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Local Economic Development Strategic Planning: A Proposal to Develop Community Self-Help Training Materials

Center for Public Affairs Research (CPAR)
University of Nebraska at Omaha

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**Local Economic Development
Strategic Planning:
A Proposal to Develop Community
Self-Help Training Materials**

revised 6/20/88

Christine M. Reed
Center for Applied Urban Research

B. J. Reed
Department of Public Administration

Russell L. Smith
Center for Applied Urban Research

Willa Bruce
Department of Public Administration

**LOCAL ECONOMIC DEVELOPMENT STRATEGIC PLANNING:
A PROPOSAL TO DEVELOP COMMUNITY
SELF-HELP TRAINING MATERIALS**

Introduction

Rural and small town economies suffer from a lack of economic diversification, and from small size and isolation. At the same time, small communities often need help in organizing regionally based and locally driven comprehensive programs for economic development. In response to the apparent need for training assistance, the Center for Applied Urban Research (CAUR) and the Department of Public Administration at the University of Nebraska at Omaha (UNO) developed during the past two years a strategic planning approach for use by small towns. Altogether, the process has been successfully used in projects involving twelve communities in Nebraska.

This proposal from CAUR and the National League of Cities (NLC) requests funding to develop, produce, and disseminate prepackaged tools and training materials so that the process developed at UNO can be marketed and delivered to communities throughout the country by the National League of Cities at a reduced cost and by a wider network of trainers than is currently the case. Under the proposed project, the Center for Applied Urban Research would develop the strategic planning materials, while the National League of Cities would produce and market them.

A total of [fill in amount] is requested. Of this amount, \$85,250 would be used by the Center for Applied Urban Research in developing the videos and guidebook series to support strategic planning for community economic development. The National League of Cities would use the remaining money to produce the videos and to edit, typeset, layout, and print the guidebooks. NLC would be the funding recipient and subcontract with the Center for Applied Urban Research.

A Brief History of the Nebraska Strategic Planning Project

In 1987, the Nebraska Department of Economic Development (DED) was awarded a 107 Technical Assistance Grant from the U.S. Department of Housing and Urban Development. The grant helped to continue efforts begun by DED and the Department of Public Administration, University of Nebraska at Omaha, in 1985 to help small communities increase their capacity to undertake strategic planning programs for economic development. During the past three years, eleven communities participated in the effort, as staff and

faculty from the Nebraska Department of Economic Development, Center for Applied Urban Research and the Department of Public Administration tested and adapted strategic planning decision techniques pioneered by Public Technology Inc. for use by small rural communities.

The approach pioneered in Nebraska integrates strategic planning with a community development goal setting process, and with local analysis of economic trends impacting the community. Underlying this approach is a philosophy of community self-help, relying on a network of local government officials, business owners, professionals and others to design and carry out a local strategic economic development action plan. The components of the self-help approach described below—and the training materials—are a sequence of activities to be carried out by a local network, with or without the help of an outside educator/trainer.

Strategic Planning for Local Economic Development

This self-help approach assumes that a small, core group (resource team) will prepare and organize the strategic planning effort; and that a larger local network (steering committee) will analyze the data, identify key issues, prioritize strategies and assume responsibility for coordinating and implementing the action plan. Within this general framework, however, are several possible roles for an outside educator/trainer, such as gathering national, state and regional economic data, facilitating the strategic planning sessions, and providing expert advice and feedback about the action plan.

1. **Preparing and Organizing.** This step involves learning about the strategic planning process, and about local roles and responsibilities; organizing a local resource team (core working group) and a steering committee (larger network) to participate in the workshops; and committing funds and local expertise, as needed.

2. **Building a Local Data Base.** This component is an assessment of the community's resources: physical infrastructure, administrative capacity, plans for expansion by local merchants, and so forth. Information is collected from local surveys. National, regional, state and county employment, population and labor force data are compiled from census and other sources.

3. **Strategic Planning Sessions.** The local network or steering committee meets in a retreat setting to examine and discuss external and internal factors impacting development in the area; focus limited resources on a selected number of realistic development options; and begin to coordinate the various local development objectives toward common objectives.

4. **Forming an Action Plan.** The steering committee meets again to form the document that focuses resources in the direction of strategic goals. Forming the action plan is a process requiring the steering committee to decide which development objectives should have priority over others; which projects should be undertaken to reach those objectives; which local groups or organizations should have responsibility for specific projects; and what steps should be taken to complete each project.

Assessing Community Readiness

A crucial dimension of this self-help approach is an assessment of community readiness for strategic planning. Experience in Nebraska and other states reveals that community transition, for example from a farm economy to an industrial or service base, is a very painful process for people. Intellectually, local leaders may recognize the need for change, but emotionally or psychologically deny the importance of the strategic planning data. This self-help approach recognizes and honors affective responses, and builds them into the process, so that negative reactions will not obstruct implementation of the strategic action plan.

A second aspect of community readiness is local capacity and commitment to economic development strategic planning: physical infrastructure; a formal organization structure for economic development (such as a chamber of commerce or an economic development corporation); public and private resources to invest in specific projects; a network of volunteers willing to serve on the strategic planning steering committee; and a small core of community leaders committed to managing the project and conducting some of the components of the process, such as organizing a community survey.

Self-help Training Materials

Assessing community readiness for strategic planning is an essential part of this self-help approach. Upon considering the prerequisites, community leaders may decide to postpone an economic development plan and seek community development funding or technical assistance. Such a decision would be preferable to wasting scarce local resources on a plan that fails to involve key local actors, is poorly organized, and is never implemented. Therefore, a crucial element of the self-help training package would be a short marketing video highlighting the following information:

- A description of the self-help approach to local economic development strategic planning;

- What other communities have accomplished using this approach, with testimonials from local officials;
- What the self-help approach requires of the core leadership or resource team;
- What options exist for hiring an outside educator/facilitator to help with certain components of the process;
- The approximate time, money and volunteer commitment required;
- A readiness checklist for community leaders; and
- A brief overview of the trainer's package, cost, and how to order.

The training materials would include two additional videos, each with accompanying written materials. One of these videos would be designed for use by a local steering committee whose members have decided to assume responsibility for the entire project. Under this arrangement, the community resource team would coordinate the project, complete all of the organizational tasks, and recruit a local educator/trainer to facilitate the sessions. The local steering committee would play the "self help" video at the two planning sessions; and the video (with accompanying written materials) would walk the steering committee through the analysis of external and internal factors, identification of development options, and initial development of a strategic action plan. The local educator/trainer would introduce the video and facilitate the small group discussions in between segments of the video.

The third video is designed for use by local resource teams and by local and outside educator/trainers. As mentioned previously, a community has two basic options for using the community self-help training materials, either using local volunteers to conduct the project or contracting with an outside organization. The third video would train those people who will be organizing and facilitating community strategic planning projects. The video would follow a community from beginning to end, illustrating organizational, analytic and process techniques.

The trainers' video is designed to be used by local educator/trainers who plan to rely on the "self-help" video, by local resource teams who are organizing community strategic planning projects, and by outside educator/trainers who will organize and train local steering committees. A training-the trainers program would include the trainers video, a written trainers manual, and instruction in the use of the training package. The institutional umbrella for a training-the-trainers program might be a

university or a state agency division working with a state's league of municipalities; the exact organizational structure would be tailored to each state or locality.

Another major element of the training package would be community analysis computer software directly keyed to this strategic planning process. If the training package were used within Nebraska, the Center for Applied Urban Research would maintain the data bases to support the software. In other states, a university extension service or research bureau could develop and maintain the necessary data bases for use by communities, if desired.

- Marketing Video
- Self-help Video
- Self-help Manual
- Trainers Video
- Trainers Manual
- Community Analysis Software
- Action Plan Guidebooks

Communities would also have available to them one or more guidebooks on specific work areas targeted by the strategic action plan: retail development, business retention, service sector strategies, business attraction, for example. These guidebooks would contain detailed information about project design, specialized data bases, available financial resources and expertise, and case studies of successful projects in relevant work areas.

Budget and Staffing to Develop Self-help Training Materials

Project Staff

The training materials would be developed by Drs. Christine Reed, B.J. Reed, and Russell L. Smith in consultation with Dr. Willa Bruce, a professor of organizational development and an experienced trainer (see Appendix A for resumes of CAUR faculty). The videos would be produced under the direction of the National League of Cities. The training manuals and guidebooks would be edited and produced by NLC, as well. The entire project would be conducted under the administrative direction of the National League of Cities. Dr. Christine Reed, Associate Director of the Center for Applied Urban Research at the University of Nebraska at Omaha will supervise UNO's work.

Dr. Christine Reed and Dr. B.J. Reed have been actively involved in the Nebraska community economic development strategic planning program since

1982, when the idea was first developed with staff from the Nebraska Department of Economic Development. An article published in the *Journal of the American Planning Association*, and a chapter from a forthcoming book, *Managing Economic Development*, published by Jossey-Bass, Inc. are illustrative of the applications beyond the State of Nebraska (see Appendix B). Dr. Smith has worked in developing economic development programs for a number of rural and small communities in Nebraska, South Dakota, and Illinois. Dr. Bruce is a member of the Public Administration faculty at UNO, and she has extensive training experience in community and organizational development.

The Center for Applied Urban Research is a unit of the College of Public Affairs and Community Service (CPACS) at the University of Nebraska at Omaha, and has a history of research and service. CAUR provides professional services in policy and applied research, community service, technical assistance, and data base management. Although these services primarily are provided to state and local governmental units in Nebraska, CAUR also provides services to the private sector. Most of the work at CAUR involves using social science research techniques to create new information for policymaking and decisionmaking by clients.

CAUR assists governmental units, community groups, and the private sector in data collection, statistical analyses, problemsolving, and organization. CAUR has helped clients design surveys, assess needs, improve delivery of services, develop programs, strengthen planning efforts, and gain useful skills.

CAUR maintains a data and documents library to assist staff members in their research and to serve the university community and public. CAUR also maintains an extensive computerized data base containing information from the U.S. Bureau of the Census, U.S. Bureau of Economic Analysis, and other federal and state agencies.

The center has a multidisciplinary staff with expertise in a variety of fields, including economics, demographics, sociology, political science, economic development, strategic planning, and public administration. Professionals from throughout the university are encouraged to participate in CAUR projects.

CAUR is supported by a full-time editor, office manager, data base coordinator, librarian, students, interns, and several clerical personnel. In addition, the resources of the entire University of Nebraska system are available to the staff of CAUR. Thus, CAUR has both the experience and the expertise to serve as the lead agency for the development of strategic planning self-help training materials.

The National League of Cities would provide overall leadership and administrative support for the project. NLC is well suited to play this role....
[NLC complete this paragraph]

An advisory group representing state development agencies, public interest groups, regional councils of government, state and community colleges, and the Cooperative Extension Service would assist in reviewing drafts of the written materials and in previewing the videos.

Project Budget

The proposed budget covers four major activities: 1) development of the marketing and training videos; 2) development of the written training manuals and guidebooks; 3) development of the strategic planning software; and 4) production and marketing of the training package to communities and potential trainers. Following the budget summary is a discussion of options for recapturing the reproduction costs and possibly some of the development costs of the training materials.

I.	Develop three marketing and training videos	\$17,500
II.	Develop written training materials	45,000
III.	Develop economic analysis software keyed to strategic planning process	15,000
IV.	Produce, print, and market videos and guidebooks and print marketing brochure	[NLC fill in]
	UNO Indirect costs (10% of total direct costs)	7,750
Total		[to be filled in]

Marketing the Self-help Training Materials

[NLC needs to rework this section; it represents a "stab"]

The money spent developing quality training materials will be wasted if communities and trainers do not use them. Therefore, NLC and CAUR plan to use a two-pronged strategy to market the proposed materials. First, the active participation of an advisory group will ensure familiarity with and excitement about the product. Secondly, NLC will use its linkages with municipal officials, state leagues, and support organizations to market the materials. Marketing plans could include brochures, panels at national and annual league meetings, a national workshop built around the materials, and state-level networking workshops.

A portion of the costs of reproducing the videos and written materials would be recaptured by building those costs into the price. However, the actual development costs could be passed on to users, and the "profit" returned to the funding sources for this proposed project in proportion to their relative contributions. A modified version of the latter option is to charge communities and trainers according to a sliding scale based on ability to pay. The feasibility of these various options would need to be carefully studied before developing a detailed marketing strategy.

Appendix A

Christine M. Reed

Higher Education

B.A. Connecticut College, New London, Conn., 1971
M.A. Brown University, Providence, R.I., 1974
Ph.D. Brown University, Providence, R.I., 1983

Professional Experience

1987 - Present Associate Director, Center for Applied Urban Research. Responsible for assisting the Director in providing overall administration and direction for CAUR, including coordination of faculty research projects.

1983 - 1987 Assistant Professor of Public Administration, University of Nebraska at Omaha. Responsible for graduate courses in personnel administration, administrative law, and general public administration, as well as undergraduate public administration.

1982 - 1983 Instructor, Department of Public Administration, University of Nebraska at Omaha. Responsible for teaching undergraduate course in urban studies, graduate course in community and regional planning, and team-teaching in the Goodrich Program social science sequence for sophomores.

1981 - 1982 Social Science Research Analyst, Division of Policy Studies, Office of Policy Development and Research, U.S. Department of Housing and Urban Development. Participated in two major field studies evaluating the impacts of the Urban Development Action Grant Program and the Public Housing Program. Supervised the research and writing of a report on volume of condominium conversion activity.

