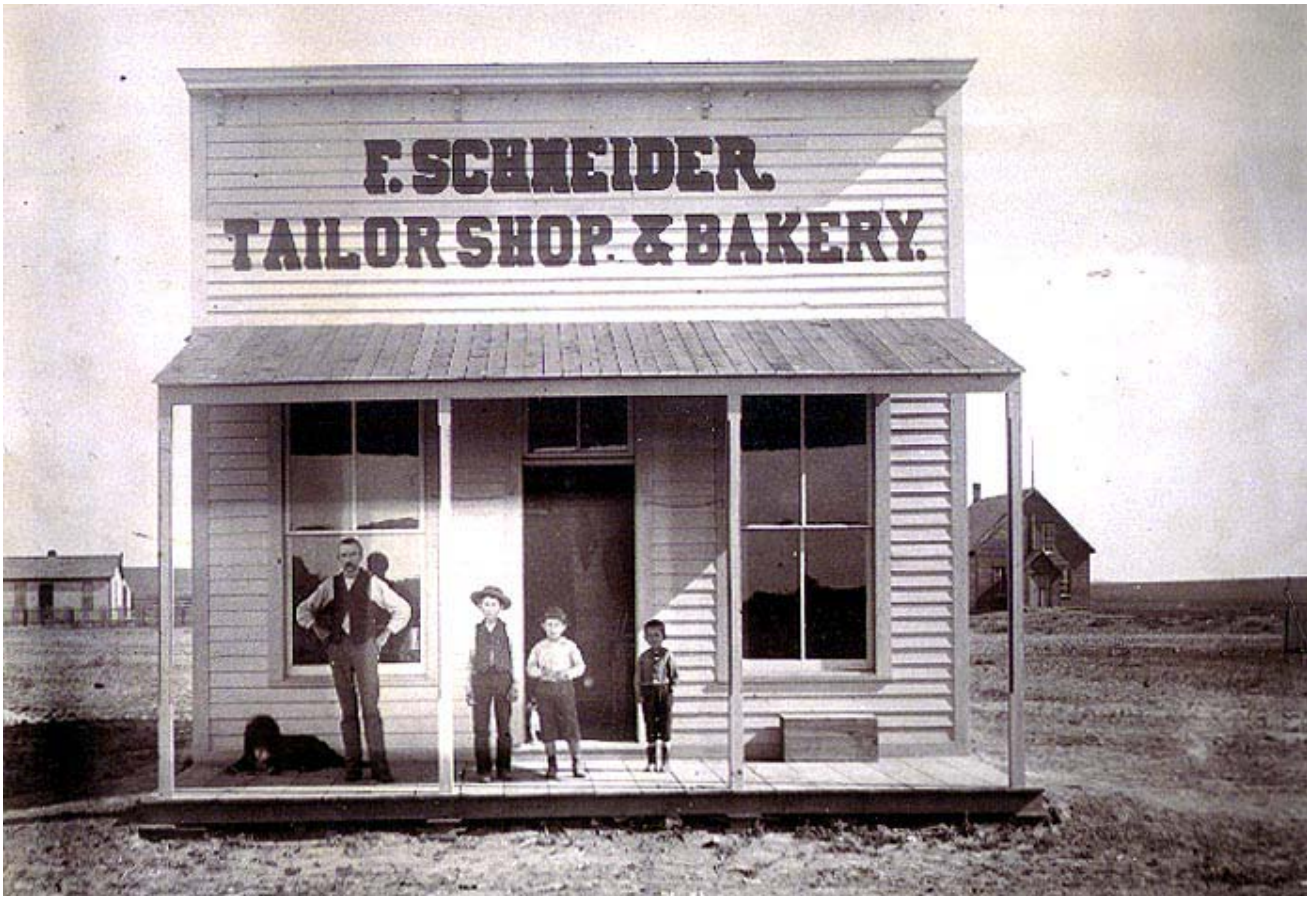
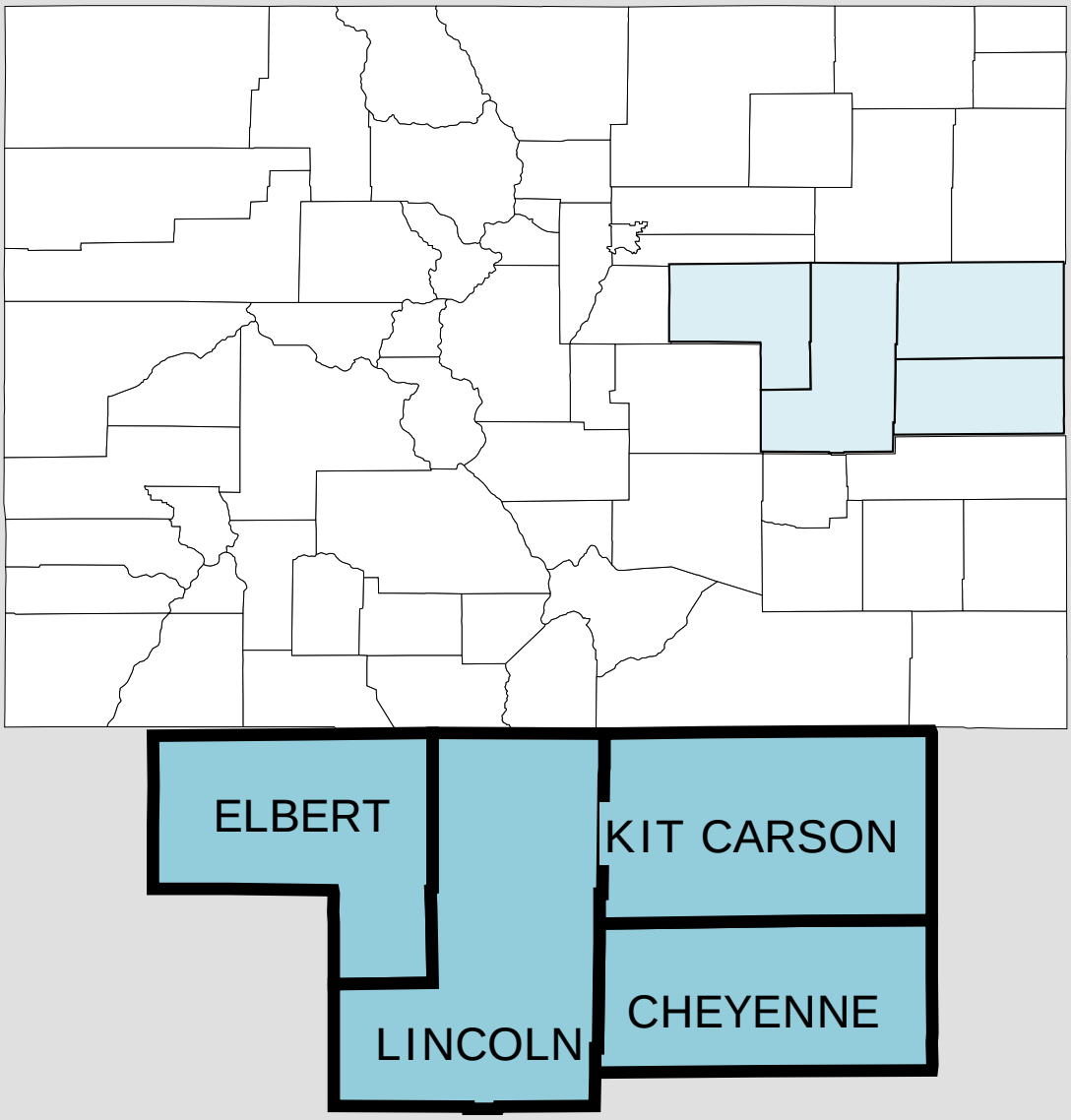
Comprehensive Economic Development Strategy



