9
20 to 99 employees	3	3	5
100 to 249 employees	0	1	0
250 employees or more	0	0	0
Source: Census of Manufactures 1982, 1987, 1992			

The county and various cities in the county are taking steps to encourage new manufacture industries to locate in Shelby County. The communities are doing this through flexible zoning regulations, provision of monetary incentives and creation and implementation of a county-wide economic development and marketing organization. Virtually all of the products produced by the manufacture industry in Shelby County would be sold outside the area generating new revenues to the county, greatly enhancing the stability of employment in the county.

**MANUFACTURE INDUSTRY POLICY**

1. Encourage manufacture industry location and expansion in the county.
2. Designate areas specific to the development of this type of industry in the county.
- 3.. Create a county-wide economic development and marketing corporation.

**Objectives**

1. Conclude discussion and budgeting of county-wide economic development and marketing corporation and begin operation.
2. Bolster the manufacture industry in the county by assisting development of key infrastructure (communications, utilities and roads).
3. Package land and incentives that would spur new manufacture industry development.
4. Enhance the value of all county assets through the proper provision of land use standards and zoning regulations in the undeveloped areas of the county.
5. Prioritize education and learning in the county. Assure the proper schooling of individuals - maintain a high level of student accomplishment. Create centers for job training and technical assistance to the labor force.

## Housing

Housing development is key to the labor force and improvement of various industries in Shelby County. A recent survey of workers in Shelby County found that workers would prefer to live in the community they work. If the county creates the employment bases it has prioritized, housing is a key element to providing for this base. A five-year housing assessment was completed for Shelby County in October, 1996. The major conclusions developed in that study are utilized in this plan.(Shelby County Housing Study, SWIPCO, 10/96)

A primary action strategy expressed by this plan is to:

### **Stimulate new housing that will attract young middle-income families to Shelby County**

The housing stock identified at the beginning of the decade included the following counts.

**TABLE 23 - Household Tenure, 1990 - Places in Shelby County**

PLACE	Total Housing Units	Owner Occupied Units		Rental Occupied Units		Vacant Housing Units		Group Quarters
		#	%	#	%	#	%	
Defiance	129	107	82.9%	16	12.4%	6	4.7%	0
Earling	175	143	81.7%	19	10.9%	13	7.4%	60
Elk Horn	265	193	72.8%	57	21.5%	15	5.7%	151
Harlan	2,253	1,557	69.1%	552	24.5%	144	6.4%	126
Irwin	188	142	75.5%	26	13.8%	20	10.6%	0
Kirkman	38	23	60.5%	11	28.9%	4	10.5%	0
Panama	95	78	82.1%	13	13.7%	4	4.2%	0
Portsmouth	98	68	69.4%	22	22.4%	8	8.2%	0
Shelby	271	189	69.7%	56	20.7%	26	9.6%	62*
Tennant	34	28	82.4%	4	11.8%	2	5.9%	0
Westphalia	63	45	71.4%	13	20.6%	5	7.9%	0
County Total	5,430	3,709	68.3%	1,315	24.2%	406	7.5%	375

Source: U. S. Census of Housing, 1990, \* partially contained in Pottawattamie County

## **Rental Housing Needs**

A survey of local lenders, real estate agents and the labor force completed at the time of this study indicated that there is a great demand for rental units for all age groups. A need for quality rental units was especially indicated for young starter families, recently retired individuals and the elderly.

A survey of group home providers indicated a shift is occurring in elderly rental towards assisted, independent living arrangements. These unit types are either owned or rented, and are typically constructed in a condominium or townhouse design. In addition to the normal provision of utilities and facility maintenance, services including basic nursing, provision of meals and transportation may also be provided for a monthly fee.

All of the respondents generally indicated that two to three bedroom units are needed for rental units in the city of Harlan. It was suggested by the lenders and realtors that rental units need garages, modern kitchens and an additional ½ bath for the larger rental units. The labor force respondents indicated rental units needed garages, full baths and private yard space.

## **Owner Housing Needs**

The lenders and realtors surveyed indicated that the 30 years old and under age group are the most in need of owner-occupied housing units, with a price range of \$30,000 to \$70,000. New or existing three to four bedroom single-family units have the greatest demand. It is preferable for owner-occupied units to have basements, attached garages and are close to hospitals and schools.

## **Overview of Housing Needs**

The following is a breakdown in estimated percentages of total housing units needed based on demographics, economic development, housing conditions, population, and survey results in Shelby County for each of the age groups of the people needing housing:

- Approximately fifteen percent (15%) of the total housing units developed should be quality affordable rental housing for low-to-middle income families.
- Approximately ten percent (10%) of the total housing units developed should be quality affordable rental housing for low and very low-income families.
- Approximately ten percent (10%) of the total housing units developed should be quality affordable rental housing for low-income elderly.
- Approximately ten percent (10%) of the total housing units developed should be rental units for young families with rent ranging from \$300 to \$500.
- Approximately twenty percent (20%) of the total housing units developed should be owner-occupied housing for two-income starter families with a price range of \$50,000 to \$90,000.
- Approximately ten percent (10%) of the total housing units developed should be owner-occupied housing units for middle-income families with price ranges of \$70,000 to \$110,000.
- Approximately fifteen percent (15%) of the total housing units developed should be condominiums/assisted living units for post-family elderly.
- Approximately five percent (5%) of the total housing units developed should be owner-occupied housing units fitting upper income ranges developed within a municipal area.

- Approximately three percent (3%) of the total housing units developed should be owner-occupied farm residence replacement.
- Approximately two percent (2%) of the total housing units developed should be owner-occupied acreage.

It is also important to note that as some of these housing units are developed for a certain group of people, their former housing units will become available to another group. For example, as smaller-sized units are developed for the elderly of the community, their former larger owner-occupied housing units become available for other groups of people in the community.

Consideration should be given to the rehabilitation of older housing units in Shelby County. This rehabilitation and occupation of older homes would create additional quality housing units without constructing new units. It is important for the Shelby County area to consider a variety in the types of housing units developed in each place in Shelby County.

The survey of employees show that the majority of workers prefer to live in the community they work in. If the survey reflected the thoughts of the workers, most of the new housing in Shelby County would be developed in or near the City of Harlan. However, the smaller communities in the county provide the Harlan employment base with labor and housing resource. Additionally, economic development and expansion is also occurring in the smaller communities. The housing study concluded that new housing development is just as likely to occur in the smaller communities and rural areas of Shelby County, as in the City of Harlan.

## **HOUSING POLICY**

1. Update and enforce existing comprehensive plans, zoning and subdivision regulations and codes of ordinances in all places in Shelby County.
2. Provide a basic building standard in all places in Shelby County.
3. Emphasize housing rehabilitation for rental and owner-occupied units throughout the county.
4. Encourage in-fill housing in the older districts of the county.
5. "Free-up" existing low and moderately priced homes for first time home buyers.
6. Stimulate new housing that will attract young middle-income families to the county.
7. Assist low-and moderate-income home buyers with home acquisition down payment assistance.
8. Create a county-wide housing development group to encourage new housing in Shelby County.

## **Objectives**

1. Review the status of all community comprehensive plans, zoning and subdivision regulations and update, amend or recodify as necessary.
2. Delegate responsibility of enforcement of land use, zoning and building regulations to designated person(s) within the community.
3. Establish a minimum code and permitting process for new residential construction.
4. Identify dangerous or dilapidated situations in the county, assure abatement action.
5. Assure proper placement of mobile home units in the county.
6. Submit a applications to state and federal funding agencies for assistance to create housing opportunity in the county.
7. Encourage housing improvement programs through the local financial industry.
8. Work with property owners to facilitate the removal of abandoned/dangerous housing units within the community.
9. Utilize local tools such as urban renewal or urban revitalization tools to encourage housing revitalization in communities in the county.
10. Encourage the development of housing facilities for seniors (rental, owner-occupied, and assisted living).
11. Encourage consortiums of investors/developers to raise seed capital to develop speculative homes.
12. Assist the marketing efforts of county housing subdivision development.
13. Organize a housing arm of the county economic development association.

## **Housing Conditions Summary And Established Goals**

Each place in Shelby County has prioritized the policy and objectives stated above for their own individual purpose. These priorities are outlined below.

### **Shelby County Rural**

There are approximately 1,785 units in the rural areas of Shelby County. Housing in the rural area is comprised primarily of single-family detached housing, central to farming operations. As the number of farms decline in the county, many of these structures are vacated and abandoned.

When occupied, the condition of the rural housing component in Shelby County varies from fair to good. As housing units on active farms deteriorate, new housing is usually erected nearby and the deteriorated unit is demolished. As housing is vacated on farms that are no longer being operated by the resident, the housing unit is either abandoned or rented, or in some cases the acreage is separated from the farm and sold separately.

Housing goals established for the rural county area include:

- New single-family construction,
- clearance of dilapidated housing units, and
- further construction of regional utility systems.

### **City of Defiance**

The housing in Defiance is rated good to excellent. Housing is primarily single-family detached. During a housing survey in the community, more housing units were counted than were shown by the census indicating that new housing has been constructed in the city recently.

Housing goals established for the city of Defiance include:

- Implementation of a mobile home ordinance,
- new single-family detached housing infill, and
- development of market-rate, multi-family rental.

### **City of Earling**

The housing in Earling is rated good to excellent. Housing is primarily single-family detached. New growth areas are present in the northeast and west sections of the city.

Housing goals established for the city of Earling include:

- Development of market-rate, multi-family rental,
- further single-family detached construction in the Sullivan Addition, and
- implementation of a housing rehabilitation program.

### **City of Elk Horn**

The housing in Elk Horn is rated good to excellent. Housing is primarily single-family detached. New housing starts are occurring in the northeast and southwest sections of the city.

Housing goals established for the city of Elk Horn include:

- Improvement of infrastructure to new subdivision areas,
- development of overnight housing to support tourism activities in the area, and
- further development of single-family housing in the newly subdivided areas.

### **City of Harlan**

The housing in Harlan is rated as good. Harlan contains the largest element of multi-family housing in the county and the only condominium (townhouse) housing structure type in the county. Housing in Harlan is affected by land use practice to a much greater degree than in the surrounding communities and the city enforces a strict zoning ordinance.

Harlan also contains the only zoned mobile home parks in the county. Units in these areas are not permanently attached to the ground and are taxed as personal property.

Housing goals established for the city of Harlan include:

- Develop a housing rehabilitation program for the North Park neighborhood,
- new single-family detached housing infill city-wide,
- housing transition of larger, under-utilized housing units from older smaller households to younger larger households,
- stimulate new housing development that will attract young middle-income professional families, and
- assist low/moderate income home buyers with home acquisition down payment assistance.

### **City of Irwin**

The housing in Irwin is rated as good. Housing is primarily single-family detached. New growth is taking place in the north and northeast area of the community.

Housing goals established for the city of Irwin include:

- Annexation of an area adjacent to the northwest corner of the community,
- development of infrastructure to the newly annexed area and improvement of infrastructure city-wide, and
- further development of new single-family detached housing in both newly subdivided areas and as infill.

### **City of Kirkman**

The housing in Kirkman is rated fair to good. Housing is primarily single-family detached. Rural water was recently brought into the city and the city is trying to develop a community wastewater collection and treatment system.

Housing goals established for the city of Kirkman include:

- Development of infrastructure city-wide,
- construction of a community wastewater treatment and collection system, and
- development of new single-family detached housing infill.

### **City of Panama**

The housing in Panama is rated good to excellent. Housing is primarily single-family detached. More new housing has been built in Panama as a percentage of the overall housing base than other places in Shelby County since 1990. A major new growth area is taking place in the west section of the city.

Housing goals established for the city of Panama include:

- Construction of infrastructure to the western growth area,
- further development of new single-family detached housing in the western subdivision and as infill city-wide,
- development of market-rate multi-family rental.

### **City of Portsmouth**

The housing in Portsmouth is rated good to excellent. Housing is primarily single-family detached. Portsmouth recently completed a community wastewater collection and treatment system which resulted in the construction of new single-family detached infill type housing.

Housing goals established for the city of Portsmouth include:

- Improvement of infrastructure city-wide,
- new single-family detached housing infill, and
- development of market-rate, multi-family rental.