1979 - 1981 Project Coordinator, National Community Development Association, Washington, D.C. Coordinated the development of one-day staff development training sessions for local community development officials. Participated in training local community development officials in the elements of the 1978 Community Reinvestment Act. Identified and edited case study material for training guidebook. Assisted in conducting the training sessions. Participated in other technical assistance contracts.

March 1979 - August 1979 Staff Associate, New England Resource Center for Child Protective Services, Boston, Mass. Conducted as part of a consulting team a major systems analysis of the Rhode Island child welfare system for the State Budget Office.

The report resulted in the consolidating of four separate children's service agencies into a consolidated Department of Children and Their Families, and development of a management information system integrating the functions of the four agencies.

1974 - 1979 Research Associate, Bureau of Government Research, University of Rhode Island. Provided technical assistance to local governments in the areas of general organization and management; personnel administration; community needs assessment and survey research; organizational development. Supervised and conducted several position classification and pay studies for Rhode Island local governments. Supervised a community needs assessment, "Goals for Lincoln." Participated in state-wide training needs assessment for local governments. Supervised MPA student interns. Guest lectured in MPA courses.

Professional Experience (Consulting)

1984 - 1985 Conducted a management study for the City of Alliance, Nebraska (with B.J. Reed). Conducted a strategic planning pilot project in two Nebraska communities, under contract with Nebraska Department of Economic Development (with B.J. Reed). Completed a strategic planning guidebook for local officials.

1983 - 1984 Participated as a trainer in community development planning for the Nebraska Municipal Clerks School.

1982 - 1983 Participated in development of a performance appraisal system for the Beatrice State Developmental Center, State of Nebraska.

 Participated as a trainer at two economic development conferences for Nebraska local officials under contract with Nebraska Department of Economic Development.

1978 Project consultant to National League of Cities on HUD-funded survey of development needs of small cities. Disaster investigator for National Governors Association under contract with Defense Civil Preparedness Agency in conducting Emergency Preparedness Project. Visited two disaster sites, interviewed key actors, and analyzed organization response among four levels of government to disasters.

Primary Teaching Fields

Public Personnel Administration
Administrative Law

Research and Creative Activity

"Assessing Readiness for Economic Development Strategic Planning," American Planning Association Journal, Autumn, 1987 (refereed) Christine M. Reed, B.J. Reed, and Jeffrey S. Luke

"Anti-Nepotism Rules and Dual Career Couples," Public Personnel Management, forthcoming (refereed)

Managing Economic Development Strategically, Jossey-Bass, Inc. forthcoming (scholarly review) Jeffery S. Luke, Curtis Ventriss, B.J. Reed, and Christine M. Reed

"Anti-Nepotism Rules, Civil Rights and the U.S. Constitution: The Legal Rights of Married Co-Workers," submitted to Public Personnel Management (refereed) Christine M. Reed and Linda Cohen

"Changing Roles of Governments and Other Actors," in Housing and Urban Development: A Fifty Year History (editorially refereed), National Association of Housing and Redevelopment Officials, 1986, Christine M. Reed and B.J. Reed

A Guide for Local Economic Development Strategic Planning, Nebraska Department of Economic Development, 1985, Christine M. Reed and B.J. Reed

The Research Process in Public Administration (tentative title) Jossey-Bass, Inc. Work in progress with Astrid Merget, Christine M. Reed, Jay White and Carole Larson

An Impact Evaluation of the Urban Development Action Grant Program, Division of Policy Studies, Office of Policy Development and Research, U.S. Department of Housing and Urban Development, 1982, contributing author

The Conversion of Rental Housing to Condominiums and Cooperatives: The Volume of Conversion Activity in Selected Metropolitan Areas, Division of Policy Studies, Office of Policy Development and Research, U.S. Department of Housing and Urban Development, 1981, contributing author

"Public Administration Internships and Community Networks," Teaching Political Science Annual Conference, April 3, 1986

"Strategic Planning for Local Economic Development: Stages of Death, Dying and Rebirth," American Society for Public Administration Annual Conference, Anaheim, CA, April 13-16, paper co-authored with B.J. Reed, and Jeffrey S. Luke, and presented by Jeffrey S. Luke

"New Policy Models and Action Frameworks for an Interconnected Environment" American Society for Public Administration annual conference, Denver, CO,

April, 1984

Service to Profession and Discipline

Facilitator, Workshop on Professional Ethics, Annual City Managers Conference, April 24, 1985, University of Kansas, (with City Manager Wolfgang Bauer).

Nebraska Chapter of A.S.P.A., President, 1986-1987; President-elect, 1984-1986; Council member, 1983-1984, 1987-1988.

Nebraska Chapter of A.S.P.A., 1986 A.S.P.A. Regional Conference Co-Chair.

NU Library Staff Development Workshop, "Planning and Managing Change in Libraries," (with Dr. Jeff Luke), 1985.

UNO Fall Instructor Development Workshop, "Teaching Challenge: Matching Difficulties of Course Material and Writing Assignments with Cognitive Abilities of Students," (with Dr. Kubitschek), 1984.

Nebraska Student A.S.P.A. Chapter, A.S.P.A. Faculty Advisor, 1983-1985.

Luminary Program, U.N.O., (Coordinated visit to Omaha of two distinguished experts in the area of low-income housing policy), Fall 1982.

Rhode Island Chapter of A.S.P.A., Council Member, 1978-1979.

Professionally-Related Community Service

Leadership Omaha Alumni Association Long Range Planning Committee, 1985-1986.

Board of Directors, Omaha Urban Housing Foundation, 1983-1985. President, 1984-1985. Vice President, 1985-present.

Pro bono, consultant to Omaha Community Housing Resource Board, providing assistance in obtaining a federal grant.

Keynote speaker at 1984 Nebraska Planning and Zoning Association Annual Meeting.

Speaker, Nebraska Association of County Officials annual meeting, November 1983. Speaker, League of Nebraska Municipalities annual meeting, September 1983 and 1984. Panel Convener, ASPA Regional VII annual meeting, October 1983.

University Service

Departmental Internship Advisor, 1985 - 1987.

University Committee on Improvement of Instruction, 1987 - Present

Departmental Liaison to Dean's Advisory Committee 1986 - present.

Departmental Graduate Program Committee, 1984 - present.

Graduate School Catalog Review Committee, 1984 - 1985. College Diamond Jubilee Task Force, 1982 - 1983. College Advisory Committee, 1982 - 1983.

Departmental Curriculum Committee, 1982 - 1983, 1986 - present.

Awards and Honors

- 1985 U.S. Department of Housing and Urban Development Fair Housing Achievement Award.
- 1984 - 1985 Selected for "Leadership Omaha" (Chamber of Commerce Leadership development program).

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in two major field studies evaluating the impacts of the Urban Development Action Grant Program and the Public Housing Program. Supervised the research and writing of a report on volume of condominium conversion activity.

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Departmental Graduate Program Committee, 1984 - present.

Graduate School Catalog Review Committee, 1984 - 1985. College Diamond Jubilee Task Force, 1982 - 1983. College Advisory Committee, 1982 - 1983.

Departmental Curriculum Committee, 1982 - 1983, 1986 - present.

Awards and Honors

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University of
Nebraska
at Omaha

Center for Applied Urban Research
Peter Kiewit Conference Center
1313 Farnam on the Mall
Omaha, Nebraska 68182
Telephone: 402/554-2764
402/554-8311

May 10, 1988



Mr. David Sears
Economic Research Service
Government and Development Policy Section
U.S. Department of Agriculture
1301 New York Avenue
Washington, D.C. 20005-4788

Dear Dave:

Enclosed is the proposal we discussed over the phone last Friday. It seeks funding to develop, produce and market self-help training materials for community economic development strategic planning. As indicated in the proposal, we have already designed the process based on experience with eleven small rural Nebraska communities; however, the development of the training package will cost an estimated \$87,500, plus university overhead expenses. At this point, we assume that the videos and written materials developed and produced in Nebraska could be reproduced and marketed nationally. For example, scenes of an actual strategic planning session could be filmed in Nebraska, but identified simply as a typical small rural community. If we were to expand development and production beyond Nebraska, total costs would increase accordingly.

We are simultaneously approaching funding sources within the state, and we think we can raise \$30,000 from corporations, utility companies, and others. Therefore, we are requesting \$57,500 from the United States Department of Agriculture. While the Economic Research Service is our first point of contact, the Cooperative Extension Service or other division may also be interested in this project.

Russell Smith will be visiting you in a couple of days to discuss the self-development RFP, as well as other matters. He is prepared to answer any questions about the self-help training proposal. If you think that we should pursue funding elsewhere in the department, please let Russ know. We think the enclosed proposal is an exciting idea with applications beyond Nebraska. I look forward to talking with you again.

Sincerely yours,

A handwritten signature in cursive script that reads 'Christine'.

Christine Reed
Associate Director

Graduate School Catalog Review Committee, 1984 - 1985. College Diamond Jubilee Task Force, 1982 - 1983. College Advisory Committee, 1982 - 1983.

Departmental Curriculum Committee, 1982 - 1983, 1986 - present.

Awards and Honors

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- 1981 - 1982 Social Science Research Analyst, Division of Policy Studies, Office of Policy Development and Research, U.S. Department of Housing and Urban Development. Participated

in two major field studies evaluating the impacts of the Urban Development Action Grant Program and the Public Housing Program. Supervised the research and writing of a report on volume of condominium conversion activity.

- 1979 - 1981 Project Coordinator, National Community Development Association, Washington, D.C. Coordinated the development of one-day staff development training sessions for local community development officials. Participated in training local community development officials in the elements of the 1978 Community Reinvestment Act. Identified and edited case study material for training guidebook. Assisted in conducting the training sessions. Participated in other technical assistance contracts.
- March 1979 - August 1979 Staff Associate, New England Resource Center for Child Protective Services, Boston, Mass. Conducted as part of a consulting team a major systems analysis of the Rhode Island child welfare system for the State Budget Office. The report resulted in the consolidating of four separate children's service agencies into a consolidated Department of Children and Their Families, and development of a management information system integrating the functions of the four agencies.
- 1974 - 1979 Research Associate, Bureau of Government Research, University of Rhode Island. Provided technical assistance to local governments in the areas of general organization and management; personnel administration; community needs assessment and survey research; organizational development. Supervised and conducted several position classification and pay studies for Rhode Island local governments. Supervised a community needs assessment, "Goals for Lincoln." Participated in state-wide training needs assessment for local governments. Supervised MPA student interns. Guest lectured in MPA courses.

Professional Experience (Consulting)

- 1984 - 1985 Conducted a management study for the City of Alliance, Nebraska (with B.J. Reed). Conducted a strategic planning pilot project in two Nebraska communities, under contract with Nebraska Department of Economic Development (with B.J. Reed). Completed a strategic planning guidebook for local officials.
- 1983 - 1984 Participated as a trainer in community development planning for the Nebraska Municipal Clerks School.
- 1982 - 1983 Participated in development of a performance appraisal system for the Beatrice State Developmental Center,

State of Nebraska.

Participated as a trainer at two economic development conferences for Nebraska local officials under contract with Nebraska Department of Economic Development.

1978

Project consultant to National League of Cities on HUD-funded survey of development needs of small cities. Disaster investigator for National Governors Association under contract with Defense Civil Preparedness Agency in conducting Emergency Preparedness Project. Visited two disaster sites, interviewed key actors, and analyzed organization response among four levels of government to disasters.

Primary Teaching Fields

Public Personnel Administration
Administrative Law

Research and Creative Activity

"Assessing Readiness for Economic Development Strategic Planning," American Planning Association Journal, Autumn, 1987 (refereed) Christine M. Reed, B.J. Reed, and Jeffrey S. Luke

"Anti-Nepotism Rules and Dual Career Couples," Public Personnel Management, forthcoming (refereed)

Managing Economic Development Strategically, Jossey-Bass, Inc. forthcoming (scholarly review) Jeffery S. Luke, Curtis Ventriss, B.J. Reed, and Christine M. Reed

"Anti-Nepotism Rules, Civil Rights and the U.S. Constitution: The Legal Rights of Married Co-Workers," submitted to Public Personnel Management (refereed) Christine M. Reed and Linda Cohen

"Changing Roles of Governments and Other Actors," in Housing and Urban Development: A Fifty Year History (editorially refereed), National Association of Housing and Redevelopment Officials, 1986, Christine M. Reed and B.J. Reed

A Guide for Local Economic Development Strategic Planning, Nebraska Department of Economic Development, 1985, Christine M. Reed and B.J. Reed

The Research Process in Public Administration (tentative title) Jossey-Bass, Inc. Work in progress with Astrid Merget, Christine M. Reed, Jay White and Carole Larson

An Impact Evaluation of the Urban Development Action Grant Program, Division of Policy Studies, Office of Policy Development and Research, U.S. Department of Housing and Urban Development, 1982, contributing author

The Conversion of Rental Housing to Condominiums and Cooperatives: The Volume of Conversion Activity in Selected Metropolitan Areas, Division of Policy Studies, Office of Policy Development and Research, U.S. Department of Housing and Urban Development, 1981, contributing author

"Public Administration Internships and Community Networks," Teaching Political Science Annual Conference, April 3, 1986

"Strategic Planning for Local Economic Development: Stages of Death, Dying and Rebirth," American Society for Public Administration Annual Conference, Anaheim, CA, April 13-16, paper co-authored with B.J. Reed, and Jeffrey S. Luke, and presented by Jeffrey S. Luke

"New Policy Models and Action Frameworks for an Interconnected Environment" American Society for Public Administration annual conference, Denver, CO, April, 1984

Service to Profession and Discipline

Facilitator, Workshop on Professional Ethics, Annual City Managers Conference, April 24, 1985, University of Kansas, (with City Manager Wolfgang Bauer).