East Central
Council of Local Governments
Colorado

May 2009

COLORADO



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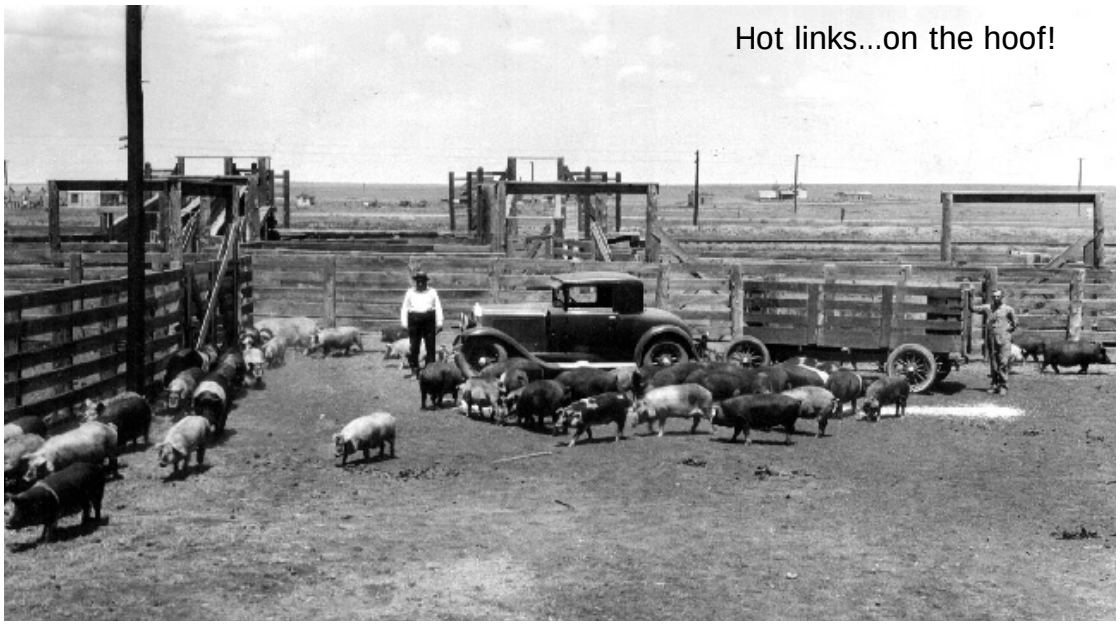
Supporting Documentation

In the preparation of this CEDS Report, the Council has worked to:

1 - Focus the Report on the Region's Strategies
2 - Create a manageable Report that can be widely shared.
3 - Protect the environment.

Towards this end we have created in Attachment A as a comprehensive set of electronic links to web sites containing all of the source information and research. All of these sources have been explored and considered in support of the Region's selection of goals and strategies.

Throughout the electronic version of the CEDS are "hot links". To open these links put the cursor on the highlighted item, then hold down the ctrl key on your computer keyboard and then click on the left button of your mouse (do not let the ctrl key go while doing this)



COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGY

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Submitted May 8, 2009

This report was prepared in support of the Council's application to the U.S. Economic Development Administration. This publication was prepared by the East Central Council of Local Governments. The statements, findings, conclusions, and recommendations are those of the authors and do not necessarily reflect the view of the U.S. Economic Development Administration.

Executive Summary

A Comprehensive Economic Development Strategy (CEDS) is the result of a local planning process designed to guide the economic stabilization and growth of an area. In September of 2007, the East Central Council of Local Governments began exploring the need for a CEDS for its four county service area. After discussing the merits of CEDS with other regions in the rural Midwest, ECCOG started the process of developing the funding mechanism, the partnerships and the other resources/work program to proceed with the development of a CEDS for Lincoln, Elbert, Kit Carson and Cheyenne Counties. The purpose of the CEDS is to construct a plan for retaining and creating jobs, encouraging a stable but more diversified economy, and maintaining and improving the quality of life in East Central Colorado.