### **City of Shelby**

The housing in Shelby is rated good. Housing is primarily single-family detached. Shelby is located adjacent to Interstate 80 which provides immediate access to the Omaha/Council Bluffs metropolitan areas.

Housing goals established for the city of Shelby include:

- Improvement of infrastructure city-wide and to newly developed areas,
- development of the Interstate 80 interchange with overnight housing and service/retail commerce, and
- further development of single-family detached housing in newly subdivided areas.

### **City of Tennant**

The housing in Tennant is rated fair. Housing is primarily single-family detached. There are areas of disinvestment and the community needs to establish the basic regulations necessary to check these trends.

Housing goals established for the city of Tennant include:

- Enforcement of basic nuisances and dangerous building ordinances,
- implementation of a mobile home ordinance, and
- development of new single-family detached housing.

### **City of Westphalia**

The housing in Westphalia is rated good. Housing is primarily single-family detached. Westphalia's municipal water system has recently been franchised and rebuilt by Regional Water. Westphalia needs to complete improvements to its rights-of-way system in the community.

Housing goals established for the city of Westphalia include:

- Improvement of infrastructure city-wide, and
- development of new single-family detached housing.

### **Unincorporated Communities**

Housing in smaller unincorporated communities are rated fair to good. Housing is primarily single-family detached. These communities lack basic retail services and only provide minimum provisions of infrastructure.

Housing goals established for unincorporated communities include:

- Continued provision of basic regional infrastructure,
- basic regulation of housing placement, and
- development of new single-family detached housing.

## PUBLIC FACILITIES & TRANSPORTATION SYSTEMS

### General

The single most influential factor determining where development will take place is the distribution of public services. How the county chooses to invest public resources directly affects the location of continued or new development. Therefore, the dual concept of budget and services have a profound impact on future growth. These two factors are the basic outline of growth.

A primary action strategy expressed by this plan is to:

**focus future public investments and services to support existing public facilities, transportation systems and public investment**

### Water

The quality and quantity of water provided in a community greatly affects community living conditions and potential. Quality water in adequate amounts is needed for domestic use, industrial purposes, and fire protection.

Shelby County recognizes the importance to provide quality water treatment and distribution to the citizens of the county. The county has three types of water systems; private, regional, and municipal.

Rural residents are supplied by private wells or by either Regional Water - Avoca or West Central Iowa Rural Water Association - Manning. Communities are served by municipal water systems or by the rural water districts, either in bulk or by franchise.

### **Underground Water Supply**

Shelby County water is supplied entirely by underground water supply through shallow wells that tap into surficial aquifers near existing streams or rivers, or in a couple instances, by deep well construction which tap into deep lying aquifers. These classifications and their descriptions are as follows:

**Alluvial Aquifers** - are usually located beneath floodplains, contiguous wind blown sand deposits and glacial outwash deposits. The aquifers produce shallow wells and have high potential for aquifer and well contamination.

**Variable Bedrock Aquifers** - are areas underlain by regional bedrock aquifers including carbonate and sandstone units. These aquifers vary considerably in natural water quality. There are three (3) types of variable bedrock aquifers which include:

- Thin Drift Confinement

Less than 100 feet of glacial drift overlie these bedrock aquifers. The aquifers and wells produce mostly deep wells. The aquifers and wells have a moderate to high potential for contamination.

- Moderate Drift Confinement

These bedrock aquifers lie underneath 100-300 feet of glacial drift. These aquifers produce both deep and shallow wells. The bedrock wells of this aquifer have low potential for contamination and drift wells have a high potential for contamination.

- Drift Groundwater Source

This type of bedrock aquifer are absent or overlain by greater than 300 feet of glacial drift. Wells are completed in this discontinuous deposit of sand and gravel within the till or at the interface between overlying loess and till. Most wells are completed in the drift which have a low potential for bedrock aquifer contamination and a high potential for well contamination. Drift source wells are developed in glacial deposits which overlie each confined bedrock aquifer and can be found statewide.

### **Water Impoundment**

Another potential water resource for Shelby County is water impoundment. Impoundment provides opportunities in water supply and recreational activities. Figure 6 shows several areas of potential water impoundment basins within the Shelby County facinity. (Source: Southern Iowa Rivers Basin Study, USDA-Soils Conservation Service, 1981)

Figure 6 - Potential Water Impoundment Basins - Shelby County

## Public Water Systems

Potable water is provided each community within the county through a public water system as described below.

**TABLE 24 - Water Supply and Treatment - Shelby County**

PWS	Permit # Exp.	Average Use(gpd)	Peak Use(gpd)	Supply	Treatment (gals.)	Storage
Defiance	8315018 08/31/99	26,000	58,000	SW	chlorine, remove iron & manganese	30,000 E
Earling	8320098 02/29/00	54,000	155,000	SW, DW	chlorine, soften, remove iron & manganese, fluoride	35,000 E
Elk Horn	8325013 09/30/99	70,000	124,000	SW, DW, R	chlorine, soften, fluoride	40,000 E
Harlan	8335029 08/31/99	678,000	1,500,000	SW, DW, R	chlorine, soften, fluoride (3each)-1,400,000 C	500,000 E
Irwin	8340099 07/21/99	49,000	120,000	SW, R	chlorine	30,000 E
Kirkman	8350033 02/28/98	6,000	10,000	R		
Panama	8355025 09/30/99	15,600	33,140	SW, R	chlorine, soften	36,000 E
Portsmouth	8365052 07/31/99	17,000	46,000	R		43,000 E
Shelby	8369038 07/31/99	62,000	166,000	SW, R	chlorine, soften, remove iron & manganese, fluoride	60,000 E
Tennant	Regional Water	7,800	17,670	R		
Westphalia	Regional Water	14,400	32,630	R		
RW-Avoca	8300184 09/30/99	371,000	473,200	SW, M	chlorine, soften, remove iron & manganese, fluoride	375,000 (3)E 140,000 (2)G
WCIRWA	1400902 02/29/00 1400903 09/30/00	650,000	850,000	SW, M	chlorine, remove iron & manganese, fluoride, phosphate	600,000 (3)E 182,000 (2)G

[ SW - shallow well, DW - deep well, R - rural water, M - municipal]

The major priorities of each PWS other than continued maintenance and compliance with IDNR regulations are as follows:

Defiance:	Construct well and possible treatment to system, replace mains
Earling:	Add storage and capacity, expand to new subdivisions, replace mains
Elk Horn:	Construct 150,000 elevated tank, expand to new subdivisions, replace mains
Harlan:	Construct 1,250,000 gallon elevated tank, replace mains
Irwin:	Replace mains, franchise with WCIRWA
Kirkman:	Replace mains, franchise with RW - Avoca
Panama:	Replace mains, construct well
Portsmouth:	Abandon and close well, replace mains, franchise with RW - Avoca
Shelby:	Construct treatment plant, 150,000 gallon ground storage, replace mains
Tennant:	Repair/replace mains, reduce system leaks
Westphalia:	Repair/replace mains, reduce system leaks
Regional Water:	Expand into Pottawattamie and Cass County, in-fill service areas
WCIRWA:	Expand into Audubon, Ida and Crawford Counties, in-fill service areas

### Private Wells

Private wells provide much of the potable water used in the rural areas of the county. This resource is declining with the decline in the number of farmsteads, and with the expansion and availability of rural water supplies. It is very important that this resource be protected through vigilant permitting and inspection processes. Additionally, when wells are no longer in use, it is imperative that the well is properly abandoned and closed.

Well construction is permitted and inspected by the Shelby County Environmental Health Department. The county also provides a cost-share well closure, testing and renovation program. The department completes between 60-75 well closures, 120 tests and 2-5 renovations each year.

**Goal :** Continue to expand the rural water distribution network and supply.

Expansion of RW-Avoca should proceed to the southwestern portion of the county, and WCIRWA should proceed to the northwestern portion of the county. Both districts should fill in non-served areas of the county in accordance with the priorities set by the NIPCO Rural Water System - Framework Study, October, 1994, DeWild, Grant, Reckert and Associates Company, and by general agreement between the two districts.

**Goal :** Assure the capable and feasible operation of municipal water systems in the county.

The cities of Kirkman and Portsmouth should consider franchise with RW-Avoca, and Irwin with WCIRWA. Defiance should consider connection to and bulk water supply by WCIRWA as a secondary source for their system. Before any of the other cities in the county construct new wells, a serious examination of regional supply should be considered.

See Figure 7 - Water and Sanitary Sewer Systems - Shelby County

**Sanitation Systems**

Community wastewater collection and treatment systems exist in each incorporated community in the county with the exception of Kirkman, Tennant and Westphalia. A description of these facilities is shown below.

**TABLE 25 - Sanitary Sewer Systems - Shelby County**

System	NPDES #	EPA #	Exp.	Type of Facility
Defiance	8315001	IA0042862	08/21/00	Two cell lagoon
Earling	8320001	IA0025364	pending	Two cell aerated lagoon
Elk Horn	8325001	IA0027677	07/11/00	Four cell lagoon
Harlan	8335002	IA0021342	pending	Rotating Biological Contractor plant
Irwin	8340001	IA0021024	03/26/00	Three cell lagoon
Kirkman	(none)			
Panama	8355001	IA0071455	05/24/00	Sand Filter plant
Portsmouth	8365001	IA0072443	08/11/02	Three cell lagoon
Shelby	8369001	IA0036579	03/07/00	Four cell lagoon
Tennant	(none)			
Westphalia	(none)			

The major priorities of the systems shown above other than continued maintenance and compliance with IDNR regulations are as follows:

- Defiance, Portsmouth and Shelby: Replace mains
- Earling, Elk Horn, Irwin and Panama: Replace mains, extend service to development areas
- Harlan: Construct flood control at plant, replace mains
- Kirkman, Westphalia: Construct community wastewater treatment and collection system
- Tennant: Continue to monitor individual systems, replace as needed

The county permits and inspects approximately 60 new tanks and leach field systems each year through the Shelby County Environmental Health Department. This department also provides inspection service for restaurants and other food establishments, tanning beds, swimming pools, tattoo parlors and funeral homes for Shelby County, and Harrison, Monona and Pottawattamie Counties.

**Goal :** Assure the capable and feasible operation of each municipal wastewater system in the county.

**Goal :** Assist Kirkman and Westphalia complete community systems. Study implementation of rural sanitation districts and management by local regional water utilities.

See Figure 7 - Sanitary Sewer Systems - Shelby County

Figure 7 - Public Water Systems  
Sanitary Sewer Systems

**Energy Systems**

**Electric**

Electrical power to areas in Shelby County is provided by the Mid-America Energy Corporation, Atlantic Municipal Utilities, Harlan Municipal Utilities, Shelby Municipal Utilities, Harrison County REC - Woodbine, Nishna Valley REC - Harlan, Western Iowa Power Cooperative - Denison. User fees pay for capital expansion and the normal maintenance and repair of the system.

**TABLE 26 - Electrical Suppliers - Shelby County**

<b>System</b>	<b>No. of Customers/ % of Customers</b>	<b>Area of Service</b>
Mid-America Energy Corp.	844 (16.0%)	Defiance, Earling, Elk Horn, Irwin, Kirkman, Panama, and rural areas
Atlantic Municipal Utilities	10 (.2%)	SE rural corner of county
Harlan Municipal Utilities	2,700 (51.1%)	Harlan, Tennant and area, and rural area along County Rd. M-16
Shelby Municipal Utilities	360 (6.8%)	Shelby
Harrison County REC	60 (1.1%)	Rural area west of Panama
Nishna Valley REC	1,282 (24.3%)	Rural area county-wide
Western Iowa Power Coop.	30 (.6%)	Rural area north of Earling

° Power is purchased from regional providers - Northern Iowa Power Company, Western Area Power Administration, and/or the Missouri Basin Municipal Power Agency.

**Natural Gas**

Mid-America Energy Corporation and Harlan Municipal Utilities provide natural gas to various areas within the county. User fees pay for the normal maintenance and repair of the system. Capital expansion is completed only after proper assessment of the user base.