Nebraska Chapter of A.S.P.A., President, 1986-1987; President-elect, 1984-1986; Council member, 1983-1984, 1987-1988.

Nebraska Chapter of A.S.P.A., 1986 A.S.P.A. Regional Conference Co-Chair.

NU Library Staff Development Workshop, "Planning and Managing Change in Libraries," (with Dr. Jeff Luke), 1985.

UNO Fall Instructor Development Workshop, "Teaching Challenge: Matching Difficulties of Course Material and Writing Assignments with Cognitive Abilities of Students," (with Dr. Kubitschek), 1984.

Nebraska Student A.S.P.A. Chapter, A.S.P.A. Faculty Advisor, 1983-1985.

Luminary Program, U.N.O., (Coordinated visit to Omaha of two distinguished experts in the area of low-income housing policy), Fall 1982.

Rhode Island Chapter of A.S.P.A., Council Member, 1978-1979.

Professionally-Related Community Service

Leadership Omaha Alumni Association Long Range Planning Committee, 1985-1986.

Board of Directors, Omaha Urban Housing Foundation, 1983-1985. President, 1984-1985. Vice President, 1985-present.

Pro bono, consultant to Omaha Community Housing Resource Board, providing

assistance in obtaining a federal grant.

Keynote speaker at 1984 Nebraska Planning and Zoning Association Annual Meeting.

Speaker, Nebraska Association of County Officials annual meeting, November 1983. Speaker, League of Nebraska Municipalities annual meeting, September 1983 and 1984. Panel Convener, ASPA Regional VII annual meeting, October 1983.

University Service

Departmental Internship Advisor, 1985 - 1987.

University Committee on Improvement of Instruction, 1987 - Present

Departmental Liaison to Dean's Advisory Committee 1986 - present.

Departmental Graduate Program Committee, 1984 - present.

Graduate School Catalog Review Committee, 1984 - 1985. College Diamond Jubilee Task Force, 1982 - 1983. College Advisory Committee, 1982 - 1983.

Departmental Curriculum Committee, 1982 - 1983, 1986 - present.

Awards and Honors

1985 U.S. Department of Housing and Urban Development Fair Housing Achievement Award.

1984 - 1985 Selected for "Leadership Omaha" (Chamber of Commerce Leadership development program).

VITA
B.J. REED

Personal

Home Address	113 South 50th Avenue Omaha, Nebraska 68132 (402) 556-5509
Office Address	Department of Public Administration Annex 27 University of Nebraska at Omaha Omaha, Nebraska 68182-0276 (402) 554-2676
Height	6'2"
Weight	190
Age	38
Marital Status	Married

Higher Education

A.B.	Fort Hays Kansas State University September 1967 to May 1971
M.S.	Fort Hays Kansas State University June 1971 to August 1972
Ph.D.	University of Missouri-Columbia June 1973 to August 1977

Professional Experience
Non-Teaching

4/82 to 7/82	Director of Information Services Office of Membership Services The National League of Cities
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11/81 to 4/82

Assistant Director for Community and
Economic Development
Office of Membership Services
The National League of Cities
Washington, D.C.

Duties

Overall management of technical assistance
efforts related to:
 community development
 economic development
 housing
 finance administration
Contract operation of project to provide
technical assistance to states
implementing the Small Cities CDBG
program

5/78 to 11/81

Senior Staff Associate/Director of
Community and Economic Development
Projects
The National League of Cities
Washington, D.C.

Duties

Technical assistance to local governments
and state municipal league officials in
the areas of:
 housing
 community development
 economic development
 finance administration
Activities included:
 project director for
congressionally mandated study of small
cities' developmental needs
 supervision of peer-to-peer
technical assistance effort aimed at
cities in the Midwest
 preparation of successful
and innovative uses of Community
Development Block Grant program
 development of a housing
rehabilitation guidebook for smaller
cities
 coordination of a technical
assistance project for larger cities in
housing rehabilitation
 development of local review
panels for HUD on congressionally

sponsored research

administration of a major city economic development program for communities including information, training and direct assistance

5/75 to 10/78

Director of Community Development
City of Mexico, Missouri

Duties

Administration of the City's \$1.5 million HUD Community Development Block Grant program (housing rehabilitation, new construction of housing, social services and various public works activities.
Over-site of various intergovernmental grant-in-aid programs for the Department of Commerce, Interior, Health, Education and Welfare and various state programs

9/74 to 5/75

Administrative Intern
City Manager's Office
Mexico, Missouri

Duties

Supervision of refuse collection
Preparation of flood ordinances
Preparation of Workable Program for the Department of Housing and Urban Development

9/71 to 5/72

Research Assistant in Political Science
Fort Hays State University
Hays, Kansas

Professional Experience
(Teaching)

8/85 to Present

Chairman of the Department of
Public Administration

Currently serve as Graduate Fellow allowing supervision of students pursuing masters and doctoral degrees

9/84 to Present

Associate Professor of Public Administration - University of Nebraska at Omaha - Omaha, Nebraska

8/82 to 8/84	Assistant Professor of Public Administration - University of Nebraska at Omaha - Omaha, Nebraska
8/77 to 5/78	Lecturer in Masters of Public Administration Program - University of Missouri-Columbia - Columbia, Missouri
9/73 to 5/75	Teaching assistant in the Political Science Department - University of Missouri-Columbia - Columbia, Missouri
9/72 to 5/73	Instructor in the Social Science Department - Southwestern State College - Weatherford, Oklahoma
3/71 to 5/71	Directed Student Teaching Trego Community High School Wakeeney, Kansas

Primary Teaching Fields

Undergraduate:

American Government
Introduction to Political Science
Introduction to Public Administration
Municipal Administration
Public Budgeting

Graduate

Introduction to Organizational Theory, National and Subnational Policy Processes
Public Budgeting
Municipal Administration
Seminar in Public Administration (computer applications, accounting, economics)
Special Topics in Public Administration (intergovernmental management)
Public Finance Administration
Public/Private Cooperation

Research and Creative Activity

"Mexico, Missouri and the Solid Waste Disposal Law," Governmental Affairs Newsletter IX No. 1 (September 1974)

- "The Housing and Community Development Act of 1974: Mexico, Missouri's Response," Governmental Affairs Newsletter IX No. 6 (February 1977)
- "The Community Development Act - One Year's Reflection," Governmental Affairs Newsletter X No. 3 (November 1975)
- "Management of Community Development," Missouri Municipal League Review 53 No. 8 (August 1976)
- "Making Intergovernmental Cooperation Work: Housing Winterization and Energy Conservation," Governmental Affairs Newsletter XI No. 6 (February 1977)
- "How Small Cities Have Responded to Federal Aid Decentralization: The Case of Community Development," Southern Review of Public Administration II No. 3 (December 1978) with Dr. Gerald Gabris **Refereed 50%**
- "Policy Orientations of City Managers: A National Survey Report," The International Journal of Public Administration II No. 1 (January 1980) with Dr. Roy Green **Refereed 50%**
- "A Perspective of Small City Development: Local Assessments of Grant Management Capacity," Urban Affairs Papers II No. 3 (Summer 1980) with Dr. Roy Green **Refereed 50%**
- "Reactions and Recommendations: Local Views Toward Tailoring The Grants System for Small Cities," Municipal Management III No. 4 (Spring 1981) with Dr. Green **Refereed 50%**
- "Small City Assessment of Their Grants Management Capacity," Rural Development Perspectives RDP-4 (September 1981) with Dr. Roy Green **Refereed 50%**
- "Occupational Stress and Professional Mobility Patterns Among City Managers," Urban Data Service Reports 13 No. 6 (June 1981) with Dr. Roy Green **Refereed 50%**
- "City Manager Attitudes Toward Big Business/Big Labor," Service Program on Employer-Employee Relations Newsletter II No. 5 (June 1979) with Dr. Roy Green
- "States Operate Small Cities' Grants" State Government News 25 No. 8 (August 1982)
- "The Changing Role of Local Advocacy in National Politics" The

Journal of Urban Affairs 6 (Fall 1983) **Refereed**

"The Changing Role of Governments in Housing and Development", Chapter in book to be published in the Winter/1986 by the National Association of Housing and Redevelopment Officials with Dr. Christine Reed **Refereed 50%**

From Nation to States: The Small Cities Community Development Block Grant Program co-edited with Edward Jennings, Alex Patakos and Dale Krane, 1986 SUNY Press in 1986 (co-authored three chapters and single authored one other **Refereed 20%**

Implementing New Federalism: The Community Development Block Grant Program SIAM Occasional Paper Series 1985 **Refereed**

Guide for Local Economic Development Strategic Planning State of Nebraska Department of Economic Development 1985 with Dr. Christine Reed - 50%

"Strategic Planning and Economic Development" The Economic Developer March 1985 with Dr. Christine Reed - 50%

"Occupational Stress and Mobility Among Professional Local Managers: Introspections and a Prognosis" International Journal of Public Administration (forthcoming 1988) with Dr. Roy Green **Refereed 50%**

"Occupational Stress and Mobility Among Professional Local Managers: A Decade of Change" ICMA Municipal YearBook (forthcoming May, 1988) with Dr. Roy Green **Refereed 50%**

"Assessing Readiness for Economic Development Strategic Planning" in Journal of The American Planning Association Autumn 1987 Vol. 53 No. 4 with Dr. Christine Reed and Dr. Jeff Luke **Refereed 20%**

Managing Economic Development Jossey-Bass Publishers (forthcoming, Summer 1988) with Dr. Christine Reed, Dr. Jeff Luke and Dr. Curt Ventriss (three sole authored chapters plus editorial and substantive assistance on others) **Refereed 20%**

"Nebraska Small Towns and Their Capacity for Economic Development" 1987 Nebraska Policy Choices November 1987 with Dr. David Paulsen **Refereed 50%**

Additional articles, reports, and monographs were published under the

auspices of the National League of Cities.

Work In Progress

Text entitled Public Finance Administration with Dr. John Swain to be published by Prentice-Hall in the Fall of 1989

Continue research project on stress in city managers with Dr. Roy Green

Prepare research article on the impact of local organizations on small town economic development with Dr. David Paulsen funded through Urban Conditions Research Grant, University of Nebraska at Omaha - Fall 1988

Papers

"Aspects of Public Policy Formation and Implementation at the Local Level: The Case of the Community Development Block Grant and Physical Planning," paper presented at the Midwest Political Science Annual Meeting (April 1978) co-author Gerald Gabris

"An Exploration of Occupational Attitude Differentials for City Managers of Smaller Cities," paper presented at the Annual meeting of the Southeastern America Society for Public Administration (October 1978) co-author Dr. Roy Green

"City Management and Perceptions on Grants Administration in Smaller Cities: A Preliminary Examination of Two National Surveys," paper presented at the Southern Political Science Association Meeting (November 1978) co-author Roy Green

"Utilization of Federal Programs by Small Cities: Perceptions of Local Officials in Cities under 50,000," paper presented at the Midwest Political Science Association Meeting (April 1979) co-author Roy Green

"Social Values and Political Orientations of City Managers: A Resurvey (unpublished manuscript) 1978

"A Perspective on Small City Development: Local Assessment of Grants Management Capacity," paper presented at the American Political Science Annual Convention (September 1979) co-author Roy Green

"Socio-Political Dimensions of Small Cities Grants Dilemma," paper presented at the Midwest Political Science Association Annual Conference (April 1980) co-author Roy Green

"Occupational Stress and Professional Mobility Patterns Among City Managers in the United States," paper presented at the Southern Political Science Association Annual Conference (November 1980) co-author Roy Green

"Serendipity: The 1981 Budget Reconciliation Act and the Small Cities CDBG Program," paper presented at the Southern Political Science Association Annual Conference (October 1982) co-author Roy Green

"Devolution to the States: The Small Cities CDBG Program The City's View" paper presented at the American Society of Public Administration's Annual Conference (April 1983) co-author Roy Green

"New Federalism: Implementing The Nebraska Small Cities Community Development Block Grant Program," paper presented to the Annual Meeting of the Region VII American Society for Public Administration (October 1983)

"Community Needs and Federalism: The Nebraska Experience," presented to the Annual Meeting of the Southwestern Political Science Association (March 1984)

"Decentralization of the Small City Community Development Block Grant Program: The Case of Nebraska," presented to the Annual Meeting of the American Society For Public Administration (April 1984)

"Strategic Planning In Small Communities: Stages of Death, Dying and Rebirth," presented to the Annual Meeting of the Region VII Conference of The American Society For Public Administration (October 1984) with Dr. Christine Reed

"Can Applied Research Gain Academic Legitimacy: The Case of Community Development Block Grants" paper presented to the Second Annual Conference of Mid-America Association of Schools of Public Affairs and Administration, April 26-27 St. Louis, Missouri

"Economic Development Strategic Planning: The Stages of Death, Dying and Rebirth" paper prepared for presentation at the annual meeting of the American Society for Public Administration, March, 1986 with Dr Christine M. Reed

"Occupational Stress and Mobility and Professional Local Managers" paper presented at the annual meeting of the American Society for Public Administration, with Dr. Roy Green April 1987