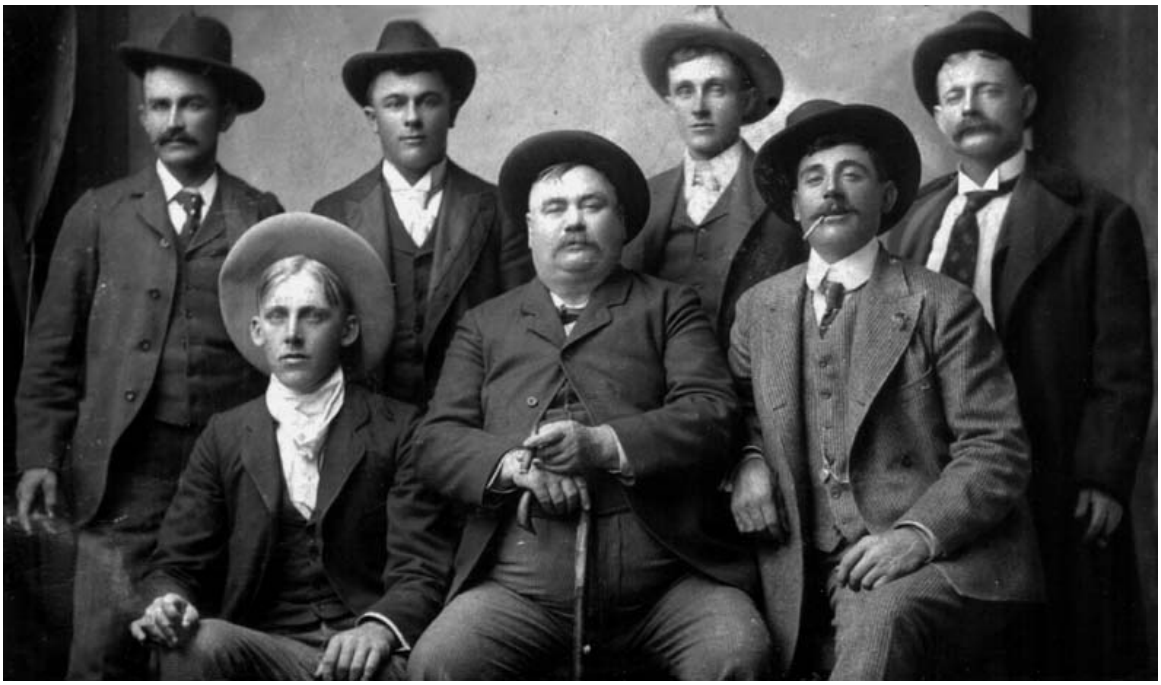
This Comprehensive Economic Development Strategy (CEDS) for East Central Colorado:

- Summarizes the economic conditions of the region
- Guides and coordinates local economic development interests and efforts region-wide
- Facilitates eligibility for various federal and state economic/community development funding at both the local and regional levels
- Develops goals and strategies for implementing economic development projects
- Identifies viable economic development projects and initiatives
- Outlines the standards for the evaluation of the program

This CEDS process was guided by a CEDS Working Group and later a CEDS Committee. It was further guided by the governing boards of both the East Central Council of Local Governments (ECCOG) and the Prairie Development Corporation (PDC). The four guiding forces are comprised of individuals representing many diverse groups including, but not limited to, business, industry, civic organizations, economic development organizations, and the education community, as well as County and Municipal governments. The CEDS Committee, with input from the CEDS Working Group, continues to meet to discuss economic development issues. The Committee will recommend additional or modified priorities and action items to the ECCOG Board as updates to the CEDS strategies and priorities are indicated.

While the document is a product of the East Central Council of Local Governments (and is required to qualify for Economic Development Administration assistance), the CEDS document is meant to be a working plan for all local governments, community entities and respective economic development organizations. The Council also works to disseminate the CEDS information to state, local, and

regional organizations. It is useful for all area residents desiring to understand their local economies and working to improve the communities in which they live.



Community leaders

Chapter I - Introduction & Region

PURPOSE

The ECCOG Comprehensive Economic Development Strategy (CEDS) will develop a framework to support and enhance regional economic development opportunities in east central Colorado: Elbert, Lincoln, Kit Carson and Cheyenne Counties. The CEDS has three objectives:

- Develop a database to better understand and describe Colorado's Central Plains in terms of its geographic, economic and social relationships;
- Identify and prioritize regional development issues / challenges / opportunities;
- Develop strategies to address selected issues.