**TABLE 27 - Natural Gas Suppliers - Shelby County**

<b>System</b>	<b>No. of Customers % of Customers</b>	<b>Area of Service</b>
Mid-America Energy Corp.	881 (16.7%)	Defiance, Earling, Elk Horn, Irwin, and Shelby
Harlan Municipal Utilities	2,284 (43.2%)	Harlan, and one mile south
No Natural Gas Service	0 (40.1%)	Kirkman, Panama, Tennant and Rural

° Natural gas is provided to the area by the mainline of the Northern Natural Gas Company.

### **Private Energy Systems**

Propane gas and heating fuel is available at several private dealers throughout the county.

**Goal :** Assist Kirkman, Panama, Tennant and Westphalia complete connection and franchise to natural gas suppliers.

See Figure 8 - Electric Service Map, Natural Gas Operations - Shelby County

Figure 8 - Electric Service Map - Shelby County  
Natural Gas Operations - Shelby County

### **Cable, Multi-Media, Communications**

County telephone (T), INTERNET access (I) and cable television service (C) is provided by:

- **Defiance Telephone Company.** Located in Defiance, this company provides telephone service, cable and INTERNET access to areas in north-central Shelby County - Defiance (T, I, C), Panama (C), and north-central rural (T, I).
- **Farmer's Mutual Cooperative Telephone Company.** Located in the northwestern part of Harlan along Cyclone Avenue, this company provides telephone service, cable and INTERNET to areas of central Shelby County - Earling (T, I, C), Harlan (I), Irwin (T, I, C), Kirkman (T, I, C), Panama (I), Shelby (I), Tennant (T, I), Westphalia (T, I, C), and Harlan rural (744 interchange) (T, I)
- **GTE Telephone Company.** This telephone company provides primary telephone service to areas in western Shelby County - Harlan (T), Panama (T), Portsmouth (T), Shelby (T), Tennant (T), and western rural (T).
- **Harlan Municipal Utilities (HMU).** Located along Highway 44 in the southeast part of Harlan, HMU provides a cable inter-network in Harlan and cable television to the City of Harlan.
- **Marne & Elk Horn Telephone Company.** Located in Marne, this company provides primary telephone and INTERNET access to areas of southern Shelby County - Elk Horn (T, I, C), Shelby (I, C), and southern rural area (T, I)

County **print media** is provided by:

- **Elk Horn-Kimballton Review** is a weekly paper with primary coverage of the Elk Horn and Kimballton areas.
- **Harlan Tribune & Weekly Advertiser** is a twice-weekly publication with primary coverage of the Shelby County area.

County **radio** includes:

- **KNOD - 105.3 FM.** This radio station provides regional coverage of Shelby County and surrounding areas.

**Goal :** Assure all areas of the county have INTERNET access and completed fiber optic development. Each school district is now connected and present systems are being enlarged. Each telephone company within the county is planning for, or expanding service in their respective service area.

## **Hospital - Medical Care**

The county hospital facility in Shelby County is the Myrtue Memorial Hospital. Myrtue Hospital is part of the Shelby County health System which also includes the Shelby County Medical Clinic and the Prairie Rose Mental Health Center. Myrtue Memorial Hospital is licensed for 85-beds. These beds have been classified as "swing-beds". Services other than acute care may be provided. The hospital provides the following services.

- 24 hour Emergency Room,
- Ambulatory Heart Monitoring,
- Cardiac Stress Testing,
- Community Opportunities,
- EKG's, EEG's,
- Home Care/Hospice,
- Hospitality Care,
- Lifeline,
- Mental Health Services,
- Obstetrics,
- Patient and Family Services,
- Radiology,
- Respiratory Care,
- Stop Smoking Clinics,
- Weight-loss Programs.
- Acute Care Nursing,
- Back School (prevention education),
- Child Health Clinics,
- Continuing Education,
- Health Screening,
- Home Medical Equipment,
- Laboratory: pathology,
- Mammography,
- MRI,
- Occupational Therapy,
- Physical Therapy,
- Recreational Therapy,
- Speech Therapy,
- Surgery,

### **Ambulance/Rescue Service:**

- Medivac Ambulance

The Shelby County Health System is currently completing a strategic plan which emphasizes the following goals and objectives. Many of these goals echo those established for the county for the enhancement of economic and community development. The hospital envisions itself as an integral part of the economic and community fiber of Shelby County.

Mission Statement: *"The Shelby County Health System will serve the health needs of our service area."*

Vision Statement: *" The Shelby County Health System will become an integrated rural health care system that improves the health and well being of those it serves."*

Purpose Statement: *" The Shelby County Health System provides high quality, cost effective health care services to improve the well-being of the people it serves."*

**Goals of the Shelby County Health System:**

- Integrity - Truthful, honest adherence to a moral code
- Service - Placing the needs of others above our own
- Partnership - Seek out others who match our commitments
- Stewardship - Use of our resources wisely

**Objectives:**

- Develop and retain a strong medical staff
- Center attention on the individual patient and their needs
- Continue to improve
- Work within the communities to prevent diseases and promote healthy lifestyles
- Improve access to services and programs
- Enhance reputation as a quality health provider

**County Emergency Management**

Hazard mitigation planning is necessary to assess the on-going mitigation goals in the community, to evaluate mitigation alternatives that should be undertaken, and to outline a strategy for implementation. The Shelby County Emergency Management Agency completed a "Hazard Mitigation Needs Assessment" in 1996. This document is on file in the EMA office.

**Responsible Agency:** Shelby County Emergency Management Agency

**E-911 , Communication Center**

EMA supervises the county E-911 system is fully operational and is contained in the Communication Center in the Shelby County Sheriff's Office at 1104 - 9th Street.

**Floodplain Districts and Management**

Shelby County and each incorporated community in the county has been reviewed and mapped by the Federal Emergency Management Agency (FEMA) for flood hazard areas. Not all of the communities are participant in the National Flood Insurance Program (NFIP), however.

**Table 28 - Floodplain Identification Maps - Places in Shelby County**

<b>Community Number</b>	<b>Community Name</b>	<b>Hazard Area Identified</b>	<b>Date of Which Sanctions Apply</b>
190905	Shelby County	February 10, 1981	active
190246	Defiance	August 19, 1986	active
190247	Earling	January 2, 1976	active
	Elk Horn	(none defined)	non-participant
190248	Harlan	April 4, 1983	active
190249	Irwin	July 16, 1981	active
190250	Kirkman	May 17, 1982	active
190251	Panama	August 26, 1980	active
190507	Portsmouth	September 19, 1975	active
	Shelby	(none defined)	non-participant
	Tennant	(none defined)	non-participant
	Westphalia	(none defined)	non-participant

The cities of Elk Horn, Shelby, Tennant and Westphalia have low lying areas that may be subject to sporadic local flooding events, and though not defined, these communities should take the same precautions in regards to development as the remainder of the county.

**Registered Hazardous Waste Site**

(none)

## **Chemical Storage Areas**

There are currently 24 listed chemical storage sites or distribution facilities and 13 anhydrous ammonia storage facilities in the county. These facilities should be contained in light industrial to heavy industrial areas and should be clearly defined and buffered from other use. Information concerning chemical storage areas should be coordinated with the E-911 system to assure the proper coordination among the emergency response agencies of the county.

## **Hazardous Spill Contingencies Plans**

The Shelby County Emergency Management Agency is notified first when a hazardous spill occurs. Services for the containment are provided by the local fire departments. Technical clean up and assistance of hazardous spills is provided to the county by the Council Bluffs HAZMET Team, or through certified HAZMET contractors. Liability for the spill remains with the cause.

**Goal :** The primary goal of the Shelby County Emergency Management Agency is to remove residential, commercial and industrial structures from the designated floodplain throughout the county, and to further restrict development in these areas to conservation or agricultural related activities.

## **Fire & Rescue**

### **Fire Departments**

The Defiance Volunteer Fire and Rescue Department is located on 3rd Avenue between 2nd Street and 3rd Street in the central part of the city. The department is served by a volunteer base of approximately twenty (20) firemen, approximately one-half being certified in some manner. The goals of the department for the next five years include: ° replace a pumper vehicle, ° create training opportunities for the membership, and ° recruit and train additional fireman.

The Earling Volunteer Fire Department is located on 1st Avenue at 3rd Street in the eastern part of the city. The department is served by a volunteer base of approximately twenty-five (25) firemen, approximately three-quarters being certified in some manner. The goals of the department for the next five years include: ° replace an ambulance, ° upgrade personnel equipment, ° replace pagers, ° recruit and train additional fireman, and ° upgrade firemen certification status.

The Elk Horn Volunteer Fire and Rescue Department is located on Washington, east of Highway 173. The department has a volunteer base of approximately twenty (20) firemen, over one-half of which are certified in some manner. The goals of the department for the next five years include: ° upgrade personnel equipment, ° upgrade the department's communication equipment, ° recruit and train additional fireman, and ° upgrade firemen certification status.

The Harlan Fire and Rescue Department is located at 906 Cyclone Avenue, north of the CBD. The department has a volunteer base of approximately forty (40) firemen, over one-half of which are certified in some manner. The goals of the department for the next five years include: ° hire a full-time core staff, ° upgrade personnel equipment, ° upgrade the department's communication equipment, ° recruit and train additional fireman, and ° upgrade firemen certification status.

The Irwin Volunteer Fire Department is located on Ann at Front Street. The department has a

volunteer base of approximately thirty-five (35) firemen, one-half of which are certified in some manner. The goals of the department for the next five years include: ° upgrade personnel equipment, ° upgrade the department's communication equipment, ° recruit and train additional fireman, and ° upgrade firemen certification status.

The Kirkman Volunteer Fire Department is located on the north side of State Street between Washington and Madison Street. The department has a volunteer base of approximately fifteen (15) firemen, one-third of which are certified in some manner. The goals of the department for the next five years include: ° upgrade pumper, ° upgrade grass fire truck, ° recruit and train additional fireman, and ° upgrade firemen certification status.

The Panama - Washington Township Fire Department is located on Main Street, west of Highway 191. The department has a volunteer base of approximately thirty (30) firemen, one-third of which are certified in some manner. The goals of the department for the next five years include: ° construct a new fire station, ° replace the rescue vehicle, ° recruit and train additional fireman, and ° upgrade firemen certification status.

The Portsmouth Volunteer Fire Department is located on Main Street, west of Highway 191. The department has a volunteer base of approximately thirty (30) firemen, one-fourth of which are certified in some manner. The goals of the department for the next five years include: ° upgrade personnel equipment, ° upgrade the department's communication equipment, ° recruit and train additional fireman, and ° upgrade firemen certification status.

The Shelby Volunteer Fire Department is located on Center Street, between East and West Streets. The department has a volunteer base of approximately twenty-five (25) firemen, over one-half of which are certified in some manner. The goals of the department for the next five years include: ° upgrade personnel equipment, ° upgrade the department's communication equipment, ° recruit and train additional fireman, and ° upgrade firemen certification status.

Tennant has no fire department and relies primarily on the services of the Shelby Volunteer Fire Department.

The Westphalia Volunteer Fire Department is located on Weber and Erste Strasses, just north of County Road F-32. The department has a volunteer base of approximately twenty (20) firemen, one-third of which are certified in some manner. The goals of the department for the next five years include: ° upgrade personnel equipment, ° upgrade the department's communication equipment, ° recruit and train additional fireman, and ° upgrade firemen certification status.

All of the departments abide by mutual aid agreements and assist other departments when requested.

## Rescue Squads

Ambulance service and rescue is provided by the following departments:

Defiance Volunteer Fire and Rescue Department  
Elk Horn Volunteer Fire and Rescue  
Irwin Volunteer Fire Department  
Panama - Washington Township Fire Department  
Portsmouth Volunteer Fire Department  
Shelby Volunteer Fire Department  
Medivac Ambulance

Each squad is staffed by volunteers with the exception of Medivac, which is a full-time, full service ambulance and rescue operation.

Medivac Ambulance provides service to Harlan and surrounding areas. Medivac has a full and part-time certified staff, including seven (7) designated Paramedics. The service operates 24 hours per day, seven days a week, by agreement with the city and Myrtle Hospital.

The five year goals for each of the departments include equipment updating, staff training and further staff certification. The five year goals for Medivac include: purchase of new ambulance equipment, continued quality assurance, equipment replacement and continued staff training.