"Training in Rural Areas: The Case of Community Based Economic Development Strategic Planning" paper presented at the annual meeting of the American Society for Public Administration with Dr. Russell Smith and Bob Blair, April, 1988

Service to Profession and Discipline (All Pro Bono)

Speaker, Missouri Municipal League Annual Conference, Fall 1976

Speaker, National Community Development Association Annual Conference, 1980

Discussant, American Society for Public Administration Annual Conference, Spring 1979

Panel Chair, Midwest Political Science Association Annual Conference, Spring 1980

Moderator, National Association of Housing and Redevelopment Officials' Conference on the City, Spring 1980

Discussant, American Political Science Association Annual Conference, Fall 1980

Speaker, International Downtown Executive's Annual Meeting, Fall 1981

Speaker, National Association of State Development Agencies Mid-Winter Meeting, Fall 1981

Speaker, Iowa Municipal League Annual Convention, Fall 1981

Speaker, Bureau of National Development's Annual Meeting on Development, Spring 1982

Panel Chair, Southern Political Science Association Annual Conference, Fall 1982

Panel Chair, American Society for Public Administration

Annual Conference, Spring 1983

Speaker, Nebraska Association of Counties Annual Meeting
November 1983

Panel Chair, American Society for Public Administration
Regional VII Conference, Fall 1983

Speaker and Panel Chair, League of Nebraska Municipalities
Annual Conference, Fall 1983

Speaker and Panel Chair, Iowa League of Municipalities
Annual Conference, Fall 1983

Discussant, Southwestern Political Science Convention
March 1984

Panel Chair, American Society for Public Administration
Annual Conference, Spring 1984

Speaker, Annual Nebraska City Clerks School, Spring of
1983, 1984, 1985 and 1986 (paid)

Speaker, Annual Nebraska Finance Officers Conference,
June 1984

Speaker, League of Nebraska Municipalities Annual
Conference, Fall 1984

Speaker, Annual Meeting of the Vocational Education
Association, Fall 1984

Speaker, Nebraska Energy Conference, Fall 1984

Speaker, Economic Development Workshop for the City of Columbus
Nebraska, January 1985

Speaker, Annual Winter Meeting of the Nebraska City Managers
Association in Lincoln, Nebraska, February 1985

Speaker, Fairbury Chamber of Commerce Annual Small Business
Conference, May 1985

Consultant to Missouri Municipal League to assist small cities
in community development, 1975-78 (pro bono)

Consultant to the St. Louis HUD Area Office to assist small
cities in community development, 1975-78 (pro bono)

Consultant to State of Missouri to assist small cities in community development, 1977-78 (**pro bono**)

Consultant to the National League of Cities to evaluate housing finance needs of Iowa small cities, 1982-83 (**paid**)

Consultant to University of Nebraska at Omaha's Center for Applied Urban Research to evaluate personnel department processes and procedures for the City of Omaha, 1982-83 (**paid**)

Provided technical assistance to the City of Beatrice, Nebraska on departmental conflict resolution, 1983 (**paid**)

Provided training assistance to State of Nebraska Council of Government staff in accounting, auditing and budgeting, 1983 (**paid**)

Provided assistance to State of Nebraska Department of Economic Development on Small City CDBG Program, 1983-84 (**pro bono**)

Provided training assistance to Nebraska small cities on economic development financing, 1983 (**paid**)

Provided technical review of Small Cities Economic Development Manual for the Council for Urban Economic Development 1983 (**pro bono**)

Provided technical review for Nebraska State Department of Energy on local energy technical assistance proposals, 1983-84 (**pro bono**)

Provided managerial analysis assistance to the City of Alliance, Nebraska, 1983-84 (**paid**)

Provided technical assistance to the City of Scottsbluff, Nebraska on economic development issues, 1984 (**pro bono**)

Consultant to the State of Nebraska on Survey Research concerning the Small Cities CDBG program, 1984/85 (**pro bono**)

Consultant to the State of Nebraska for the development of a model economic development strategic planning process in Beatrice and Falls City, Nebraska, 1984 (**paid**)

Consultant to the Federal Office of Personnel Management for a series of workshops on cash management and cash control, 1984 (**paid**)

Consultant to the Department of Economic Development to aid in facilitation of Department mission and strategies, 1984 (**pro bono**)

Serve as a member of the Urban Affairs Committee of the National Association of State Universities and Land Grant Colleges

Secretary-Treasurer for the Nebraska Chapter of the American Society for Public Administration, 1983 to 1986

Speaker at the Annual Meeting of the Nebraska Association of Counties, Fall 1987

Speaker at Nebraska Local Elected Officials Leadership Conference February, 1988

Professionally-Related Community Service (all pro bono)

Serve as a member of the Greater Omaha Private Industry Council as a member of its planning, service delivery, and procurement subcommittees

Served on the Mayor's Public-Private Partnership Awards Nominating Committee, Fall 1987

University Service (all pro bono)

Serve as the Chairman of the Graduate Committee for the Department of Public Administration

Served as Vice-President of Faculty Senate and on its Goals and Directions subcommittee, 1985-86

Served as a Member of the Academic Planning Council 1984, 85 and 86

Awards and Honors

Awarded Graduate Research Assistantship at Fort Hays Kansas State University, 1971-72

Awarded Graduate Teaching Assistantship at the University of Missouri-Columbia, 1973-75

Awarded Graduate Teaching Award at the University of Missouri-Columbia, 1973-74

Awarded Outstanding Young Alumni Award at Fort Hays Kansas State University, 1981

RUSSELL L. SMITH

UNIVERSITY OF NEBRASKA AT OMAHA

Education

Degree	Institution	Date
Ph.D.	University of Tennessee	1977
M.A.	North Texas State University	1974
B.A.	University of Houston	1972

Professional Experience

1986-Present	Director, Center for Applied Urban Research. Associate Professor, Department of Public Administration, University of Nebraska at Omaha.
1984-1986	Associate Professor of Political Science, University of South Dakota, Vermillion, South Dakota. Director, Governmental Research Bureau
1982-1984	Associate Professor of Political Science, Northern Illinois University, DeKalb, Illinois.
1980-1983	Executive Director, Illinois Labor Market Information Service, Center for Governmental Studies, Northern Illinois University.
1979-1982	Assistant Professor of Political Science, Northern Illinois University.
1977-1979	Assistant Professor of Political Science, University of Missouri, St. Louis, Missouri.
1974-1977	Research Associate, Bureau of Public Administration, University of Tennessee, Knoxville, Tennessee.

Grants and Awards

South Dakota, Office of the Governor, \$4,000 for research and conference on "Adapting Local Government to a Changing Rural South Dakota" (1985)

South Dakota, office of the Governor, \$2,000 for conference on "Revitalizing Main Street South Dakota" (1985)

South Dakota, Division of Emergency and Disaster Services, \$7,600 for research and conference on "Liability Issues for Emergency Management" (1985)

National Association of Schools of Public Affairs and Administration and U.S. Federal Emergency Management Agency, fellowship to attend a two week seminar on emergency management for public administration education (1984)

Commonwealth Fund through the University of Washington School of Public Health, \$2,000, for the study of "Medicaid Under Reagan--South Dakota" (1985)

Illinois Department of Commerce and Community Affairs \$200,000, for Research and Technical Assistance for Economic Development and Employment and Training Organizations (1981-1982)

Illinois Department of Commerce and Community Affairs, \$202,000, for Research and Technical Assistance for Economic Development and Employment and Training Organizations (1981-1982)

- Illinois Department of Commerce and Community Affairs, \$116,000, for Research and Technical Assistance for Economic Development and Employment and Training Organizations (1980-1981)
- Illinois Department of Commerce and Community Affairs/Illinois Employment and Training Council, \$260,000, for Interagency Coordination Project in Three Urban Pilot Areas (1980-1981)
- International City Management Association, \$16,000 (in-kind) for National Survey of Municipal Labor-Management Relations (1980)

Publications

Refereed Articles/Chapters in Books

- Smith, R. L., "Allocating an Urban Program: Linkages Between Bureaucracy and Congress Urban Affairs Quarterly (forthcoming).
- Smith, R. L., "Interdependencies in Urban Economic Development: The Role of Multi-Establishment Corporations," in Dennis R. Judd (ed.), Public Policy Across States and Communities (New York: JAI PRESS, 1985), 203-222.
- Sheets, R., R. L. Smith, and K. P. Voytek, "Corporate Disinvestment and Metropolitan Manufacturing Job Change," Social Science Quarterly Vol. 66 (March 1985), 218-226.
- Smith, R. L., "Municipal Unions and Politics in American Cities," Journal of Collective Negotiations in the Public Sector Vol. 14 (1985), 1-12.
- Gudell, Howard A., and R. L. Smith, "Economic Development" in James M. Banovetz (ed.), Small Cities and Counties: A Guide to Managing Services (Washington, DC: International City Management Association, 1984), 72-89.
- Smith, R. L., "Representative Bureaucracy: A Research Note on Demographic Representation in State Bureaucracy," Review of Public Personnel Administration Vol. 1 (Fall, 1980), 1-13.
- Decker, S. H., and R. L. Smith, "Police Minority Recruitment: A Note on Its Effectiveness in Improving Black Evaluations of the Police," Journal of Criminal Justice Vol. 8 (1980), 387-393.
- Smith, R. L., and C. W. Kohfeld, "Interlocal Service Cooperation in Metropolitan Areas: The Impact of Councils of Governments," Midwest Review of Public Administration Vol. 14 (June 1980), 81-94.
- Smith, R. L., and W. Lyons, "The Impact of Fire Fighter Unionization on Wages and Working Hours in American Cities," Public Administration Review Vol. 40(Nov./Dec. 1980), 468-574.
- Smith, R. L., "Interlocal Service Cooperation and Metropolitan Problems: A Note on Attitudinal and Ecological Forces," Publius Vol. 9 (Summer, 1979), 89-100.
- Lyons, W., and R. L. Smith, "Public Sector Unionization and Municipal Wages: The Case of Fire Fighters," in Charles Bulmer and John L. Carmichael, Jr., (eds.), Employment and Labor Relations Policy (Lexington, MA: Lexington Books, 1979), 251-264.
- Smith, R. L., and A. H. Hopkins, "Public Employee Attitudes Toward Unions," Industrial and Labor Relations Review Vol. 32 (July 1979), 484-495.
- Decker, S. H., R. L. Smith, and T. M. Uhlman, "Does Anything Work? An Evaluation of Urban Police Innovations," in Ralph Baker and Fred Meyer, Jr., (eds.), Evaluating Alternative Law Enforcement policies (Lexington, MA: Lexington Books, 1979), 43-54.

- Lyons, W., and R. L. Smith, "The Impact of State Legislative Reform: A Look at Legislative Efficiency and Turnover," *State And Local Government Review* Vol. 11 (May 1979), 76-79.
- Rawson, G. E., and R. L. Smith, "A Look at Job Satisfaction in the Public Sector Through the Need-Satisfaction Theory," *Midwest Review of Public Administration* Vol 12 (September 1978)(, 155-163.
- Smith, R. L., and T. M. Uhlman, "Police Policy and Citizen Satisfaction: Evidence from Urban Areas," *Policy Studies Journal* Vol. 9 (December 1978), 480-486.
- Smith, R. L., and W. Lyons, "Legislative Reform in the American States: Some Preliminary Observations," *State and Local Government Review* Vol. 9 (May 1977), 35-39.
- Hopkins, A. H., G. E. Rawson, and R. L. Smith, "Public Employee Unionization in the States: A Comparative Analysis," *Administration and Society* Vol. 8 (November 1976), 319-341.

Monographs/Books

- Smith, R. L., *Local Government at a Crossroads: Choices for South Dakota* (Vermillion, SD: The University of South Dakota, Governmental Research Bureau, 1986). Edited and authored three chapters; 240 pp.
- Gudell, H. A., and R. L. Smith, *Economic Development: A Primer for Local officials*, (Vermillion, SD: The University of South Dakota, Governmental Research Bureau, 1984). Authored; 32 pp.
- Pattakos, A., and R. L. Smith, *Coordination in the Illinois Employment and Training System: A Blueprint*, (DeKalb, IL: Center for Governmental Studies, Northern Illinois University, 1982). Authored; 115 pp.
- Smith, R. L., and L. W. Thomas, *National Convention Delegate Selection in Tennessee: 1968-976*, (Knoxville, TN: The Bureau of Public Administration, The University of Tennessee, 1977). Authored; 93 pp.
- Hopkins, A. H., G. E. Rawson, and R. L. Smith, *Individuals, Satisfaction, the Work Situation, and Unionization: A Comparative Study*, (Knoxville, TN: The Bureau of Public Administration, The University of Tennessee, 1976). Authored; 102 pp.

Reports

- Smith, R. L., "Privatizing the Services of Local Government," in R.L. Smith (ed.), *Local Government at a Crossroads: Choices for South Dakota* (Vermillion, SD: The University of South Dakota, Governmental Research Bureau, 1986), 35 pp.
- Smith, R. L., "The Opportunity to Transfer Governmental Functions in South Dakota," in R. L. Smith (ed.), *Local Government at a Crossroads: Choices for South Dakota* (Vermillion, SD: The University of South Dakota, Governmental Research Bureau, 1986), 38 pp.
- Smith, R. L., "Implementation of the Marriage License Surcharge for Domestic Abuse Programs in South Dakota," *Governmental Research Bureau, The University of South Dakota*, 1985, 10 pp.
- Smith, R. L., "Local Government in a Changing Rural South Dakota," testimony presented to field hearing of the Joint Economic Committee of Congress on "The Rural Economy in South Dakota, " February 16, 1985, 32 pp.
- Smith, R. L., "Adapting Local Government to a Changing Rural South Dakota," *Public Affairs*, No. 92 (May 1985), 12 pp.