A. VISION STATEMENT

We have the good life on Colorado's Central Plains, and we're willing to share it into the future. Our citizens will continue to live here for generations because we will develop technological advances that will create new primary jobs while supporting our agricultural and other industries. Entrepreneurship will thrive. We will continue to collaborate regionally and inter-regionally. We envision excellent health care facilities and public education systems that set the standard for the entire State. We will create additional opportunities for heritage tourism and recreation while preserving our historic sites and our open space. New workers and their families will move to our counties helping us increase economic opportunities that will sustain and expand our business communities. Goals and strategies will be implemented through many different public-private partnerships. Our lifestyles will change, but only for the better, because we will plan for new opportunities involving alternative energies and for the continued development of transportation corridors. Our values will remain strong. Not only will we have more people living here, but more people will want to live here.

Historic sites and open space

B. REGIONAL OVERVIEW

The East Central region of Colorado (Colorado's Central Plains) is comprised of Lincoln, Elbert, Kit Carson and Cheyenne Counties.

Agriculture is the base economic driver in each of the four counties, but the 8,000 square-mile region is very diverse. The population of the region in 1990 was 23,712. The State Demography Office's 2007 population estimate for the region is 38,589. However, 95% of that growth was concentrated in 3% of the geographical area within the region (the very

northwest corner of Elbert County continues to experience high residential growth, with most of that population commuting to jobs in Denver). The other 5% growth was a result of increased or new prison populations in Lincoln and Kit Carson Counties. Two of the four counties had a decrease in population (Kit Carson County would have seen a decrease but there was no correctional facility in 1990) and eight of the fifteen municipalities also had a net loss of population during that 16-year period…some as much as 25%. Kit Carson County has an agricultural economy enhanced by deep well irrigation. Cheyenne, Lincoln, and Elbert Counties are mostly dryland farming and are more likely to field large cattle ranches than large grain-producing farms. The principal employer in all four counties is public. Local government and schools are the largest employers. While only 7.4% of Elbert County's population is over the age of 65, 16% of the residents in Cheyenne, Lincoln and Kit Carson are 65 or older.

Like many rural plains areas throughout the Midwest, many of Colorado's Central Plains towns have main streets filled with vacant storefronts. Retail as it was even ten years ago will never return, but there are realistic opportunities for the region and each of the counties and most of the towns to become more economically viable by capitalizing on the resources that exist. Some economic incentives are in place and the region has a strong history of working together.

Opportunities exist for the development of renewable energy sources (wind, solar and bio-diesel). The Republican River Compact must now be enforced and Kit Carson County farmers face the potential of shutting down hundreds of wells, with possible negative economic impacts far beyond any ever experienced in the history of the County or the Region. Commodity prices continue to be unstable, but reached an all time high in mid-2008, only to drop sharply (along with the rest of the economy) by the end of December. Oil and Gas valuations (impacting Cheyenne County and to some extent, Elbert County) are also unstable.

All fifteen incorporated communities and all four counties have worked together on a number of issues under the umbrella of the East Central Council of Local Governments since ECCOG's incorporation in 1973. All four counties and all of the fifteen incorporated municipalities are member entities. Most of the region is also within the East Central Enterprise Zone. The zone is administered by ECCOG and was one of the original six zones designated by the State of Colorado in 1986. The tax credits made available through the Enterprise Zone result in more than $1,000,000 in annual state income tax savings for area businesses, farms and ranches.

The greatest economic development need within the region is economic stabilization and diversification. Each area within the region needs to capitalize on its assets. Growing from within has a greater chance of success

than bringing new business and industry to the area, but efforts to attract new jobs from outside the region should also continue. Elbert County has mushrooming residential growth but one of the lowest non-residential assessed values in the state. Gallagher and TABOR complicate this issue even further.

Bonny Reservoir (located to the north in Yuma County) has been the only water recreation resource for the eastern end of the Region for three decades. It appears that Bonny could be drained entirely to help meet the 1942 Republican River Compact, severely impacting recreation-based tourism for the Burlington area (just south of the reservoir and the county seat of Kit Carson County), but that is minimal impact compared with the projections by the Colorado Agriculture Preservation Association that the proposed Compact regulations would take 226 parcels of irrigated land out of production, causing a $60 million reduction in land value and massive lost agricultural production including Kit Carson County.