## Dry Hydrants

Dry hydrants, simply stated, are non-pressurized pipe systems permanently installed in existing lakes, ponds, and streams that provide a ready means of suction supply of water to a tanker truck. They allow natural unprocessed water sources to be used for road maintenance and fire protection. A well planned and designed dry hydrant water delivery system can improve fire fighting capability in rural areas, saving on distances to and from tanker recharge areas, reducing the amount of time and fuel used in fighting a rural fire, and reducing the overall cost of operation of the fire department and secondary road division.

## ISO Ratings

The Insurance Service Organization (ISO) provides ratings to each fire district in Iowa. Districts are ranked between 1 and 10, the ratings being a judgement of risk based on several factors related to fire protection in an area. These ratings assist insurance agencies develop premiums for fire hazard insurance policies for each fire district. The higher the rating number, the higher the fire risk, and hence the premium for fire insurance.

### Table 29 - ISO Ratings - Places in Shelby County

Defiance - 8	Earling - 8	Elk Horn - 8
Harlan - 5	Irwin - 8	Kirkman - 9
Panama - 7	Portsmouth - 8	Shelby - 8
Tennant, Rural - 10		

## Schools

The goals of the Shelby County school systems seems to follow the strategy stated below:

### **expand educational opportunities through cost-effective use of facilities, organizations and programs**

**Avoca-Shelby-Tennant School District** - AVOHA is a K-12 program with 700 students in the current year. The district student population has been stable in recent years.

The district proposes the following initiatives in the next five years:

- increase student achievement, increase post secondary training participation
- maintain positive and safe school environment
- improve technology, teacher learning

**Boyer Valley School District** - Boyer Valley is a K-12 program with 650 students in the current year. The district recently took in the East Monona School District, but has maintained a stable student population in recent years.

The district proposes the following initiatives in the next five years:

- increase student achievement, increase post secondary training participation
- maintain positive and safe school environment
- improve technology, teacher learning

**Elk Horn - Kimballton Community School District** - Elk Horn - Kimbalton is a K-12 program with 317 students in the current year. The district student population has been increasing steadily since 1990, but has been stable in the last two years. The trend is expected to increase over the next five year span.

The district proposes the following initiatives in the next five years:

- promote application of technology in the classroom and achieve learner success
- develop and implement a school improvement plan to develop a high level of accomplishment
- provide growth opportunities for the staff

**Harlan Community School District** - Harlan is a K-12 program with 1,690 students in the current year. The district student population has been stable in recent years. The district is presently constructing a new 67,500 square foot Middle School complex at the High School site. This project will be completed in August, 1998.

The district proposes the following initiatives in the next five years:

- focus on curriculum with standards and benchmarks on content areas
- continue to make strides in technology
- continue outreach programs to the non-student population of the district
- complete Middle School construction and move population to new center

- determine future use of and/or dispose of non-utilized school facilities
- install air conditioning in all building facilities by August, 1998

**Irwin-Kirkman-Manilla (IKM) Community School District** - The IKM Community School District is a K-12 program with 582 students in the current year. The district student population has been stable in recent years, but is projected to decline over the next five years.

The district proposes the following initiatives in the next five years:

- improve technology, transportation and district facilities
- focus on curriculum with standards and benchmarks on content areas
- maintain quality programs while being fiscally restrained
- promote application of technology in the classroom and achieve learner success

**Walnut Community School District** - The Walnut Community School District is a K-12 program with 301 students in the current year. The district student population has been stable in recent years, but is projected to go down slightly in the next couple years.

The district proposes the following initiatives in the next five years:

- complete \$2.2 million dollar bond issue initiatives; classrooms and gym
- improve technology, transportation and district facilities
- promote application of technology in the classroom and achieve learner success
- connect school to ICN

**St. Mary's Catholic Church Parochial School** - St Mary's Catholic Church Parochial School operates a K-8 program with 384 students in the current year. Grades K-3 (192) are housed in the Panama Center, and grades 4-8 (192) are housed at the Earling Center. The student population has been stable in recent years.

The district proposes the following initiatives in the next five years:

- maintain quality programs while being fiscally restrained
- improve technology, transportation and district facilities
- enhance teacher learning opportunity and achievement

**Iowa Western Community College** - A satellite facility of the Iowa Western Community College is located in Harlan. Iowa Western provides an outstanding two-year curriculum in both technical and pre-major course studies. The college supports economic development activities in the region and provides a source of training and continuing education for the labor force.

**Library Facilities**

Shelby County is presently served by three (3) public library facilities. The Elk Horn and Harlan libraries are accredited by the Iowa State Library, and additional facilities are provided in Irwin. Various media centers at area school districts are also open to some public use. Information regarding the accredited library facilities in the county is shown in Table 30.

**TABLE 30 - Shelby County Libraries**

<b>City</b>	<b>Holdings (units)</b>	<b>Circulation (units)</b>	<b>Size</b>	<b>Hours Open Per Week</b>
<b>Elk Horn</b>	10,902	8,147	2,000	22
<b>Harlan</b>	53,944	114,873	14,478	50

Source: Public Library Statistics, County Study, 1996-97

The Harlan Library recently completed an extensive goals and objective list for its facility and operation as summarized below:

Mission Statement: *"The Harlan Community Library shall assemble, preserve, and administer an organized collection of recreational, educational, and informational library materials, and provide attractive services and facilities for all members of the community. The Harlan Community Library shall participate in interlibrary loan programs and information services as may best enhance the local collection and services."*

Goal : Formal Education Support Center. Provide materials and services to assist patrons in their formal course of study.

Goal : Popular Materials Library. 1) Provide current, high demand, high interest materials in a variety of formats. 2) Improve library services to the elderly.

Goal : Preschoolers Door to Learning. Encourage young children to develop an interest in reading and learning.

Goal : Reference Library. Provide on-site and telephone reference/information services and participate in interlibrary loans.

Goal : Management. 1) Adequate funding. 2) Increase use of library.

Goal : Public Relations. Promote and encourage the use of the library.

Goal : Personnel. To provide planned professional improvement through training for all staff members.

Goal : Facilities. 1) Maintain an adequate, pleasant, modern facility that continues to meet state accessibility requirements. 2) Provide adequate space for the collection.

## **Cultural Resources**

Shelby County has been designated a Certified Local Government (CLG) by the Iowa State Historical Society. The Shelby County CLG monitors historic sites and districts in the county, including the following Historic Registry designated resources:

- George Rewerts House - Defiance
- Chris Larson House - Elk Horn
- Jens Otto Christiansen House - Elk Horn
- Floral Hall, Shelby County Fair Grounds - Harlan
- Harlan Courthouse Square Commercial District - Harlan
- St. Paul's Episcopal Church - Harlan
- Shelby County Courthouse - Harlan
- Chris Poldberg Farmstead - Jacksonville
- Poplar Rural District - Rural Shelby/Audubon County
- Rock Island Railroad Stone Arch Bridge\* - Shelby
- St. Boniface Catholic Church District - Westphalia
- \* - in process of National Registry designation.

A primary action strategy expressed by this plan is to:

### **Enhance retail, service and tourism opportunity in Shelby County**

In 1987, Elk Horn was designated to host one of ten Iowa Welcome Centers. Contained in this facility which is located at the Windmill Gift Shop, is tourism information for the state and area, including brochures, posters, maps and guides. The center is staffed with state certified travel guides. Besides providing travelers with all the most current tourism information, the center collects information about the visitors which in turn is fed back through the system for future programming. Shelby County has prioritized development and continued growth of tourism.

In addition to the designated Iowa Welcome Center, Shelby County boasts the following tourism attractions and activities:

- Danish Windmill and Gift Store
- Danish Village Motif - Elk Horn
- The National Danish Immigrant Museum
- Historic Properties and Districts
- Courthouse Square and Harlan Commercial District
- German Colonies - Westphalia's St. Boniface Catholic Church District
- Scenic Byways Loop through Shelby County
- Shelby County Historical Museum

## **Public Buildings**

Space requirements for public buildings in Shelby should remain relatively stable during the planning period. The trend in most rural areas has been, and will continue to be, toward a consolidation of services and facilities. Efforts in this direction should be explored in Shelby County. Consolidation will have a direct effect on the adequacy of public buildings for future use.

Such consolidation could be in the areas of administration, road construction and maintenance, snow removal, park maintenance, police and fire protection, solid waste disposal, and similar services. Many of these services can be purchased from the county by the individual communities. The potential of consolidation should be evaluated in planning for future public needs.

**Shelby County**- The county maintains the Shelby County Courthouse, Jail and Communication Center, a number of secondary road department facilities, the Shelby County transfer station and recycling center, twelve (12) county park and wildlife areas and the Shelby County Fair Grounds.

In the next five years, the county primary goals include:

- Improve county fairground facilities, and
- Improve the secondary roads facilities.

**Defiance** - The City of Defiance maintains a city hall, fire station, maintenance shed and water treatment building. City Hall also serves as a community building.

In the next five years, the city primary goals include:

- construct improvements at the water treatment building.

**Earling** - The City of Earling maintains a city hall, fire station, maintenance shed and utility structures.

In the next five years, the city primary goals include:

- construct a new community center, and
- expand sanitary sewer facilities to service areas on the north side of the community.

**Elk Horn** - The City of Elk Horn maintains a city hall, which includes a council room and senior citizen's center, a fire station, a street department structure, library, and water treatment building.

In the next five years, the city primary goals include:

- complete expansion of library facility, and
- construct a new community center/municipal administration building.

**Harlan** - The City of Harlan maintains a city hall/police station, a fire station, a library building, a street department structure, and a sanitary sewer plant building city. Harlan Municipal Utilities is a municipal utilities corporation and maintains an administration building, an electric substation, a maintenance facility and a water treatment building. The city owns the Laurel School site which houses the Harlan Senior Center. Additional meeting/convention space is provided the Veterans' Memorial Auditorium (1,200 seats), Auble Meeting Center at the Mytue Memorial Hospital and the Harlan Library. Many other facilities in the area provide meeting facilities for between 100 and 700 people. The city also maintains the airport and on site improvements, including an administration building, hangars, and on-site equipment.

In the next five years, the city primary goals include:

- expand street department facilities,
- construct flood protection at sanitary sewer plant, and
- demolish Laurel School and construct new senior center/community center.

**Irwin** - The City of Irwin maintains a city hall, which includes a council room, meeting area and small library, a fire station/community center, and a street department structure.

In the next five years, the city primary goals include:

- abandon and demolish the water treatment building, and
- sell the current city hall building and move administration functions to the fire station.

**Kirkman** - The City of Kirkman maintains a city hall/community center, a fire station, maintenance shed and a water treatment building.

In the next five years, the city primary goals include:

- construct new park baseball facilities.

**Panama** - The City of Panama maintains a city hall/maintenance shed, a water treatment building and sanitary sewer building. The fire station is owned by a township association which includes the city.

In the next five years, the city primary goals include:

- construct a new fire station/community center.

**Portsmouth** - The City of Portsmouth maintains a city hall, a fire station, and a street maintenance building.

In the next five years, the city primary goals include:

- construct a new community center/municipal administration building.

**Shelby** - The City of Shelby maintains a city hall, a fire station, a street maintenance building and a water treatment building.

In the next five years, the city primary goals include:

- abandon current water treatment building and construct a new water treatment facility.

**Tennant** - The City of Tennant maintains a city hall.

In the next five years, the city primary goals include:

- improve existing facilities.

**Westphalia** - The City of Westphalia maintains a fire station and maintenance shed.

In the next five years, the city primary goals include:

- improve existing facilities.

Every incorporated community in Shelby County maintains an active U. S. Post Office building and service.

Figure 9 shows graphically the location of public facilities in the incorporated places of the county.

### **Solid Waste**

On July 1, 1994, Shelby County discontinued the Shelby County sanitary landfill. The sanitary landfill was closed in accordance with the provisions of the Iowa Department of Natural Resources. The county continues to operate a transfer station at the sanitary landfill site and maintains buildings at the site; 1) a recycling center building to process recyclable picked up through county-wide curbside, drop-off center and pick'n'sort recycling programs the county has established, and 2) a transfer building for the receipt of mixed waste, and transfer of that waste to the Carroll County sanitary landfill for final disposal. The service area for the transfer station is the county.

Shelby County participates with Audubon, Carroll and Crawford Counties in a four-county solid waste planning region. A tipping fee of \$40.00 per ton is collected at the transfer station for waste disposal.