- Smith, R. L., "Economic Development Strategies for Nonmetropolitan Areas," Occasional Papers Series, 85-1, (Vermillion, SD: The University of South Dakota, Governmental Research Bureau, 1985), 30 pp.
- Ledebur, L., R. Sheets, and R. L. Smith, "Model Area Development Monitoring and Community Economic Adjustment System," (Springfield, IL: Illinois Department of Commerce and Community Affairs, 1983), 32 pp.
- Smith, R. L., "Strategic Planning and Management Issues in Urban Economic Development" (DeKalb, IL: Illinois Labor Market Information Service, Northern Illinois University), 49 pp.
- Smith, R. L., "Project S.C.O.P.E. (Services Coordination of Programs for Employment) Final Program Report," (DeKalb, IL: Center for Governmental Studies, Northern Illinois University, 1982), 155 pp.
- Sheets, R., R. L. Smith, and K. P. Voytek, "Corporate Disinvestment and Metropolitan Manufacturing Job Loss," Illinois Labor Market Information Service, Occasional Papers Series, (DeKalb, IL: Center for Governmental Studies, 1983), 26 pp.
- Pattakos, A., and R. L. Smith, "Strategic Issues in Interagency Coordination," background paper for Illinois Employment and Training Council, (Springfield, IL: Illinois Department of Commerce and Community Affairs, 1981), 18 pp.
- Pattakos, A., and R. L. Smith, Inventory of Employment and Training, Education, and Related Services, 3 volumes, (DeKalb, IL: Project S.C.O.P.E., Center for Governmental Studies, 1981), 300 pages per volume.

Editorial Assignments

Editorial Board, Review of Public Personnel Administration, 1979 to 1984.

Manuscript reviewer for Prentice-Hall, State and Local Government Review, American Journal of Political Science, Public Administration Review, Industrial and Labor Relations Review, Social Science Quarterly, Midwest Review of Public Administration, Administration and Society.

Papers Read at Professional Meetings

- Smith, R. L., "The Medically Uninsured: U.S. and Nebraska Perspectives," paper presented at the conference, "Health Care for the Uninsured: Politics, Economics, and Justice," Center for Health Policy and Ethics, Creighton University, Omaha, Nebraska, December 11, 1986.
- Smith, R. L., "An Agenda for Rural Public Administration," paper presented at the Annual Meeting of the American Society for Public Administration, Anaheim, CA, April 1986.
- Smith, R. L., "States and Communities: Marginal Actors or Partners with Business in Economic Development?" Paper presented at the Annual Meeting of the American Political Science Association, New Orleans, LA, September 1985.
- Smith, R. L., "Economic Development Strategies for Non-Metropolitan Areas," paper presented at the Annual Meeting of the American Society for Public Administration, Indianapolis, IN, March 1985.
- Smith, R. L., and E. Dran, "Citizen-Initiated Contacting: One More Look?" paper presented at the Annual Meeting of the Midwest Political Association, Chicago, IL, April 1984.
- Smith, R. L., "Interdependencies in Urban Economic Development: The Role of Multi-Establishment Corporation," paper presented at the Annual Meeting of the American Society for Public Administration, Denver, CO, April 1984.

- Sheets, R. G., R. L. Smith, and K. P. Voytek, "Corporate Disinvestment and Metropolitan Manufacturing Job Loss," paper presented at the Annual Meeting of the Eastern Economics Association, New York, NY, March 14-18, 1984.
- Smith, R. L., "Allocating an Urban Program: Linkages Between Congress and the Bureaucracy," paper presented at the Annual Meeting of the Southwest Political Science Association, Fort Worth, TX, March 1984.
- Smith, R. L., "Municipal Employee Strikes: An Overview of the Issues," paper presented at the Annual Meeting of the American Society for Public Administration, New York, NY, April 16-20, 1983.
- Sheets, R., R. L. Smith, and K. P. Voytek, "Estimating Corporate Disinvestment from Chicago Manufacturing Establishments," paper presented at the Annual meeting of the Urban Affairs Association, Flint, MI, March 23-26, 1983.
- Smith, R. L., "Municipal Unions and Politics: Preliminary Survey Evidence," paper presented at the Annual Meeting of the Southwest Political Science Association, Dallas, TX, March 26-28, 1981.
- Pattakos, A., and R. L. Smith, "Coordination as a People Power Strategy," paper presented at the Region VI Annual Meeting of the American Society for Public Administration, Milwaukee, WI, October 9-10, 1980.
- Smith, R. L., and E. T. Jones, "Implementing a Block Grant Program: The Interaction of New and Old Policy Systems," paper presented at the Annual Meeting of the American Political Science Association, Washington, DC, September 1979.
- Kohfeld, C. W., and R. L. Smith, "Interlocal Service Cooperation in Metropolitan Areas," paper presented at the Annual Meeting of the American Society for Public Administration, Baltimore, MD, April 1979.
- Decker, S. H., R. L. Smith, and T. M. Uhlman, "Police Innovations and Consumer Satisfaction: Black and White Perspectives," paper presented at the Annual Meeting of the Academy for Criminal Justice Services, Cincinnati, OH, March 1979.
- Jones, E. T. and R. L. Smith, "Distributing Manpower Services in St. Louis," paper presented at the Annual Meeting of the Southwest Political Science Association, Fort Worth, TX, March 1979.
- Smith, R. L., "Local Officials' Views on Metropolitan Issues," paper presented at the Annual Meeting of the American Political Science Association, Washington, DC, September 1977.
- Smith, R. L., and A. H. Hopkins, "Public Employee Attitudes Toward Unionization," paper presented at the Annual Meeting of the American Society for Public Administration, Phoenix, AZ, April 1978.
- Smith, R. L., and L. W. Thomas, "Convention Delegates and Party Differences," paper presented at the Annual Meeting of the Southwest Political Science Association, Dallas, TX, March 1977.
- Smith, R. L., and W. Lyons, "Public Sector Unionization and Municipal Wages," paper presented at the Annual Meeting of the Midwest Political Science Association, Chicago, IL, April 1978.
- Rawson, G. E., and R. L. Smith, "Job Satisfaction in the Public Sector: Models for Public Managers," paper presented at the Annual Meeting of the American Society for Public Administration, Atlanta, GA, April 1977.
- Smith, R. L., and A. H. Hopkins, "The Diffusion of Innovations in the States: A New Perspective," paper presented at the Annual Meeting of the Midwest Political Science Association, Chicago, IL, April 1976.
- Lyons, W., and R. L. Smith, "Legislative Reform in the American States," paper presented at the Annual Meeting of the Southern Political Science Association, Atlanta, GA, November 1976.

Russell L. Smith

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Hopkins, A. H., G. E. Rawson, and R. L. Smith, "Public Employee Unionization and Job Satisfaction," paper presented at the Annual Meeting of the American Political Science Association, San Francisco, CA, September 1975.

Selected Other Professional Activities

Member, Steering Committee, National Small Government Research Network, 1986-present.
Convenor, panel on "Developing an Agenda for Rural Public Administration," at the Annual Meeting of the American Society for Public Administration, Anaheim, CA, April 1986.
Member, Vermillion Planning Commission, City of Vermillion, South Dakota, 1985 to 1986.
Chair, Governmental Affairs Committee, Vermillion Area Chamber of Commerce, Vermillion, South Dakota, 1985 to 1986.
Economic Development Representative, Private Industry Council for Service Delivery, Area No. 5/Job Training Partnership Act, 1983-1984.
Member, Economic Development Committee, Illinois Employment and Training Council, 1981-1982.
Panel Chair/Presenter, "Local Government at the Crossroads," panel Crossroads, '80 Conference on Illinois Politics, Springfield, IL, October 1980.
Panel convenor, "Sunshine in Public Sector Collective Bargaining," Annual Meeting of the American Society for Public Administration, San Francisco, CA, April 1980.
Trainer, "Municipal Labor Relations," Municipal Personnel Institute, Institute of Government, University of Georgia, Atlanta, GA, April 1978.
Panel convenor or, "Issues in Public Sector Labor Relations," Annual Meeting of the American Society for Public Administration, Phoenix, AZ, April 1978.
Representative, University of Missouri-St. Louis, to the Inter-University Consortium for Political and Social Research, 1977-1979.

Illustrative Consultantships

Northern Illinois Consortium (regional consortium of community college presidents in the northern part of Illinois)
Illinois Employment and Training Council
U.S. Department of Labor, Office of Management and Technical Assistance
Sauk Valley Regional Economic Development
City of Wood River, Illinois
City of Rockford, Illinois
Illinois State Chamber of Commerce, Economic Development Division
Illinois City Management Association
South Suburban Mayor's and Manager's Association (South Cook County, Illinois)
DuPage Mayor's and Manager's Association (DuPage County, Illinois)
St. Louis Board of Aldermen, Legislative Evaluation Committee
St. Louis Agency for Training and Employment

Memberships in Professional Organizations

American Society for Public Administration
Midwest Political Science Association
American Political Science Association

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HIGHER EDUCATION

Ph.D.	Center for Public Administration and Policy Virginia Polytechnic Institute & State University Blacksburg, VA 24061	1985
M.P.A.	Division of Business Administration West Virginia College of Graduate Studies Institute, WV	1980
M.A.	Division of Human Services West Virginia College of Graduate Studies Institute, WV	1978

PROFESSIONAL EXPERIENCE

1985 - Present	Assistant Professor Department of Public Administration, UNO, Omaha, NE Teach MPA graduate classes in public administration, organization theory, behavior, and development. Direct the Nebraska Municipal Clerks Certification School. Serve on national Professional Development Committee of the American Society for Public Administration and as faculty advisor to Nebraska Student ASPA. Member of the University Graduate Council, Faculty Senate, and College Curriculum Committee. Serve as Department Library liaison. Chair Committee A of the Graduate Council.
1983 - 1985	Director of Upward Bound/Talent Search Department of Sociology, VPI & SU, Blacksburg, VA Reorganized, revitalized, and re-established program credibility while obtaining federal funding and supervising staff of 21.
1981 - 1983	Instructor Department of Management, VPI & SU, Blacksburg, VA Taught Personnel Administration and Administrative Theory and Practice to College of Business juniors and seniors.

- 1980 - 1981 Public Safety Coordinator
 Charleston Housing Authority, Charleston, WV
- Obtained almost one million in new federal dollars to establish and manage anti-crime program funded by five federal agencies. Administered programs and supervised staff of 77.
- 1975 - 1979 Director of Program Development and Training/EEO Officer
 Charleston Housing Authority, Charleston, WV
- Developed and implemented the staff training and EEO/AA programs. Assisted in recruitment, made selection and promotion decisions, managed grievance process for both union and non-union employees, performed job analyses and did a compensation study, wrote personnel manual, counseled troubled employees.
- 1966 - 1975 Held various social service positions with the Charleston Housing Authority and with the West Virginia Department of Welfare. These included: Director of Leasing, Assistant Director of Social Services, Social Service Supervisor, and Social Worker.

AREAS OF SPECIALIZATION AND RELEVANT COURSEWORK

ORGANIZATION BEHAVIOR, ORGANIZATION DEVELOPMENT, AND ORGANIZATION THEORY

- Human Relationships
- Group Counseling Theory and Techniques
- Human Behavior in Administration
- Communication Skills
- Planned Change and Organizational Development
- Management Processes and Planned Change
- Complex Organizational Dynamics and Leadership
- Independent Study in Complex Organization Theory
- Independent Study in Organizational Dynamics and Leadership
- Reality Therapy
- Black Families

PERSONNEL AND HUMAN RESOURCE DEVELOPMENT

- Vocational Development and Occupational Choices
- The Counselor as Consultant
- Staff Development
- Death and Dying
- Survey of Labor History, Legislation, and Union Government
- The Management Processes
- Public Personnel Management
- Politics of Bureaucracy

Dr. Willa Marie Bruce
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THESES

Masters Thesis: An Economic Analysis of the Administrative Efficiency of the West Virginia College of Graduate Studies

Dissertation: Reality Therapy as a Management Strategy for Dealing with the Problem Employee

PROFESSIONAL ACTIVITIES

PUBLICATIONS

"Arthur County: The Nation's Smallest Courthouse," submitted to Nebraska History. (requested to revise and re-submit)

"Save Nebraska's County Courthouses: Unique Symbols of Local Government," submitted to Nebraska Association of County Officials Journal.

"Rethinking Concepts of Job Satisfaction," submitted to Review of Public Personnel Administration. (requested to revise and re-submit)

"Educating Supervisors to Improve Productivity by Learning to Deal with the Problem Employee," submitted to Public Productivity Review.

"The Vocational Dilemma of the Dual-Career Couple," submitted to Initiatives.

"Haven in the Heartlands: Platte River State Park," submitted to Nebraskaland.

"Reality Therapy Proven to be an Effective Management Strategy; A Report on a Computer Model," Journal of Reality Therapy, (Spring, 1986).

"Reality Therapy as a Management Strategy: An Idea Whose Time Has Come," Journal of Reality Therapy, (Fall, 1984).

"Bureaucratic Responsiveness: Some Empirical Evidence," Public Personnel Management, 14, 1 (Spring, 1984), 1-14.

"Residency Requirements: A Problem for Public Administration Doctoral Education," in Conference Proceedings of 6th Annual Conference on the Teaching of Public Administration, March 2-4, 1983.

"Personnel Handbook," Charleston Housing Authority, 1979.

"Policies and Procedures for Maintenance Workers," CHA, 1978. "Policies and Procedures for Managers," CHA, 1977.

"Policies and Procedures for Social Workers," CHA, 1976. "Family Planning Social Services Policies and Procedures," WV Department of Welfare, 1972.

WORKS IN PROGRESS

"The Blue Carpet: A Case in Organizational Decision Making."

Managing the Problem Employee: A Handbook for Supervisors.

CONFERENCE PRESENTATIONS AND ADDRESSES

Minnowbrook II participant, September, 1988.

"Adult Women Students: The Emerging Cohort in Higher Education," National Conference on the Adult Learner, May, 1988.

"Women in Higher Education: Who Are They? What Do They Need?" International Conference on Adult and Experiential Learning, November, 1987.

"Experiential Education: New Themes and Strategies for Public Administration Education," Panel Chair at National Conference of American Society for Public Administration, April, 1987.

"Thailand: A Study in Successful Government," Third World Conference, UNO, Omaha, Nebraska, October, 1986.

"Experiential Learning," Workshop presented to the new faculty of UNO, September, 1986.

"The Use of Artificial Intelligence in Dealing with the Problem Employee," Conference on Artificial Intelligence and Expert Systems in Public Policy," The Maxwell School, Syracuse, NY, April, 1986.

"Reality Therapy as a Means of Dealing with the Problem Employee," National Conference of the American Society for Public Administration, March, 1985. "Be All You Can Be," Carroll County High School, 1984.

"Time Management," Montgomery County Kiwanis Club, 1983. "What Does Public Choice Say to Public Administration?" National Conference of the American Society for Public Administration, April, 1983.

"The Charleston, WV Anti-Crime Program," US Department of HUD, National Conference, 1980.

CONFERENCE PLANNING AND COORDINATION

"Municipal Clerks School," state certification school for Nebraska Municipal Clerks, March, 1986, March, 1987, March, 1988.

"Ourselves, Our Programs, Our Clients," state conference of the VA Association of Educational Opportunity Personnel, March, 1985.

"Family Planning," WV Departments of Welfare and Health, 1972.

PROFESSIONAL AFFILIATIONS

- American Society for Public Administration
 - National Professional Development Committee (1988-89)
 - National Training Committee (1987-88)
 - Nebraska Secretary/Treasurer (1986-87)
 - Nebraska Student Advisor (1985-present)
- Council for Adult and Experiential Learning
- Society for Internships and Experiential Learning

STAFF TRAINING AND ORGANIZATION DEVELOPMENT ACTIVITIES

"Successful Leadership," Nebraska League of Municipalities Mid-winter Conference.

"Self-esteem," Nebraska Municipal Clerks.

Work-Flow Study, City of Papillion, December, 1987.

Service Delivery Assessment, Boys Clubs of Omaha, November 1987.

"Communicating in Spite of the System," University Association for Administrative Development, October, 1987.

"Successful Supervision," Nebraska Hospital Association, October, 1987.

"Communication," Nebraska Public Health Association, June, 1987. "Strategic Planning," Alliance City Council, April, 1987.

"Strategic Planning," La Vista City Council, February, 1987.

"Strategic Planning," Papillion City Department Heads, January, 1987.

"Strategic Planning," Metropolitan Area Planning Association, January, 1987.

"Communication and Team Building," Papillion City Department Heads, January, 1987.

"Conflict Resolution," Nebraska Department of Social Services, September, 1986.

"Performance Appraisal," Applied Communications, Inc., July, 1986.

"Strategic Planning," Urban Housing Foundation, June, 1986.

"Successful Supervision," University of Nebraska Medical Center, September, October, November and December, 1985. February, March, April, May, June, and September, 1986.

"Performance Appraisal," Nebraska City Manager's Association, April, 1986.

"Performance Appraisal," City of Norfolk, Nebraska, May, 1986.

"Equal Employment Opportunity/Affirmative Action," Housing Authority Personnel Officer and Managers," 1976, 1977, 1978, 1979, 1980.

"Communication Skills," WV Department of Social Services, 1972; Housing Authority Social Workers, 1976, 1978, and 1980; VA Tech Dorm Counselors, 1985.

"Interpersonal Skills," WV Department of Social Services, 1972; Housing Authority Social Workers, 1976, 1978, and 1980; VA Tech Dorm Counselors, 1985.

"Interviewing Skills," WV Department of Social Services, 1972; Housing Authority Social Workers, 1976, 1978, and 1980; VA Tech Dorm Counselors, 1985.

"Management Techniques," Housing Authority Managers and Maintenance Supervisors, 1982.

"Building Maintenance Skills," planned and supervised the construction of a training facility for building maintenance laborers, mechanics, and supervisors. Trained the supervisors to train the maintenance employees, 1983-1984.

"Working with the Elderly," Putnam Co., WV Health Department aids, 1980.

"Social Service Delivery Skills," WV Department of Welfare Social Service Workers, 1972 and 1973.

"Family Planning Services," WV Department of Welfare County Directors and Social Service Workers, 1972 and 1973.

Appendix B

Assessing Readiness for Economic Development Strategic Planning

A Community Case Study

Christine M. Reed, B. J. Reed, and Jeffrey S. Luke

Current approaches to strategic planning overlook the importance of being ready to undertake such a complex and significant process. Our experience with a strategic planning project in Beatrice, Nebraska suggests that denial, anger, blame, depression, and withdrawal are common but subliminal reactions to economic change. Unless planners recognize these affective responses and build them into the strategic planning process, negative attitudes will be an obstacle to new economic strategies. This article describes a preplanning component that planners in Nebraska now incorporate into community economic development as a result of the experience in Beatrice.

Strategic planning has become a popular process for economic development planning. Cities as varied as Oakland, California, Eugene, Oregon, and Beatrice, Nebraska have established strategic plans for stimulating job creation and economic diversification. Much of the recent planning activity has emerged from three insights (Luke et al. 1987):

1. Communities cannot rely on federal initiatives and must take an active responsibility for devel-

oping and testing appropriate economic development strategies.

2. There is no single best way for communities to stimulate economic growth. They must develop individually-tailored strategies that are custom designed to the strengths and capacities of their local and regional economies.

3. Custom-tailored strategies must be developed collaboratively among key government and business leaders, not unilaterally by the city chief executive.

C. Reed is associate director of the Center for Applied Urban Research, University of Nebraska at Omaha, where she has also taught courses in public administration, planning, and urban studies. Previously, she was in the Division of Policy Studies at the U.S. Department of Housing and Urban Development, at the National Community Development Association, and at the Bureau of Government Research, University of Rhode Island. She earned her Ph.D. at Brown University. B. Reed is associate professor and chairman of the department of public administration, University of Nebraska at Omaha. He has been with the National League of Cities and was community development director for Mexico, Missouri. He earned his Ph.D. at the University of Missouri, Columbia. Luke is director of the Bureau of Governmental Research and Service at the University of Oregon. He was previously senior research associate at the Center for Applied Urban Research and assistant professor of public administration at the University of Nebraska at Omaha. He earned his Ph.D. at the University of Southern California.

Several excellent strategic planning processes are now available to improve the effectiveness of community economic development policies (Bryson and Roering 1987; Sorkin, Ferris, and Hudak 1985). Currently, the State of Nebraska Department of Economic Development, the University of Nebraska at Omaha Department of Public Administration, and the Heartland Center for Leadership Development are testing one such version in four communities (Figure 1).

The Nebraska approach begins with the organization of community leadership, commitment of local resources, and development of a data base (step 1). Succeeding steps involve identifying "external" trends likely to affect local economic development and con-

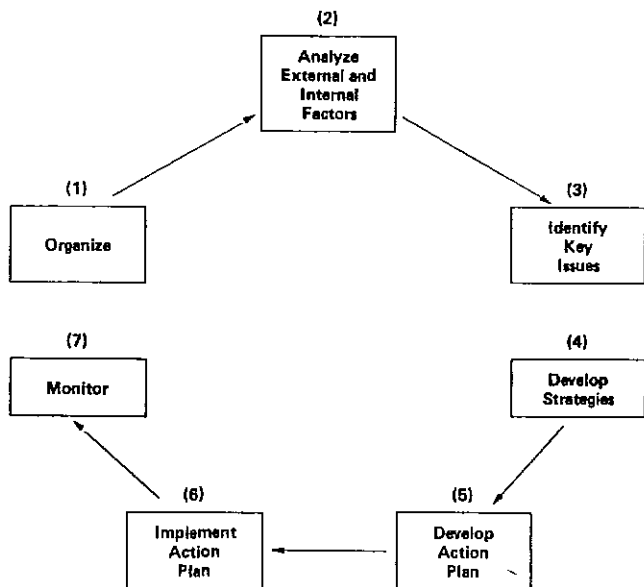


Figure 1. Model for economic development strategic planning. (Source: Luke et al. forthcoming)

ducting an inventory of "internal" strengths and weaknesses, particularly with respect to opportunities and threats in the environment (steps 2 and 3). Finally, this approach includes specific methods for developing and prioritizing strategies, and for designing an action plan to implement those strategies (steps 4 through 7).¹

The objective of this article is to describe the justification for, and the initial details of, a unique addition to the first step: organization. In addition to the elements described above, this phase includes a pre-planning workshop that emphasizes organizational and leadership development. The purpose of the workshop is to address the affective, emotional issues raised by strategic planning that might otherwise present obstacles to effective planning.

Recent research reveals a characteristic set of attitudes and perceptions in communities whose leaders underestimate the gravity of economic difficulties. Those attitudes are variously characterized as "learned helplessness" (Hibbard 1986) and "powerlessness" (Kraushaar 1984). Even after experts provide technical assistance that suggests the need for economic diversification, communities that depend on a declining industry do virtually nothing with the information. The findings suggest that accurate information is a necessary but insufficient condition for successful strategic planning. The community's leaders also require new perspectives.

Obstacles to effective strategic planning

Among the distinguishing characteristics of strategic planning is the analysis of shifting environmental forces and their likely impact on the organization or community. In the economic development literature,

one of the most pervasive and documented trends is the stagnation or decline of industry and the growth of the service sector. Along with that trend, formation and expansion of new business seems to be an important supplement to traditional industrial attraction strategies.

Many communities, especially those that historically have depended on a single industry, such as forestry in the Pacific northwest, agriculture in the rural midwest, and "smokestack industries" in the Great Lakes region, are now suffering from the effects of industrial relocation and dislocation. Such communities need to diversify their economies. However, new economic strategies require broad community participation and collective commitment or vision. For many communities, that requirement seems an insurmountable obstacle.

As Hibbard (1986) notes about declining communities in the Pacific northwest, self-help and technical assistance approaches to economic development presume that communities can be easily mobilized to respond to economic threats because people see themselves as having a common fate. Accordingly, if communities have up-to-date information about economic trends, they can devise and implement appropriate economic development strategies. That assumption is not accurate, however, if the communities lack a sense of common purpose. Community leaders often see themselves as the only active people in their communities, and they perceive others in their communities as apathetic, hypercritical, and unwilling to participate in development efforts (Hibbard 1986).

In addition to community apathy, leaders must also face their own theories and biases about what constitutes effective economic development. Despite what the strategic planning process might reveal, it may be very difficult for them to visualize economic development in terms other than attracting new industries. Communities often try to replace one industrial firm with another, investing scarce human and financial resources in the effort, when statistics show that nationally fewer firms are relocating (Birch 1987). Paradoxically, they are unwilling to make a similar commitment to forming new businesses even though considerable research suggests that employment growth now comes primarily from nascent and indigenous firms (Weinberg 1987).

Communities often show similar resistance to investing in the service sector. Many planners and government and business leaders question whether their communities should become dependent on services as their primary base of activity. As one bank executive remarked, "We do not want to become an economy where we take in each others' laundry" (Shelp 1982). Such negative attitudes overlook the growth of nontraditional service firms (telemarketing, computers, and health services, for example) as major export activities for many communities, and this lack

of vision can contribute to the community's long-term economic decline (Beyers, Alvine, and Johnsen 1985).

In the face of apathy and resistance, the strategic planning process is bound to be ineffective. Attitudes and perceptions characteristic of an individual with a terminal illness can delay the formulation and implementation of new economic strategies, as community leaders deny the implications of external threats and opportunities and internal strengths and weaknesses.

Common attitudinal responses to economic decline

Studies of death and dying over the last ten years have revealed a common progression of attitudes that individuals with terminal illnesses seem to experience. In the final stage of the process, the dying person apparently accepts impending death, and as a result undergoes a radical shift in perspective, allowing him or her to see the possibility of a new form of life.

According to Kubler-Ross (1985) people react to their terminal illness with the following steps: First, they *deny* the message. In this denial phase, they refuse to talk about their pending death, but instead talk of miraculous cures and getting well. Denial is the first, and very common, stage in a progression toward eventual acceptance of the situation. *Anger and blame* typically follow, the individual experiencing different intensities of rage. Initial reactions of denial, anger, and blame are part of the process of letting go of physical and, especially, psychological attachments to those in the dying person's environment. The third stage is *depression and withdrawal*, in which the person commonly attempts to close himself off from outside intrusion. *Acceptance* is the last psychological stage in the process of dying, and it typically generates a sense of hope, of knowing, and of planning.