Figure 9 - Public Facilities - Places in Shelby County

## **Recreation Facilities**

Shelby County has a wide variety of outdoor recreational opportunities. The county has one major state park and several county facilities which are managed by the Shelby County Conservation Board.

### **Shelby County Conservation Board**

The Shelby County Conservation Board was created in 1960 and manages over 600 acres of parks and natural areas; including lakes, rivers, streams, prairies, and woodlands for recreation, wildlife habitat, and outdoor learning. The board has established the following goals.

- o Purchase the remaining area of the Corley Pits,
- o Acquire the timber area adjoining Oak Ridge Habitat Area,
- o Acquire wetland area south of Shelby,
- o Develop a nature center at the proposed Boysen acquisition site,
- o Obtain additional areas along the West Nishnabotna River for general recreation, and
- o Develop pit area for multiple use, emphasizing hunting and fishing.

### **Prairie Rose State Park**

Prairie Rose State Park is a wildlife habitat area located approximately nine (9) miles northwest of Elk Horn. The park contains approximately 422 acres, including a 218 acre lake. The area provides several environmental education and recreational activities including fishing, swimming, camping, hiking, snowmobiling and boating (small craft). The park has a large campsite which includes room for 61 campers, shower facilities, electrical outlets and restrooms. The park has two picnic shelters and several smaller campsites.

### **Dinesen Prairie Wildlife Area**

The Dinesen Prairie Wildlife Area is a twenty (20) acre prairie preserved to its natural state. The prairie lies just southwest of Kirkman.

### **Elk Horn Creek Recreation Area**

The Elk Horn Creek Recreation Area is located in southwest Shelby County between Elk Horn and Indian Creeks. The park covers a ninety-three (93) acre site and includes a .5 acre pond. The park includes multiple activities; hunting, fishing, camping and nature study. A gift of 33 acres of contiguous woodlands and prairie adjacent to the Elk Horn Creek Recreation Area was recently given to the commission by the Lyle Petersen family.

### **Manteno Park**

Manteno Park is located in northwest Shelby County along Mill Creek. The park covers seventy-five (75) acres and has an eleven (11) acre lake. The park provides fishing, camping and general recreation.

### **Nishna Bend Recreation Area**

The Nishna Bend Recreation Area is an seventy-six (76) acre park along the West Nishnabotna River. The area has been improved to include several ponds, a boat access, campsites, pedestrian trails and an educational building.

### **Oak Ridge Wildlife Area**

The Oak Ridge Wildlife Area is a ninety-four (94) acre site south of Harlan. The area includes a stream, and features hunting and hiking.

### **Reinig River Access**

The Reinig River Access is a seven (7) acre site northeast of Harlan and provide a boat ramp to the West Nishnabotna River. Activities in this area include hunting, fishing and general recreation.

### **Rosenow Timber**

The Rosenow Timber is a one hundred twenty (120) acre site northwest of Earling. The area provides for hunting and general recreation.

### **Rosman Glendale Farms Recreation Area**

The Rosman Glendale Farms Recreation Area is a seventy-five (75) acre site which includes wildlife habitat and a golf course.

### **Schimerowski Recreation Area**

Schimerowski Recreation Area is a twelve (12) acre park just south of Earling. The park includes a .5 acre pond and features fishing and picnicking.

### **Upper'nish' Habitat Area**

The Upper'nish' Habitat Area is a sixty (60) acre area lying northeast of Irwin. This area provides hunting, fishing, hiking and general recreation.

### **Local Parks and Recreation Areas**

- Defiance
  - Defiance City Park - shelter house, picnic facilities
  - Defiance Ballpark - (American Legion) lighted little league/softball field and bleachers, playgrounds, restrooms and picnic areas.
  - St. Peter's School - playgrounds
  
- Earling
  - Earling Ballpark - lighted little league/softball field and bleachers, playgrounds, restrooms and picnic areas.
  - St. Joseph's School - playgrounds
  
- Elk Horn
  - Elk Horn City Park - swimming pool, playgrounds, basketball court, picnic

facilities, and restrooms.

- Harlan
  - Beebe Park - playgrounds.
  - Dream Playground & Pioneer Park - fitness trail, playgrounds, picnic and restrooms.
  - Jaycee Park - Includes the Norman D. Stamp Aquatic Center, picnic areas, playgrounds and restrooms.
  - J. J. Jensen Baseball & Softball Park - five lighted baseball/softball fields, bleachers, concessions and restrooms.
  - Leinen Park - playgrounds.
  - Little George Lake Park - picnic, restrooms and fishing.
  - North Park - playgrounds, basketball court, picnic facilities, and restrooms.
  - Potter Park - tennis courts, picnic areas, playgrounds and restrooms.
  - Shelby County Fairgrounds - Floral Hall, Nishna Valley Model Railroad IMCA Racing, exhibition halls and stables.
  - Harlan Golf & Country Club; 18-holes and clubhouse.
  
- Irwin
  - Irwin City Park - playgrounds, volleyball court, basketball court, picnic facilities, and restrooms.
  
- Kirkman
  - Kirkman City Park - playgrounds, restrooms and picnic areas.
  
- Panama
  - St. Mary's Ballpark - lighted little league/softball field and bleachers, playgrounds, restrooms and picnic areas.
  - Whispering Pines Roadside Park - picnic, restrooms.
  - St. Mary's School - playgrounds
  
- Portsmouth
  - Portsmouth Ballpark - lighted little league/softball field and bleachers, playgrounds, restrooms and picnic areas.
  - Portsmouth City Park - playgrounds, restrooms and picnic areas.
  
- Shelby
  - Shelby City Park - lighted ball field, riding corral, playgrounds, basketball court, picnic facilities, and restrooms.
  - Rock Island Railroad Stone Arch Trail - being developed, 4 mile paved trail.
  
- Tennant
  - no facilities.
  
- Westphalia
  - Westphalia Ballpark - lighted little league/softball field and bleachers, playgrounds, restrooms and picnic areas.
  
- Shelby County
  - Rosman-Glendale Golf Course - 9-holes and clubhouse.

Shelby County does not have an established recreational trail system. The goal established in the Regional Planning Agency 18, Long-Range Transportation Plan is the following: "*The goal of the RPA-18 trails plan is to promote a safe, consistent, and continuous non-motorized trails system designed and sited for recreational purposes and the ancillary commercial and economic development spawned by such development.*" (Source: Long Range Transportation Plan, MAPA, December, 1996), scenic by-ways and related facilities which have a national, state and/or local significance.

The Rock Island Stone Arch Nature Trail is currently being developed in and through the City of Shelby. This trail will begin at the I-80 interchange and proceed northeasterly for approximately 4 miles. The key feature of the trail along this abandoned rail right-of-way is the old stone arch bridge that spans Little Silver Creek. This structure is currently being proposed for listing on the National Historical Registry. This trail development meets the priorities of the RPA-18 LRTP and is proposed for completion by the end of 1999.

The ***Iowa State Transportation Plan*** includes the following goals that support enhancement elements for the next twenty year period:

- develop Iowa's backbone system of recreational trails
- support roadside development activities
- promote economic development through roadway improvements
- support transportation enhancement activities

See Figure 10 - Regional Amenities

Figure 10 - Regional Amenities

**Roads and Bridges**

Of all public services, roads and bridges are among the most influential in promoting development. As a result, the county can use its road and bridge programs to support and direct overall land use policies. The majority of proposed future road paving and bridge replacement projects comes from the county Secondary Road Construction Program or through the various community Capital Improvement Programs.

Shelby County is a member of the Regional Planning Affiliation - Region 18. RPA-18 directs the federal expenditure and prioritization of funding in the county and region. Eligible recipients of federal funding in Shelby County include the county and City of Harlan. Eligible roadways for Shelby County and Harlan are shown below on Figure 11 and 11A, respectively.

Shelby County's rural county road network is made up of a wide range of road classifications. The rural system varies in width, right-of-way, and surface characteristics. The hard-surfaced system is linked with rural gravel and dirt routes, as well as with urban, state and federal systems. The rural network typically is arranged in a 1-mile grid system.

The county's urban road network consist of hard surfaced arterials, collectors, and local streets interconnected with the Federal Functional Classification (FFC) system. Many of the smaller rural communities have road networks which consist of narrow paved and gravel roads connected to rural county roads and/or the state and federal road networks.

**TABLE 31 - System Miles by Classification - Shelby County**

	<b>Interstate</b>	<b>Major Arterial</b>	<b>Minor Arterial</b>	<b>Major Collector</b>	<b>Minor Collector</b>	<b>Local Roads</b>	<b>TOTAL</b>
<b>Shelby County</b>							
<b>Miles of Roads</b>	0.00	22.34	58.52	154.78	132.88	706.49	1,075.01
<b>No. of Bridges</b>	0	8	15	44	34	196	297
	<b>Interstate</b>	<b>Principal Arterials</b>	<b>Major Arterials</b>	<b>Collectors</b>	<b>Local Streets</b>	<b>TOTAL</b>	
<b>Harlan</b>							
<b>Miles of Streets</b>	0.0	4.35	5.87	4.56	26.30	41.08	
<b>No. of Bridges</b>	0	1	0	0	2	3	

A primary action strategy expressed by this plan is to:

**Provide safe, efficient, economical, and dependable transportation service throughout the County. Emphasis is on the preservation and conservation of the existing transportation network, maintenance of road use tax funds, and system expansion where warranted.**

Goal : The goals of the Shelby County Engineer and Harlan City Administrator are to continue to fund road and bridge capital maintenance and preservation programs through prioritization of projects over a five-year period. Immediate project requirements and funding levels can be prioritized, and valuable county and city financial resources can be expended in a fair and comprehensive manner.

Figure 11 - Federal Functional Classification of Roads - Shelby County

Figure 11A - Federal Functional Classification of Roads - Harlan

### **Airport, Rail Service, Transit**

**Airport** - The county is served by one (1) publicly owned airports that provide a variety of services to both private and commercial non-passenger operations. The airport's stratification level functions and design categories, as proposed by the 1991 Iowa Aviation Plan is Level III - General Utility. A Level III airport is designed with facilities capable of handling some jet and large multi-engine aircraft, but primarily smaller aircraft (less than 12,500 #'s).

The Harlan Municipal Airport has a 4,100 foot primary runway. Future plans for the airport include the development of a Fixed Base Operator (FBO) shop, additional storage and pump facilities, and additional aircraft storage and maintenance facilities.

**Rail Service** - Rail service is provided by a spur line of the Burlington Northern Sante Fe Railroad Co. along a route adjacent to Mosquito Creek, or adjacent to State Highway 191. This line is regularly serviced and updated by the railroad company and provides direct services to businesses in Portsmouth, Panama and Earling. The line has a traffic load of between 0.00 and 1.99 annual gross tons per mile (in the millions).

**Transit** - The Southwest Iowa Transit Agency provides public transportation for all residents in an eight county area of southwest Iowa, of which Shelby County is included. Transit service within the region include any of the following:

**Routed Service** - SWITA provides a series of designated routes with both the route and time of service specified. This service is paid for by the individual.

**Direct Service** - SWITA provides the vehicle and the driver, and bills the agency contracting for service on a per mile basis (eg. Concerned, Inc.).

**Taxi Voucher** - SWITA contracts with cab companies to accept taxi vouchers provided for seniors and persons with disabilities, and SWITA reimburses the difference between the voucher value and the total fare.

**Lease Vehicle, Agency Operates** - SWITA will provide a vehicle to an agency, when for an agency staff person to operate. The agency reimburses a portion of the operating cost for this service, and provides vehicle maintenance and insurance.

**SWITA Leases Vehicles from Agency, SWITA Operates** - For agencies with capital, but no staff to operate the vehicles, SWITA will lease the vehicle for \$1, and provide service back to the agency. The vehicle can be used for other program needs, as well.

Persons wishing to utilize the service may call SWITA's toll free number (1-800-842-8065) to make reservations.

Airport, rail service and transit services are shown graphically on Figure 12 below for Shelby County.