These attitudes are analogous to a community's or individual's psychological reaction to economic decline (see Table 1). As the following case study of Beatrice, Nebraska illustrates, leaders in some communities may hold attitudes similar to the denial stage, while leaders in other communities may express beliefs suggestive of later stages of death and dying (Hibbard 1986). Of course, there is no systematic evidence to suggest that community leaders actually pass through a sequence of emotional reactions. The following framework is therefore only heuristic; however, the experience described in the case study below convinced us that feelings of denial, anger, blame, and depression are critical—and often unrecognized—obstacles to effective strategic planning for economic development.

In a deteriorating economy, leaders may *deny* the reality of the situation. Individuals accept the notion that "these are hard times, but of course things will turn out." During the 1980s, city and county policymakers have been particularly vulnerable to this assessment. They explain away the economic disruptions

Table 1. Stages of death, dying, and rebirth in local economic development

1. <i>Denial:</i>	"Our economy is slow, sure, but it will turn around real soon . . . just watch."
2. <i>Anger and blame:</i>	"If only city hall would remove the parking meters from town square." "If it weren't for the Japanese . . ." "It's all because of Governor McCall's plea in the 1970s to 'come and visit, but please don't stay.'"
3. <i>Depression and withdrawal:</i>	"Forget it. It's just beyond our control." "It's hopeless. Nothing we can do can turn our economy around." "Why bother?"
4. <i>Hope and active planning:</i>	"Not all is lost. . . . Maybe we can have an impact. . . ." "What would happen if . . ." "One thing we could do to diversify our economy is . . ."

in their communities as cyclical ups and downs in industry rather than as a major structural shift in the global market that permanently influences the local economy. This denial reaction is particularly evident in single-industry towns where survival depends on one industry or business. The copper towns in Arizona, mining communities in Appalachia, lumber mill towns in the Pacific northwest, and the farming communities of the agricultural midwest provide examples of such an attitude.

Another attitudinal "set," *anger and blame*, often is characterized by finger-pointing (e.g., "Our chamber of commerce executive is incompetent—nothing is happening," or "If it weren't for the state's unitary tax . . .") Critics often place responsibility for economic decline on individual leaders, past or present, who have had some visible—but often overgeneralized—connection to the state's or community's economic troubles. For example, many Oregonians currently blame Governor Tom McCall, who served from 1972 to 1976, for that state's relatively unsuccessful industrial recruitment strategy. During his term, McCall invited Americans to "come and visit Oregon but please don't stay." That statement, uttered in the early 1970s, remains today in the minds of many who blame McCall for Oregon's recession in the 1980s.

Critics can also blame a single government policy or regulation for a stagnant economy. Some business leaders blamed Nebraska's high personal income tax rate for difficulties in attracting and retaining corporate executives to the state. Agricultural communities, dependent on grain production, similarly blame their economic woes on President Carter's grain embargo against the Soviet Union.

Anger and blame can provide the impetus for policies and action. So long as community leaders remain angry, however, they probably will not be able to make a realistic assessment of the situation.

Ineffective strategies will likely result, creating worse problems by draining important human and fiscal resources and by diverting community attention from policies that are potentially more successful.

Depression and withdrawal often occur following the recognized failure of traditional economic development policies. Community leaders may withdraw from active participation in economic development efforts, having "burned out" from apparently fruitless efforts. Others experience a sense of depression when they see their control over local destiny limited or diminished. The reduction in federal aid, combined with the expanding global economy and internationalization of markets, creates a sense of helplessness.

Community leaders see themselves as passive observers rather than active decision makers, and can be heard saying, "There is little we can do to save our community," or "We have no control over our fate." Feeling helpless and pessimistic, and lacking faith in the future, they avoid active planning efforts. Commenting on the impending shutdown of his town's second largest lumber mill, a mayor expressed his helplessness by saying, "It would hurt a substantial portion of our local economy (if the mill closed), but it would not be the end of the world. We'd learn to adjust. It would be similar to cutting off a boy's arm or leg during surgery—he learns to live with it" (Hibbard 1986).

A fourth set of attitudes emerges from economic development planning, attitudes strikingly similar to Kubler-Ross' fourth stage of "death and dying." *Acceptance, hope, and planning* often arise from the realization that the local economy is influenced by local policies and that governmental action in partnership with businesses and nonprofit agencies can influence economic growth. Underlying this attitude is the understanding that successful economic development does not occur overnight, and may require persistent, often painful efforts.

When affective, emotional issues are not recognized and built into the planning process, denial, anger, and withdrawal responses may be a persistent subliminal force within a group of community leaders and may obstruct the strategic planning process. Underlying virtually all approaches to strategic planning is the assumption that accurate, up-to-date information is sufficient to move the process along successfully. As the following experience illustrates, however, that assumption is highly questionable.

The experience of Beatrice, Nebraska

Beatrice is the county seat of Gage County, in southeastern Nebraska. Its 1980 population of 12,891 represented a 4 percent increase in ten years—a slightly higher growth rate than the previous decade, but lower than the growth rate for the state as a



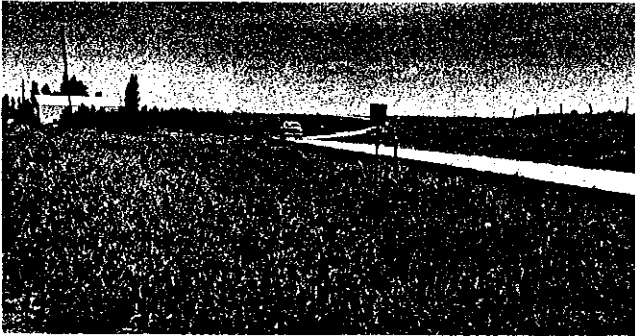
Gage County Courthouse, in downtown Beatrice

whole. Southeastern Nebraska generally has experienced a steady loss of population, in contrast to counties bordering the interstate highway running east-west across the center of the state: those counties are experiencing population growth.

The age distribution of the population reflects national trends: a steady decline in population under 18 years of age since 1960, a steady increase in the elderly population, and a bulge in the "baby boom" group of 25- to 34-year-olds. On the other hand, Beatrice does not appear to have suffered from a substantial outmigration of 15- to 24-year-olds, and in this sense it is unique in southeastern Nebraska.

Beatrice is at the intersection of two, two-lane state highways, and it is 40 miles south of the interstate. The state has repeatedly delayed plans to widen the north-south route, and the narrow, winding highway has been a hindrance to trucking and manufacturing in southeastern Nebraska. The closest metropolitan area is Lincoln, roughly 40 miles northeast.

Strip commercial development lines the state highway beginning several miles north of the city and blending into the central business district at the crossroads of the north-south and east-west highways. An industrial area lies immediately south and west of the central business district, roughly coterminous with the rail lines of the Union Pacific and the Burlington Northern railroads. The Gage County Courthouse, just north of downtown, is at the western edge of a



Highway 77, leading into Beatrice. The delays in widening such winding, two-lane roads hinder industrial development of the area.

residential area; the residential area runs east for several miles and ends at the edge of farmland. The Beatrice State Development Center for mentally retarded youth occupies several hundred acres at the edge of the residential area.

The economic base of Gage County (Beatrice)

According to economic base theory, local employment, tax revenues, and income are closely tied to "export industries," defined as firms that generate labor and business income from the sale of goods and services outside the community's boundaries (National League of Cities 1979). Furthermore, because the local economy is more specialized and therefore less self-sufficient than the national economy, dependence on a single export industry renders the community vulnerable to shifts in external economic conditions. Diversification is the best insurance against change.

Using economic base theory as a starting point, it is clear that several broad employment categories generate export employment in Beatrice and Gage County (Table 2). There are a total of 1491 export jobs spread over six major industries. Upon closer analysis, however, it becomes apparent that each of two of the largest categories, manufacturing and services, contains a single industry, accounting for most of the export jobs. Manufacturing export employment comes mainly from the furniture industry, and services refer principally to health services (the Beatrice State Development Center). Further diversification is therefore desirable to cushion the local economy against either a downturn in the health industry or a major business failure in the local furniture industry.²

Gage County's competitive position

Shifts and shares analysis is a computational technique that describes the shifts in U.S. employment by industry, and the local or competitive share of employment change by industry (National League of Cities 1979). Shifts and shares analysis answers two basic questions: first, which industries are growing

Table 2. Export base of Gage County, Nebraska

Employment ^a category	Number of export jobs ^b	Percent of total export employment
Contract construction	128	9
Manufacturing ^c	371	25
Wholesale trade/retail trade	424	28
Finance, insurance, real estate	39	3
Services ^d	514	34
Agricultural services ^e	15	1
Total export employment	1491	100

Source: U.S. Bureau of the Census, 1982. *County Business Patterns*.

- Employment categories are Standard Industrial Classification codes.
- We calculate the number of export jobs by comparing the local employment in each industry to total employment in each industry nationally. An industry is an exporter for a community if industry employment exceeds the number of jobs required for the community to be self-sufficient in that industry. (Appendix 1 contains a description of how to estimate self-sufficiency and export employment.)
- The furniture industry is the major exporter in this category.
- Health services is the major exporter in this category.
- Agricultural services include farm labor and management services.

faster (or more slowly) than the total mix of all national industries, and second, is the local area getting a larger or smaller share of each industry. Table 3 shows the significance of these questions for strategic planning.³

Each cell of the two-dimensional matrix suggests a different set of strategic issues. For example, a community with an increasing share of an industry that is growing, compared to the total mix of industries

Table 3. A practical application of shifts and shares analysis to local economic development strategic planning

Local share of each industry ^b	National industry growth ^a	
	Growth	Decline
Increasing	1 Opportunities for retention and expansion of existing firms	2 "Red flags" (potential threats to local economic development)
Decreasing	3 Opportunities for attracting and/or starting up new firm if internal development factors are conducive to growth in the particular sector	4 Wasted resources/few opportunities

- Growth industries are those which have experienced employment growth, compared to the total mix of U.S. industries.
- Increasing local or "competitive" share of an industry means that employment in an industry is growing locally at a greater rate than it is growing nationally.

nationally, needs to try to retain and possibly expand those local firms (cell 1). Conversely, a growing share of a declining industry may be a "red flag" for community leaders (cell 2). National trends may have a negative effect on local industries; and, even though an increasing local share normally reflects strengths in the local economy, a present internal strength could become a liability in the face of external changes in the economy. Such is the case with certain manufacturing industries.

The cell representing a declining share of a slow or no-growth industry implies both external threats and internal weaknesses (cell 4). However, a declining share of a growth industry should signal community leaders to explore the reasons why the local share is declining (cell 3). Negative internal factors may affect development and community leaders may have virtually no control over them. On the other hand, the community may be able to take steps to reverse the declining local share of an otherwise healthy industry.

Applying this matrix analysis to Gage County (Table 4) presents a somewhat disheartening picture. Agricultural services and general construction present opportunities for retention and expansion (cell 1). Unfortunately, in the wholesale of nondurable products (e.g., fertilizer), in the manufacture of furniture and apparel, and in certain service categories, the local share is increasing, but the trend nationally is downward (cell 2). Employment is declining in almost all other manufacturing industries (nonelectrical machinery is a notable exception) (cell 4). The same trend generally has occurred in the retail trade categories. Moreover, the local share of these industries is also declining, thus presenting few opportunities for economic diversification.³

Table 4. Shift-share matrix analysis for Gage County, Nebraska

Local share of each industry	National industry growth	
	Growth	Decline
Increasing	1 Agricultural services General construction	2 Wholesale trade: nondurables Furniture and apparel manufacturing Personal services
Decreasing	3 Nonelectrical machinery manufacturing Selected services (e.g., Health and telemarketing)	4 All other manufacturing Most retail trade

Source: U.S. Bureau of the Census, 1977, 1982. *County Business Patterns* (see Appendix 2).



Agriculture supports several small businesses in Beatrice

The industries represented in cell 3 present a somewhat more complicated picture. Nationally, employment in the services categories is increasing compared to total industry growth; however, much of that growth is in nontraditional services, such as research and development and information services. Nebraska's business climate is not conducive to "high tech" firms, in part because until recently the state government has failed to devote sufficient resources to higher education. However a highly motivated community can take the lead in attracting newer service firms to the state. For example, Nebraska's geographical location maximizes access to coastal time zones during regular working hours. That factor, coupled with the availability of well-educated and highly motivated part-time workers from family farms, makes communities like Beatrice attractive to telemarketing firms.

Health services create another potential growth area for Beatrice. While employment in the health services sector has increased, Beatrice has lost its competitive advantage, primarily because of the deinstitutionalization of the Beatrice State Developmental Center during the 1970s and subsequent lay-offs. To reestablish a competitive position in the health area, community leaders would have to wage a major campaign to attract more medical specialists and support personnel to Beatrice. However, employment losses in health services, relative to national trends, are minimal, and overall this sector of the local economy has been a sound base of employment (see Appendix 2).

Summarizing the external and internal factors affecting local development, Beatrice needs to further diversify its economic base; however, shift-share analysis suggests only a few areas. One is in selected services, such as health and telemarketing. Nonelectrical machinery is another area. Furthermore, other manufacturing categories may grow again in the future, offering opportunities for either industrial attraction or expansion of existing firms. However, Gage County's competitive position must be strengthened if it is to capitalize on those opportunities. The question for Beatrice and Gage County leadership is where to target scarce financial and human resources. Given

the external and internal factors affecting manufacturing development, they can ill afford to invest everything in industrial recruitment.