Figure 12 - Transportation Systems - Shelby County

## NATURAL RESOURCES

Shelby County has a total land area of 587 square miles, or 375,680 acres. 353,570 (94.1%) of this amount was being farmed in 1992. Most of the acreage is agricultural with corn, soybeans, hay and pasture the main crops. Livestock production is also very important to the area with hogs and cattle being the primary animal stock. Nurseries are not prevalent in the county, however, there are a couple Christmas tree farms in the county. Most of the soils in the county were formed in wind blown loess deposits and glacial till.

### *Agricultural Resources*

Agriculture within the county is based upon the productive capacity of the soils found in the county. Of the total acreage in 1992, 175,692 (49.7%) acres were in corn, 95,989 (27.1%) acres in soybeans, 14,662 (4.1%) and 67,227 (19.1%) for other agricultural purposes.

Raising and feeding beef cattle and hogs are the major livestock enterprises in Shelby County. In 1992, 37,856 cattle and calves, 402,092 hogs and pigs were sold. The hog industry has a major importance in the county and a major attitude developed by the county survey shows that mega-farm facilities for the production of hogs or cattle should be encouraged and developed in the county.

### *Woodland*

Timbered land is rapidly disappearing in the county. Most remaining woodlands are in the uplands along rivers and streams. Most wooded areas are grazed and produce little timber that can be marketed.

The acreage of woodland in the county has not significantly changed in recent years. Some areas have been converted to cropland, mainly in the bottom lands.

There are mainly two types of woodland in Shelby County, the oak-hickory type and the soft maple-cottonwood-willow type. The oak-hickory type is on the upland, mainly near the major streams. The major stands are oak and hickory. Other stands include elm, basswood, hackberry, and green ash.

The soft maple-cottonwood-willow type is on low benches and nearly level floodplains. The major stands are soft maple, cottonwood, and willow. Other stands include elm, various kinds of oak, box elder, green ash, and black walnut. The willow and cottonwood trees generally are near streams, in areas that are subject to overflow and prolonged wetness.

In Shelby Page County, tall grasses, mostly big bluestem, were the dominant vegetation at the time of settlement.

### **Drainage and Topography**

Shelby County is mainly drained by the West Nishnabotna River, and the Mosquito and Indian Creeks. Some of the important smaller streams include the Elk Horn, Keg, Longbranch, Mills and Pigeon Creeks, and the West and east Branch of the West Nishnabotna River.

Established watershed districts include the Elm Creek, Long Branch, Mills-Picayune, Mosquito-Harrison, Prairie Rose, and Upper Prairie Rose watershed.

The topography of Shelby County is generally rolling. The uplands consist of smooth and rounded hills that have even slopes and are cut by various streams, tributaries, and intermittent drainageway. The uplands near the rivers and main streams have steeper, more abrupt slopes, and the hills are more narrow and less rounded. The benches, or second bottom lands, which are in the valley of the West Nishnabotna River is nearly level to gently sloping. They generally are one half to one mile wide. The first bottomlands are nearly level, and along the major streams, they are one to two miles wide.

### **Rural Land Use Concerns**

A primary action strategy expressed by this plan is to:

#### **Preserve and enhance conservation lands and to protect soil and water resources in Shelby County**

Erosion - Erosion in the county has become a very serious problem. Intense row crop production has made it difficult to maintain sod waterways and to practice intensive conservation tillage methods. Use of chemicals, no-till and larger farm units have led to the disappearance of waterways and negatively impacting farm practices which has led to increasing erosion.

Stream Bank Erosion - Stream bank erosion has also become a difficult problem for Shelby County threatening infrastructure and increasing the cost of services. The straightening of streams has played an important role in contributing to this problem, as well as the loose structure of the primary soils. Local government is fighting a losing battle to maintain infrastructure improvements such as bridges where stream bank erosion is causing the stream channels to get deeper and wider. Finding funds to control stream bank erosion will be difficult. Each eroding channel is causing expenses for local governments, destroying farmland, eliminating wildlife habitat, increasing water pollution, and is damaging transportation networks.

City and county officials should work closely with the Shelby County Soil and Water Conservation District and the Golden Hills Resource Conservation and Development agencies to develop and provide the technical and financial resources needed to resolve the erosion problems in the county. Also, a continual effort should be made to educate landowners and operators about how they can protect and preserve the soil resource base.

## LAND USE PLAN

### **Master Land Use Plan**

The county land use plan should identify the general direction for future land use growth. Changes in the dynamics of Shelby County have occurred since the last comprehensive planning effort. The types of growth have also changed and were not considered previously. The expansion of communication linkages, key transportation systems and regional utilities have made it possible for business and industry to locate in rural areas of the county away from incorporated areas where growth typically took place. The general attitude received by the public input for this plan encouraged this growth as long as it was managed in a way to preserve the essential resources of the county.

Business and industry expansion along the major and minor arterial systems in the county, and growth in rural areas served by paved roads is currently feasible. Residential development will follow current patterns and remain primarily in or very near incorporated areas unless individual cities are not helpful in assisting with new housing development. In these cases, housing development will either not occur, or will be pushed towards areas that will provide some assistance, or to areas with fewer development standards. Potential conflicts between local governments, primarily between the county and the adjacent city may occur if standards are not uniform and maintained throughout the county.

A proposed Master Land Use Plan Map is included in the back of this plan as an attachment, and it details areas of the county that reasonably can be developed for business and industry, and for residential purposes.

These changes in attitude and development potential are important considerations in developing the Master Land Use Plan Map. This map serves as an overall policy tool, providing an orderly basis for future growth. The map illustrates how each area of the county can rationally be developed or restricted from development. By providing expectations about development patterns, everyone can make private decisions accordingly.

### **Zoning**

Iowa statute requires that zoning regulations be in accordance with the comprehensive plan and be designed to accommodate anticipated long-range future growth. Thus, to assure conformity between zoning requirements and the comprehensive plan, and to provide for an orderly staging of development, the following principles should be adopted and employed:

- zoning should be used to guide land use policy in the county to appropriate locations and enforce density and facility standards for development in accordance with the comprehensive plan
- zoning districts should be designed and applied in such a way that protection is given to the existing development

- the zoning text should contain standards and districts that when appropriate, can be applied to areas of prospective change, and can allow that change into desirable and, in some cases, new patterns and relationships
- the zoning ordinance, ultimately, is intended to support the objectives of the land use plan. Therefore, the comprehensive plan should be interpreted as the statement of intentions regarding either the preservation or change of land use

Traditionally, the zoning and subdivision ordinances have played a major role in implementing the goals and policies of the comprehensive plan. They cannot be effective, however, unless they are implemented with compatible capital improvements programming and other public and private investments that are responsive to development and change. In order to promote the goals and policies of this plan, it is recommended that the zoning ordinance be modified, as needed, in order to provide for implementation of the policies and plans recommended in the comprehensive plan. Some of the principal areas in which modifications should be made are:

- the zoning map and text should be amended to implement the land use plans and the policies outlined in those plans
- districts should be developed to promote non-farm development in areas that do not contain valuable agricultural lands
- techniques should be developed and applied to manage development along county roads, waterways, and environmental corridors, including control of activities that might affect air or water quality
- the zoning ordinance, only one of several tools which must be used to manage land use, should be improved to work more effectively with subdivision regulations, building codes, and with other regulations to achieve plan objectives

The regulatory process should be streamlined. The process should contain means of notifying the public and providing an opportunity of public comment; however, the total time should not impede sound economic development. Interagency cooperation should also be sought at the onset of any zoning decision when interpretation of an issue requires additional expertise. Comments and technical assistance by these agencies will add credibility to the process.

**Five major areas of concern that may form the basis for future zoning changes are as follows:**

■ Land along either side U. S. Highway 59, one quarter section deep, from the south county line to the north county line is being proposed for business and industrial development. This area is currently zoned agriculture, except for some spot zoning near Harlan, the Corley interchange and Defiance. These areas are presently served by a principal arterial roadway, communications systems and utilities. If development should occur in this area in a sporadic fashion, this form of strip commercial development could potentially start undesirable and unnecessary development. These areas should be left in agriculture zoning until actual development is proposed.

■ Land along either side Iowa Highway 44, one quarter section deep, from the east county line to the west county line is being proposed for business and industrial development. This area is currently zoned agriculture, except for some spot zoning near Jacksonville and Harlan. These areas are presently served by a principal arterial roadway, communications systems and utilities. If development should occur in this area in a sporadic fashion, this form of strip commercial development could potentially start undesirable and unnecessary development. These areas should be left in agriculture zoning until actual development is proposed.

■ Land within the two-mile planning jurisdiction of the City of Harlan is being proposed and developed into rural residential subdivisions. It is imperative that development standards are consistent between the City of Harlan and Shelby County to assure uniformity in development. Future annexation of these areas by Harlan could be impaired if construction standards used in these areas do not meet the minimum standards of the city. These areas should be left in agriculture zoning until actual development is proposed.

■ Communities where development is proposed within the two-mile planning jurisdiction should participate with the county in the development oversight of these areas to assure the compatibility with the development standards of the city, service provisions by the city and potential future growth patterns of the city.

■ Development within the county should not encourage spot zoning practices unless it can be clearly shown that city or county services will not be overly burdened and resources can be constructed that will protect the health, safety and welfare of citizens in Shelby County. Also the benefit of the development to the county should be clearly demonstrated.

Zoning changes should be made in a manner to achieve the overall goals of the land use plan. All zone change requests should be evaluated thoroughly, similar to the process for evaluating proposals which may require a comprehensive plan amendment.

Zoning should not be so restrictive as to prevent certain development because it is contrary to a basic tenant of this plan. There may be mitigating circumstances surrounding a development that might allow development on prime ag lands to be appropriate, for instance. All mitigating factors of a development should be examined prior to acceptance or denial of zoning changes.

## COMMUNITY PLANNING: GOALS AND LAND USE

Major county facilities currently include the county courthouse in Harlan, the county fairgrounds in the northeastern part of Harlan, the county transfer station and road department buildings located throughout the county. The courthouse was recently modernized and appears in excellent condition. Office and meeting space throughout the county appears sufficient enough to meet the county needs into the planning period.

Each community in the county has established priorities for their community. Without exception, the greatest priority in the urban portion of the county is the preservation and improvement of basic infrastructure, and the creation of new housing opportunity.

**City of Defiance.** The major land use in Defiance is residential. The city has a central business district, where goods and services are provided primarily for the convenience of the residents, and several public use facilities that are scattered throughout the community. Light industrial areas exist near the railroad right of way - a farm cooperative center, and in the southwest portion of the city - a truck firm, distribution center. A commercial property is located on U. S. Highway 59 near the entrance to the city. The city is surrounded by agricultural land use.

The city has stated the following priorities exist in the community:

- ◆ Preserve and improve basic infrastructure; water, sewer and streets,
- ◆ Encourage business and industry expansion, both existing and new, and
- ◆ Create new housing opportunity in the city.

**City of Earling.** The major land use in Earling is residential with new housing developments occurring in the northern and northeastern parts of the city. The city has a central business district, where goods and services are provided primarily for the convenience of the residents, and several public use facilities that are scattered throughout the community. Light industrial areas exist near the railroad right of way - a farm cooperative center, elevator. The city has a nursing home facility on its west border and proposes new commercial development near the intersection of Highway 37 and County M-16. The city is surrounded by agricultural land use.

The city has stated the following priorities exist in the community:

- ◆ Preserve and improve basic infrastructure; water, sewer and streets,
- ◆ Encourage business and industry expansion, and
- ◆ Create new affordable housing opportunity in the city.

**City of Elk Horn.** The major land use in Elk Horn is residential with new housing developments occurring in the northern and west-central parts of the city. The city has a central business district, where goods and services are provided primarily for the convenience of the residents, and several public use facilities that are scattered throughout the community. A light industrial area exists near the southeast part of the central business district - a farm cooperative center, elevator, lumber yard. The city has a large nursing home facility in the central portion of the community and proposes new commercial development near the Danish Immigrant Museum on the west side. The city is surrounded by agricultural land use.

The city has stated the following priorities exist in the community:

- ◆ Preserve and improve basic infrastructure; water, sewer and streets,
- ◆ Encourage business opportunity based on tourism, and
- ◆ Create new affordable housing opportunity in the city.

**City of Harlan.** Land use in Harlan is diverse and well defined. The city provides distinct areas for residential and public use. The city has a central business district that generally surrounds the courthouse square. The city also provides for highway commercial along Highway 44 and Highway 59, which allows for regional shopping for persons both in the city and in the county. Light industrial areas exist southeast of the intersection of Highway 59 and Highway 44 where several large employers are located, and along the floodplain area of the eastern portion of the city, where a farm service center, elevator, concrete business, lumber yard and asphalt plant are located. The city has a large nursing home facility in the south-central portion of the community and the county hospital. The city has several new residential developments in the city, primarily in the south-central area, and has the only two established mobile home parks in the county. There are several developments in the fringe area of the community, including light and heavy industry, commercial and housing. Otherwise, the city is surrounded by agricultural land use.

The city has stated the following priorities exist in the community:

- ◆ Expand basic infrastructure; water, sewer and streets, to encourage new growth,
- ◆ Expand child care, health care and social services to seniors,
- ◆ Promote new telecommunication technology in the community,
- ◆ Encourage business and industry expansion and opportunity, and
- ◆ Create new affordable housing opportunity in the city - single family, senior and rental housing.

**City of Irwin.** The major land use in Irwin is residential. The city has a central business district, where goods and services are provided primarily for the convenience of the residents, and several public use facilities that are scattered throughout the community. A light industrial area exist in the south-central portion of the city - a farm cooperative center, and a commercial area exists on the east edge of the city - a farm implement dealership. The dealership will soon be relocated from this area because of its location in the floodplain. New housing is being proposed for the northern part of the community which will encourage annexation. The city is surrounded by agricultural land use.

The city has stated the following priorities exist in the community:

- ◆ Preserve and improve basic infrastructure; water, sewer and streets,
- ◆ Improve the central business district and encourage business expansion, and
- ◆ Create new housing opportunity in the city.

**City of Kirkman.** The major land use in Kirkman is residential. The city has a small central business district, where a small bar/grill is located and where the public services are located.

The city has stated the following priorities exist in the community:

- ◆ Preserve and improve basic infrastructure; water, and streets, and
- ◆ Create new housing opportunity in the city.

**City of Panama.** The major land use in Panama is residential. The city has a central business district, where goods and services are provided primarily for the convenience of the residents, and several public use facilities that are scattered throughout the community. A light industrial area exists in the eastern portion of the city - a farm cooperative center, and in the western portion of the city - a transfer/warehousing facility. New housing is being proposed for the western part of the community. The city is surrounded by agricultural land use.

The city has stated the following priorities exist in the community:

- ◆ Preserve and improve basic infrastructure; water, sewer and streets,
- ◆ Improve the central business district and encourage business expansion, and
- ◆ Create new housing opportunity in the city.

**City of Portsmouth.** The major land use in Portsmouth is residential. The city has a central business district, where goods and services are provided primarily for the convenience of the residents, and several public use facilities that are scattered throughout the community. A light industrial area exists in the eastern portion of the city - a farm cooperative center. New housing is being proposed for the southern part of the community. The city is surrounded by agricultural land use.

The city has stated the following priorities exist in the community:

- ◆ Preserve and improve basic infrastructure; water, sewer and streets,
- ◆ Improve the central business district, and
- ◆ Create new housing opportunity in the city.

**City of Shelby.** The major land use in Shelby is residential. The city has a central business district, where goods and services are provided primarily for the convenience of the residents, and several public use facilities that are scattered throughout the community. A light industrial area exists in the central portion of the city - a farm cooperative center. New housing is being proposed for the southern part of the community. The city is surrounded by agricultural land use.

The city has stated the following priorities exist in the community:

- ◆ Preserve and improve basic infrastructure; water, sewer and streets,
- ◆ Expand opportunity presented by connection to I-80, and
- ◆ Create new housing opportunity in the city.

**City of Tennant.** The major land use in Tennant is residential.

The city has stated the following priorities exist in the community:

- ◆ Preserve and improve basic infrastructure; streets, and
- ◆ Abate areas of disinvestment in the community.

**City of Westphalia.** The major land use in Westphalia is residential with new housing developments occurring in the northern parts of the city. The city has scattered commercial interests - primarily service related in the community, and a nationally designated historic district. The city is surrounded by agricultural land use.

The city has stated the following priorities exist in the community:

- ◆ Preserve and improve basic infrastructure; streets,
- ◆ Encourage business opportunity based on tourism, and
- ◆ Create new affordable housing opportunity in the city.

## COUNTY PLAN: GOALS AND OBJECTIVES

### *Survey of Public Officials - Attitudes on Alternatives for the Future of Shelby County*

In February and March of 1998, a survey of Shelby County public officials was completed. A total of 40 surveys were filled out; 25 from urban residents, and 15 from rural residents. Although surveys were available to any person in Shelby County that wished to complete one, the majority of the surveys were received from and the intention of the survey form was to have them filled out by elected individuals; community representatives to county organizations, boards or commissions; and designated representatives of the county. A proportional share of urban and rural surveys were solicited. The surveys were in addition to a number of forums held throughout the county where direct comment on specific issues were received. Both written and oral responses were tabulated and these form the basis of the goals and objectives stated in this plan. A summary of the written survey is presented below.

#### **Survey Results**

Responses were indicated as follows: **5 - You most agree, and 1 - you least agree.**

#### *Economic Development*

Participants indicated that all places in Shelby County should be able to participate in economic development activities by encouraging new businesses to locate in their communities or area, by stabilizing the decline of existing businesses in the communities and by making an effort to provide more employment opportunities within the county to stem out-migration of young persons in the county. A strong feeling was indicated by the survey that economic development within the county should not be limited to the Harlan area, but should include all of the county.

#### **Average Rank**

1. Economic development should be encouraged in only the largest economic centers of the county.  
(rural - 1.8; urban - 1.9; total - 1.9)
2. Economic development should be encouraged in only incorporated areas of the county.  
(rural - 1.9; urban - 2.2; total - 2.1)
3. Economic development should be encouraged wherever viable and compliance with zoning regulations.  
(rural - 4.2; urban - 4.2; total - 4.2)
4. Economic development should occur in those areas of the county designated for commercial and industrial growth.  
(rural - 4.3; urban - 3.4; total - 3.7)
5. The area economic development organizations should form a central organization and work at economic development from a county-wide perspective as opposed to city by city.  
(rural - 4.1; urban - 3.8; total - 3.9)
6. Assistance packages should be formulated to attract new businesses to the county, including local cash.  
(rural - 2.5; urban - 3.3; total - 3.0)
7. The county should utilize Urban Renewal and Tax Abatement incentives to attract business.  
(rural - 3.1; urban - 3.4; total - 3.3)

8. Efforts should be made to attract businesses based on: (choose 1)
  - 1 - Investment in the county, (rural - 2; urban - 3; total - 5))
  - 2 - Number of jobs created, (rural - 7; urban - 11; total - 18)
  - 3 - Wages paid, (rural - 2; urban - 4; total - 6)
  - 4 - Construction of new facilities vs existing, (rural - 0; urban - 3; total - 3)
  - 5 - Location. (rural - 3; urban - 4; total - 7)
9. Special efforts should be made to support organizations that employ area youth.  
(rural - 3.5; urban - 3.4; total - 3.5)
10. The county should not participate in economic development activities except to regulate location and use.  
(rural - 3.2; urban - 2.2; total - 2.5)
11. Incentive packages should be formulated for the creation of retail business or service organizations.  
(rural - 2.9; urban - 2.6; total - 2.7)
12. Incentives packages should be formulated for the creation of tourism.  
(rural - 3.6; urban - 3.3; total - 3.4)

### **Housing**

Recently completed housing assessments, and the vast majority of opinion in Shelby County indicate new housing is needed in all of Shelby County, both urban and rural. The survey also indicates there is no clear agreement on restrictions of mobile home parks, size of housing, type of housing development or removal of hazards, such as flood prone housing in the county.

#### **Average Rank**

1. Mobile Home parks in the county should only be allowed within the larger communities.  
(rural - 3.1; urban - 2.4; total - 2.7)
2. The minimum size of new individual scattered site housing unit should be limited.  
(rural - 3.6; urban - 2.9; total - 3.2)
3. Attachment of all housing structures as real property should be mandatory.  
(rural - 3.2; urban - 3.5; total - 3.4)
4. Multiple unit housing facilities in the county and communities should be of the highest priority.  
(rural - 3.1; urban - 2.4; total - 2.6)
5. "Assisted Housing" developments should be provided incentives to encourage transition in the housing market.  
(rural - 3.7; urban - 3.2; total - 3.4)
6. New single family housing development should be the top priority in the county.  
(rural - 3.7; urban - 3.3; total - 3.4)
7. County incentives for housing development in the form of urban renewal or tax abatement should be provided.  
(rural - 2.6; urban - 3.2; total - 3.0)
8. City incentives for housing development within corporate borders should be implemented.  
(rural - 3.4; urban - 3.5; total - 3.5)
9. The county should seek to increase the number of subsidized housing units in the county.  
(rural - 2.7; urban - 2.8; total - 2.8)
10. Housing rehabilitation should be a priority and incentives should be provided by local government.  
(rural - 3.0; urban - 3.0; Total - 3.0)
11. The county should take a more aggressive regulatory stance on blighted housing.  
(rural - 3.4; urban - 3.7; total - 3.6)
12. The county should remove all housing from flood prone areas.  
(rural - 3.3; urban - 3.1; total - 3.2)
13. Housing should be a major function of the central economic development organization in the county.

- (rural - 3.1; urban - 3.1; total - 3.1)
14. A separate county-wide housing organization should be created to promote new housing in Shelby County.  
(rural - 2.6; urban - 2.5; total - 2.5)
15. Residential development in rural county areas should be limited to farmsteads. (ie. acreage development)  
(rural - 2.7; urban - 2.6; total - 2.7)

### **Land Use**

The vast majority of respondents felt that the county's zoning regulations were not overly restrictive, and that regulation and minimum standards were necessary for proper growth and development. Respondents felt each city should take an active roll in the development and control of "two-mile" zones and that development should take place in all areas of the county, not just in urban areas or near existing development. Most respondents felt the county should protect critical environmental and natural resource areas, and where possible, the family farm. With caution, the respondents felt the county should encourage new development in all areas of the county.

### **Average Rank**

1. Zoning regulations in the county are too restrictive.  
(rural - 2.3; urban - 2.1; total - 2.2)
2. The county should enforce a building code in addition to the environmental permit it requires.  
(rural - 2.4; urban - 3.4; total - 3.0)
3. The county should assist regional water system development.  
(rural - 3.3; urban - 3.2; total - 3.2)
4. The county should become a benefitted sanitary district for the purpose of regionalizing wastewater collection and treatment.  
(rural - 2.6; urban - 2.7; total - 2.7)
5. Future development of industrial, commercial and residential property should be confined in close proximity to existing development.  
(rural - 3.2; urban - 3.5; total - 3.4)
6. The zoning map should be modified to allow multiple use development in the first quarter section on either side of Highway 59, from I-80 to Defiance.  
(rural - 3.0; urban - 3.2; total - 3.2)
7. The county should govern the two-mile limit of each community.  
(rural - 2.1; urban - 2.6; total - 2.4)
8. The county should provide zoning review for every community in the county except Harlan.  
(rural - 1.9; urban - 2.3; total - 2.2)
9. Growth and development should only be restricted to the economic centers (largest communities) of the county.  
(rural - 1.4; urban - 1.7; total - 1.6)
10. The county should actively remove structures from known flood plain areas, and bar future development in these areas.  
(rural - 3.4; urban - 3.0; total - 3.1)
11. A minimum acreage should be established for non-farm activity in the rural areas of the county.  
(rural - 2.6; urban - 3.3; total - 3.1)
12. A land preservation ordinance should be adopted to bar development of prime agricultural property.  
(rural - 4.1; urban - 3.4; total - 3.7)
13. Feed lots, or large animal impoundments should be discouraged in the county.  
(rural - 2.2; urban - 2.6; total - 2.5)

- 14. Incentives should be provided to encourage continuation of the family farm.  
(rural - 3.9; urban - 3.4; total - 3.5)
- 15. Restrictions should be much greater in regards to erosion control and soils loss.  
(rural - 2.8; urban - 3.6; total - 3.3)

**Public Facilities**

For the most part, the majority of respondents felt the asset base of the county's public facilities was most favorable. Most respondents felt that roads and bridges in the county were in need of improvement. Opinions were also split on the specific questions concerning the need for additional child care, senior services, sheltered workshop facilities and elder care. This indecision might indicate that many people don't utilize these services, and may not know what is actually available or needed in the county.