Obstacles to strategic planning in Beatrice

The mayor and the chamber of commerce executive assembled a group of government and business leaders to serve as the strategic planning team. Staff from the Nebraska Department of Economic Development coordinated the data-gathering and technical assistance, and we were the project facilitators. We held three all-day meetings during the year-long pilot project. At the first session, the facilitators presented information about the local economic base and national and statewide employment trends, as described in the previous section. At the second meeting, the local group developed its strategic action plan, and at the final meeting, we met with the local group to assess implementation.

At the first meeting, the facilitators attempted to lead a discussion aimed at identifying development opportunities that capitalized on internal strengths. Areas experiencing growth nationally presented the best opportunities. Conversely, the facilitators tried to point out areas where either external trends or internal factors were not conducive to economic growth. The objective of the first session was to identify strategic issues that would become the basis for the strategic action plan.

It is clear in retrospect that the facilitators did not prepare the Beatrice group for strategic planning. During the initial session, some members expressed a desire for advice on more effective industrial recruitment. Others were openly hostile to the presentation, particularly its implication that industrial development in Beatrice might be of limited success. They argued with the facilitators, taking the position that even though manufacturing was not currently a major strength of the local economy, they could make it so with the right industrial recruitment techniques. A few challenged the accuracy and validity of the data itself. As for the evidence of growth in the service sector, the attitude of most of the group was that the service/retail sector would take care of itself. Apparently jolted by the implications of the presentation, community leaders reacted by defending the perspective with which they were most familiar: that the best prospects for continued growth were industrial recruits from outside the state.

When it became apparent to the facilitators that the team was becoming very defensive, they decided to separate the team into three groups for the second meeting. The first group would develop an action plan for the manufacturing sector, while the other two teams would develop service and retail strategies. The facilitators hoped that by splitting the team and structuring the discussion in a way that included service and retail strategies, they would move the group past its negative mood.

The action plans that the three groups developed did indeed take into account other possibilities besides industrial recruitment. The manufacturing team recommended lobbying for an expansion of the two-lane state highway to a four-lane highway to improve access to transportation. They also proposed developing a plan to anticipate needs for additional housing following industrial recruitment. The service and retail groups concentrated on strengthening internal factors that would promote new business, especially service firms: strategies included developing leadership, improving the community's image among its own citizens, identifying the market for new service firms, and creating a volunteer network of chamber of commerce members to assist potential entrepreneurs in Beatrice.

The composite action steps, with their functions, time frames, and assigned leaders, represented a strategic plan for the Beatrice economy and reflected both external trends and internal strengths. During a six-month period, the group worked to implement the plan, and the facilitators scheduled a follow-up meeting to assess progress toward their strategic objectives.

The true extent of resistance to the strategic planning process became evident at the third meeting. The group members in attendance had devoted most of their time during the previous six months to working with the chamber of commerce executive to attract a new industry to the community. There was virtually no progress on any of the action steps. They expressed deep reservations about the strategic plan, because of the amount of time they would have to devote to nurturing new leadership and helping potential entrepreneurs. They also believed that because of the high failure rate of new firms, assistance to small businesses was not worth their time and effort. The negative reactions evident at the first meeting had obviously not changed.

Making sense of the Beatrice experience

The reactions of the Beatrice strategic planning team were characteristic of the denial stage in the Kubler-Ross framework. When confronted with information about external trends and internal strengths and weaknesses, they dismissed the information as irrelevant to their own goals for the community. During the implementation phase, they proceeded on the basis of "business as usual." It became clear that their expectations of strategic planning were that the facilitators would provide them with up-to-date information on the most likely industrial targets and techniques for luring them to the community.

Words and phrases heard during the planning sessions were characteristic of the denial stage: "These are hard times, but things will turn out," and "It's just temporary—it'll get better soon." The team members virtually refused to acknowledge that major structural changes in the national economy were having

an impact on their own situation. They placed their faith in traditional economic development policies, and they continued to pursue those policies, even after putting a strategic plan on paper.

Two lessons stand out from the Beatrice experience. First, planners and economic development specialists providing technical assistance to communities must recognize and accept the idea that denial, anger, blame, depression, and withdrawal are common human reactions to economic change. These reactions are not the result of a community's collective ignorance, but are normal affective responses to economic shock and dislocation. No planned change will be successful unless these responses are first recognized and then built into the planning process itself. However, those engaged in the planning process must then become aware of new and more effective ways of thinking about economic change.

Second, outside experts alone cannot stimulate and sustain community commitment to strategic economic development. A trained insider—a peer, colleague, or neighbor—must serve as a "development catalyst." Outside experts, regardless of intention, often appear to community leaders as "the other guy," leading to the "law of the other guy's thing" (Gardner 1982). Plans and recommendations developed by an external expert are discounted as uninformed analysis by an outsider who has little knowledge of what is truly happening in the community.

These two lessons underscore the crucial importance of a preparation stage in local economic development for strategic planning. Strategic planning can be an effective process for local economic development, but its potential diminishes in a context in which participants are not yet ready to confront the changing nature of their local economies. The first step in the strategic planning process, "organization," must therefore include a preparation phase that addresses attitudes and feelings about change. A "readiness training" component is not enough, however; community leaders must also make a firm commitment of local resources to the effort. Without an organized and responsible steering committee, an insider "development catalyst" is less likely to emerge. The lessons learned in Beatrice are currently being applied in a second phase of the Nebraska pilot project.

Preparing community leaders for strategic planning

The Beatrice experience and the critical lessons learned resulted in a redesign of the strategic planning process. The Nebraska Department of Economic Development, the University of Nebraska at Omaha Department of Public Administration, and the Center for Applied Urban Research, currently are undertaking

the second year of the pilot project with four communities. The Heartland Center for Leadership Development has joined the project to conduct "community training" and to develop indigenous leaders as internal development catalysts. The Heartland Center's mission is to promote strategic thinking and an entrepreneurial spirit in Nebraska by developing community leaders who understand the constraints and opportunities of the post-industrial economy. This training component is new to the Nebraska project, and it includes a unique combination of strategic planning and organizational development methods.

The Heartland Center defines an "entrepreneurial community" as one "whose leadership demonstrates a highly positive attitude and possesses the capability to motivate the community to identify and constructively exploit new opportunities for community survival" (Luther and Wall 1986). To develop such attitudes and capabilities, the Heartland Center staff are spending two days in each pilot community prior to the beginning of the strategic planning process. In an intensive retreat setting, the staff work with business and governmental leaders who will be the steering committee for the duration of the process.

The content of the retreat is a series of short presentations and small group activities aimed at creating a basic understanding of strategic planning, increasing awareness of how resistance to change can hamper strategic planning, and stimulating thinking about strategies for economic diversification and community survival that go beyond local history and current issues. The group uses a community case study to simulate the steps of the strategic planning process. Debriefing allows community leaders to reflect about their own community. As the city administrator of the first test community remarked, the case study was a nonthreatening way to be introduced to strategic planning and to be confronted with one's own attitudes about economic change.

Conclusions

Our purpose in this paper has been to begin a discussion around an aspect of strategic planning that is frequently overlooked by economic development specialists and community planners. The Beatrice experience illustrates the importance of the negative effect of emotional issues on strategic planning—a point being discovered by others in similar contexts. We are therefore confident that we have identified a significant underlying dimension to what is otherwise considered a purely rational process.

Following the pre-planning workshops, community leaders will look at their local situations without denial, anger, or depression, open to the possibility that traditional approaches to economic development may be insufficient, that the analysis of external op-

portunities and threats will identify new strategies, and that those changes may call upon them to exercise a more active role in developing community resources, including a wider network of local leadership. However, we are not attempting a controlled experiment

to establish the impact of leadership development training on attitude change. We hope instead that our findings will stimulate other case studies exploring the link between "entrepreneurial leadership" and effective economic development policies.

Appendix 1. Export employment worksheet

COUNTY Gage							Year 1981
Employment Category		U.S. Employment		3	4	5	
SIC Code	SIC Description	Amount (thousands)	Percent of total	Local employment	Local requirements employment (column 2 times column 3)	Export employment (column 3 minus column 4)	
—	Total	74,850	100	6,105	—	—	
—	Agricultural services	303	0.40	39	24	15	
—	Mining	1,108	1.48	30	90	(60)	
—	Contract construction	4,286	5.73	325	350	(25)	
15	General contractors	1,183	1.58	83	10	73	
16	Heavy construction	833	1.11	123	68	55	
17	Special trade CR's	2,253	3.01	119	184	(65)	
—	Manufacturing	20,428	27.29	1,380	1,666	(286)	
23	Apparel and other textiles	1,229	6.02	140	368	(228)	
25	Furniture and fixtures	465	0.62	327	38	289	
27	Printing and publishing	1,262	1.69	62	103	(41)	
28	Chemicals and allied products	910	1.22	100	74	26	
34	Fabricated metal products	1,584	2.12	154	129	25	
35	Machinery, not electrical	2,421	3.23	237	206	31	
—	Transportation and other public utilities	4,613	6.16	195	376	(181)	
42	Utilities, trucking and warehousing	1,228	1.64	91	100	(-9)	
48	Communication	1,348	1.80	104	110	(6)	
—	Wholesale trade	5,261	7.03	481	429	52	
50	Wholesale-durable	2,964	3.96	226	242	(16)	
51	Wholesale-nondurable	2,024	2.70	255	165	90	
—	Retail trade	15,040	20.09	1,470	1,226	244	
52	Building materials and garden supplies	522	0.70	63	43	20	
53	General merchandise	1,950	2.61	126	159	(33)	
54	Food stores	2,294	3.06	276	187	89	
55	Auto dealers and service stations	1,661	2.22	223	136	87	
56	Apparel and accessories	942	1.26	106	77	29	
58	Eating and drinking	4,542	6.07	468	371	97	
59	Miscellaneous retail	1,919	2.56	168	156	12	
—	Finance, insurance, and real estate	5,410	7.23	421	441	(20)	
60	Banking	1,551	2.07	139	126	13	
61	Credit agencies	602	0.80	75	49	26	
—	Services	17,814	23.80	1,696	1,453	243	
70	Hotels and lodging	1,098	1.47	91	90	1	
72	Personal services	953	1.27	91	78	13	
79	Amusement and recreation services	715	0.96	58	59	(1)	
80	Health services	5,538	7.40	837	452	385	
86	Membership organization	1,228	1.64	196	100	96	
—	Nonclassifiable	588	0.79	67	48	19	

Export employment (column 5) is calculated by estimating how much employment would be expected locally for each industry if the locality were self-sufficient in producing goods and services (column 4) and subtracting that number from the actual number of local jobs in each industry (column 3). Self-sufficiency is defined as the same percentage in each industry locally relative to total employment in that industry nationally as a percent of total national employment (National League of Cities 1979).

Appendix 2. Shifts and shares analysis: United States and Gage County 1976 to 1981 for selected categories

SIC category	National growth	Industrial mix	Competitive share
Total	1023	n/a	(163) ^a
Agricultural services	5	3	4
Mining	8	10	(27)
Contract construction	46	12	33
General construction	12	7	1
Heavy construction	13	(4)	47
Special trades	20	8	(13)
Manufacturing	232	(140)	100
Apparel/textiles	27	(36)	14
Furniture	53	(34)	35
Printing/publishing	11	(2)	(6)
Chemicals/allied products	27	(18)	(49)
Fabricated metal products	40	(20)	(70)
Machinery/nonelectrical	60	6	(136)
Transportation	35	(6)	(12)
Trucking/warehousing	19	(6)	(17)
Communication	16	n/a	5
Wholesale trade	84	(6)	(27)
Wholesale/nondurable	38	(15)	37
Retail trade	290	(54)	(218)
Building materials	16	(1)	(36)
General merchandise	32	(30)	(39)
Food stores	40	(1)	(32)
Auto dealers	50	(60)	(25)
Apparel	20	(7)	(8)
Eating and drinking	84	53	(97)
Miscellaneous	39	(6)	(65)
Finance, insurance, and real estate	64	12	15
Banking	22	6	n/a
Credit agencies	25	15	(96)
Services	259	186	(78)
Hotels/lodging	11	3	21
Personal services	15	(9)	6
Health services	121	47	(2)
Membership organizations	33	(8)	n/a

Source: U.S. Bureau of the Census 1977; 1982.

a. Numbers in parenthesis are negative.

National growth refers to employment increase from 1976 to 1981 that would have occurred in the county if this industry had grown at the same rate as national employment grew across all industries.

Industrial mix is the change in employment in this industry in the county from 1976 to 1981 that would have occurred because of the difference between the national growth rate for this industry and the average growth rate for all U.S. industries.

Competitive share indicates whether the county has attracted a larger share of this industry between 1976 and 1981, or has lost a portion of its 1976 share to other regions.

Notes

1. An expanded discussion of this strategic planning model, along with a comprehensive synthesis of local economic strategies, appears in Luke et al. forthcoming.
2. Appendix 1 contains a more detailed analysis of the export base of Beatrice and Gage County.
3. For more detailed analysis of the shifts and shares for Beatrice and Gage County, see Appendix 2. Ideally, shifts and shares analysis would include computations of state and regional trends by industrial classification; however, this information was unavailable.

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