**Average Rank**

- 1. Courthouse (total - 4.5)
- 2. Community/Meeting Centers (total - 4.0)
- 3. Township Centers (total - 3.3)
- 4. Fire Stations (total - 4.3)
- 5. Rescue Services (total - 4.3)
- 6. Jail (total - 4.3)
- 7. Municipal Administrative Buildings (total - 4.2)
- 8. Libraries (total - 4.5)
- 9. Museums (total - 4.1)
- 10. Electric Utility ( total - 4.5)
- 11. Natural Gas Utility (total - 4.4)
- 12. Telephone Utility (total - 3.9)
- 13. Cable Access (total - 4.4)
- 14. INTERNET Access (total - 4.2)
- 15. Potable Water Facilities (total - 3.7)
- 16. Sanitary Sewer Service (total - 3.8)
- 17. Hospitals (total - 4.6)
- 18. Medical Care Facilities (total - 4.6)
- 19. Nursing Care Facilities (total - 4.1)
- 20. Parks (total - 4.2)
- 21. Park Equipment (total - 4.0)
- 22. Swimming Pools (total - 4.3)
- 23. Historic Sites or Facilities (total - 3.8)
- 24. Natural Timber Areas (total - 3.4)
- 25. Paved Trail Areas ( total - 3.1)
- 26. Hunting & Fishing Areas (total - 3.4)
- 27. Airport Facilities (total - 4.1)
- 28. Road Surfaces (rural - 2.9; urban - 2.5; total - 2.6)
- 29. Bridge Structures (rural - 2.0; urban - 2.4; total - 2.3)
- 30. Road Widths (rural - 2.6; urban - 2.8; total - 2.8)

- 31. Public Transit (total - 3.2)
- 32. Animal Control (total - 3.1)
- 33. Well Closure (total - 3.9)
- 34. School Systems (total - 4.6)
- 35. School Facilities (total - 4.5)
- 36. School Programs (total - 4.7)
- 37. School Services (total - 4.6)
- 1. The county needs more child care services. (rural - 3.3; urban - 2.6; total - 2.8)
- 2. The county needs more senior services. (rural - 3.5; urban - 3.0; total - 3.2)
- 3. The county needs more sheltered work shop facilities. (rural - 3.6; urban - 3.1; total - 3.3)
- 4. The county needs more elder care. (rural - 3.1; urban - 3.1; total - 3.1)

**Goals and Objectives**

This Comprehensive Plan, in its most basic form, is a reflection of the long-range vision of Shelby County residents. It is both philosophical in expressing hopes and pragmatic in allocating limited resources. Ultimately, the overall utility of this document will be measured by its ability to provide clear direction while recognizing the need for flexibility as future opportunities arise.

Goals and objectives form the fundamental structure of the Comprehensive Plan. They attempt to address the questions of “what” and “how” we plan.

*The **Goal** statement states a desired outcome.  
**Objective** identifies a specific means for achieving that goal.  
**Action and Programs** will be the outcome of the goals and objectives.*

**GOALS>>>>OBJECTIVES>>>>ACTION & PROGRAMS**

Goals and objectives have been listed in each section of this plan next to the respective topic.

## PLAN IMPLEMENTATION AND MAINTENANCE

This chapter examines two issues that will continue to face the county -- implementing and updating the plan.

**Implementation** - is the opportunity to achieve the goals of the plan. It is the course by which the County Supervisors and the Planning and Zoning Commission can guide and direct future development.

**Updating** - is also a key, long-term issue. An annual review is suggested in order to maintain the overall viability of the plan.

### **Plan Recommendations and Action Agenda**

A series of programs, developed through coordinated citizen participation, should be applied to meet the needs and deal with the development issues identified in the plan. These are derived from public participation and community surveys. This action agenda summarizes the four primary program areas of continued county action.

#### **Agriculture**

**ACTION STRATEGY: Preserve prime agricultural lands.**

**ACTION STRATEGY: Preserve and enhance conservation lands and to protect soil and water resources in Shelby County**

**STEP:** Promote non-farm development in less productive soil or slope conditions away from environmental and conservation designated lands, while encouraging only agricultural activities in the most productive soil classifications. In cases where high production lands are involved the county policy should be to deny non-farm development.

#### **Retail, Service, Tourism**

**ACTION STRATEGY: Enhance retail, service and tourism opportunity in Shelby County.**

**STEP:** Utilize public investment, guided by capital improvements programming to promote development and stability of the retail, service and tourism centers in the county. The highest priority should be given to the preservation of existing areas of development. Capital improvements should be used to implement the recommendations of approved development plans.

#### **Manufacture Industry**

**ACTION STRATEGY: Encourage the introduction and placement of manufacturing facilities in Shelby County.**

**STEP:** Focus on major new industrial development central to all the county. Concentrate new or expanded development to take advantage of existing county and city investments. Concentrate strength.

## **Housing**

**ACTION STRATEGY: Stimulate new housing that will attract young middle-income families to Shelby County.**

STEP: Enforce provisions of city and/or county codes, assure minimum building standards are in place and are practiced, eliminate elements of community disinvestment and invest in capital improvements necessary to encourage construction of new housing. Implement incentive packages to reduce the overall cost of purchasing new housing.

## **Public Facilities and Transportation Systems**

**ACTION STRATEGY: Focus future public investments and services to support existing public facilities, transportation systems and public investment.**

STEP: Continue to prioritize, locally, projects that support public investment of existing horizontal and vertical infrastructure that serves the community or area. Continue to study ways of sharing and coordinating efforts for providing infrastructure and municipal or county services.

**ACTION STRATEGY: Provide safe, efficient, economical, and dependable transportation service throughout the County. Emphasis is on the preservation and conservation of the existing transportation network, maintenance of road use tax funds, and system expansion where warranted.**

STEP: Continue to prioritize, locally, projects that support public investment of existing roads and bridges. Continue to study ways of coordinating federal, state and local expenditure on roads and bridges. Continue to study ways of reducing infrastructure damage due to degrading streams in the county.

## **Implementation: Financing and Action**

Many public objectives can only be met through the expenditure of public funds. Achieving these objectives should lead to more efficient use of both public and private resources. Each project should be viewed with the full range of funding alternatives and technical assistance available to it before action is taken. These sources must not only provide sufficient funds to accomplish the objectives intended, but they should be tapped in ways that are as equitable as possible in balancing costs against benefits received.

Another method for implementing these objectives (such as protection of floodplains and environmental corridors, the staging of development, and prime farm land presentation), could be developed through a system of incentives and compensation. The benefits and costs involved in the achievement of public objectives should be considered which are equitable to both the individual and to the general public. Specific steps should be taken to enable progress to be made in such areas as:

- the preservation of land for protection of waterways, prime farm land and environmental corridors
- the provision of adequate rights-of-way along major streets and county roads
- the protection of airport approach zones
- the delineation of expansion and containment of key commercial and industrial areas
- the preservation of sites for open space or recreational development

## **Plan Maintenance and Updating**

A relevant, up-to-date plan is critical to ongoing planning success. To maintain both public and private sector confidence; evaluation and modifications based on sound judgements should be made to the planning document as necessary. The plan must be current.

After adoption of the comprehensive plan, opportunities should be provided to identify any changes in conditions that would impact elements or policies in the plan. Each year a report should be prepared by the Planning and Zoning Commission, and staff, which provides information and recommendations on possible amendments to the plan.

The Planning and Zoning Commission should hold a public hearing on this report in order to:

- \_ Provide citizens or developers with an opportunity to present possible changes to the plan,
- \_ Identify any changes in the status of projects called for in the plan, and
- \_ Bring forth any issues, or identify any changes in conditions which may impact the validity of the plan.

If the Commission finds that major policy issues or major changes in basic assumptions or conditions have arisen which could necessitate revisions to the plan, they should recommend changes or further study of those changes; this process may lead to identification of amendments to the plan which would be processed per the procedures in the next section.

### **Education, Participation, and Leadership**

Broad public support and involvement is required as a prerequisite to the development and use of virtually any implementation policy or program. If adequate support is to be developed, a vigorous and continuing program of discussion, education, and participation must be carried on. Moreover, people who are in a position to understand the needs of the county and ways of meeting those needs must take the initiative to stimulate the interest and the understanding that must be involved to assure that support and action are developed.

To produce the levels of consensus required, vigorous and continuing public involvement will be required in such areas as:

- detailing of plans and proposals to clarify their impact on specific areas, groups, and individuals,
- development of specified implementation activities and organization arrangements,
- the continued monitoring and interpretation of the plan,

## **Plan Update and Annual Amendments**

There should be a plan update after the current plan has been in use for five (5) years. The update process could include forecasts to a new target year, analysis of alternate land use plans, and possible evaluation of alternate formats for the plan. The annual review of the plan, specified above, will accommodate any necessary revisions to the plan which may arise during the years prior to the next update.

It is anticipated that each year, during the annual plan review, individuals and groups may come forward with proposals to amend the plan. We would recommend that those proposals be compiled and reviewed once a year, rather than on a case-by-case basis. By reviewing all proposed amendments at one time, the effects of each proposal can be evaluated for impacts on other proposals and all proposals can be reviewed for their net impact on the comprehensive plan.

However, if major or innovative development opportunities arise which impact several elements of the plan and which are determined to be of importance, a plan amendment may be proposed and considered separate from the annual review of other proposed plan amendments. Unforeseen opportunities should be processed in an expedient manner. County staff shall compile a list of proposed amendments received during a year, prepare a report providing pertinent information on each proposal, and recommend action on the proposed amendments. The comprehensive plan amendment process should adhere to the adoption process specified in the Iowa Code and should provide for organized participation and involvement of interested citizens.

### **Policy: How the Plan Relates to Ongoing Decision Making**

If a comprehensive plan is to have value, methods must be devised to make sure that actions and decisions conform to and do not detract from the plan. Every significant proposal that requires action by the Supervisors or Commission should be accompanied by an evaluation of its potential to implement the comprehensive plan. This evaluation can be quite simple in situations where the impact is minimal, amounting to no more than a brief indication of whether the comprehensive plan provides direction and whether or not the proposal conforms with the plan. Where a requested proposal is inconsistent with the land use plan, however, or is a comprehensive proposal affecting the overall plan, additional review procedures are necessary.

### **Criteria for Evaluating Development Proposals**

Interpretation of the plan should be composed of a continuous and related series of analyses, with references to the goals and policies, the overall land use plan, and specific land use policies. Therefore, when considering specific proposed developments, interpretation of the plan should include a thorough review of all sections of the plan.

If a development proposal is not consistently supported by the plan, serious consideration should be given to making modifications to the proposal. The following criteria could be used to determine if a comprehensive plan amendment would be justified:

1. the zoning uses, and character of nearby properties
2. the suitability of the property for the uses allowed under the current zoning designation in contrast with uses that may be permitted by amending the plan
3. the type and extent of positive or detrimental impact that may affect adjacent properties, or the County at-large, if the request is approved
4. the impact of the proposal on public utilities and facilities
5. the benefits of the proposal to the public health, safety, and welfare compared to the hardship imposed on the applicant if the request is not approved

6. comparison between the existing land use plan and the proposed change regarding the relative conformance to the goals and policies

7. consideration of professional staff recommendations

### **Large Scale Amendments**

In more comprehensive proposals (such as a capital improvements program, a new zoning ordinance or maps, or a planned unit development proposal), a more extensive evaluation may be required to identify potential revisions to the proposal or to the comprehensive plan. The staff report on such a proposal could address the following:

description of the proposal

identification of elements of the plan that would be affected by the proposal

evaluation of the effects of the proposal on the comprehensive plan, by element (such as goals and policies, land use, or transportation); if the proposal supports the plan, the evaluation should so indicate, but if it conflicts with the plan, the nature and extent of the conflict should be identified

identification of adjustments to the plan or the proposal that would reduce any noted conflicts or negative impacts. If adjustments to the plan are proposed, they should be undertaken and adopted per the comprehensive plan amendment process before final action is taken on the comprehensive proposal