Once the necessary electric power transmission lines are built, wind power will become a reality on Colorado's Central Plains. Farmers or ranchers who own the parcels on which the towers are placed will benefit annually. The counties' tax bases will increase. Construction jobs related to development of wind farms will be substantial but there will be minimal permanent jobs once the farms are in operation. Strategies must be developed that will creatively capitalize on this new industry. Solar farms and biodiesel plants are also realistic industries to "capture" and develop in the coming years.

Alternatives should be explored to re-design and reuse the main streets of many of the towns. Retail, as many of us knew it, is gone forever. Internet and 1-800-0000 businesses are shipping within 24 hours. Households are often single older persons whose grocery and basic needs are less. As small "Mom and Pop" stores that have provided basic services for years come up for sale, there are few interested buyers. While such a business may still cash flow with the original owner, that owner probably has limited debt. Add debt for the new buyer plus the impact of an ever declining market, then the continued existence of the small hardware stores and grocery stores in towns under 1,000 population becomes doubtful. The current economy makes this even more unlikely.

Methods that create financing opportunities and a greater willingness for neighboring communities to work together to improve the economy of the area rather than competing with each other should be explored. Some of our smallest towns must consider becoming great neighborhoods to the larger communities down the road.

Heritage Tourism opportunities abound. Ways to bring more of the hundreds of thousand of persons passing through the area off highways 385, 40/287, 59, 71, 86, 24 and I-70 into the communities adjacent to them can be developed. These travelers along with thousands of Denver and Colorado Springs residents must be further enticed to come visit, "sit a spell" and spend money with existing businesses. Seasonal recreational hunting opportunities also exist…again more money in the pockets of existing businesses.

The largest Helium Production facility in the nation is near Cheyenne Wells. Opportunities should be developed to increase the helium supply to enable the facility to operate to capacity.

C. ECONOMIC DEVELOPMENT DISTRICT DESIGNATION

The four counties comprising the East Central Council of Local Governments' service area were designated a Planning and Management Region under executive order of the Governor of Colorado in 1972. ECCOG was officially incorporated in 1973 under Chapter 88 of the Colorado Revised Statutes. This Region now seeks official designation from the Economic Development Administration as an Economic Development District. This designation is being submitted simultaneously with the submittal and request for approval of the Region's first-ever Comprehensive Economic Development Strategy.

The make-up of the East Central Council of Local Governments Board of Directors was changed to meet EDD criteria. The Articles of Association were amended by Resolution on April 1, 2009 to add five non-governmental member seats. The ECCOG Board is now comprised of 13 directors: eight local government representatives and five non-government representatives.

ECCOG BOARD OF DIRECTORS AND CEDS COMMITTEE MEMBERS

The Board of Directors of ECCOG will serve as the governing body for the district. Table 1 lists the current board members of the Governing Body. An initial CEDS Working Group was created in July 2008. In March 2009, an official CEDS Committee (with representatives from some, but not all, of the following: government, Chambers of Commerce, industry, labor, education, health, agriculture, workforce development, utilities, transportation, public safety, etc.) was established. Table 2 lists the CEDS Committee members and their affiliations.

Figure I.1 - ECCOG Governing Body Membership

Government Representatives - 62%

Name, Position	**Municipality/County**
Bob Paintin, Commissioner	Cheyenne County
John Shipper, Commissioner	Elbert County
Dave Hornung, Commissioner	Kit Carson County
Steve Burgess, Commissioner	Lincoln County
Jon Gleiforst, Mayor	Elizabeth
Del Beattie, Mayor	Limon
Rayetta Palmer, Council Member	Cheyenne Wells
Nola Stone, Council Member	Flagler

Non-Government Representatives-38%

A. Private Sector Representatives

Name	Company/Enterprise	Position
Donna Metcalf	Pronghorn Country ACE Hardware	VP & CFO
Fred Beisser	Tioga Capital Corporation	President
Troy McCue,	Cattle-Yak Ranch	Owner
Ron Rehfeld	Rehfeld Farms	Owner

B. Stake Holders

Name & Area of Interest	Organization	Position
Valerie Rhoads, Higher Ed	Morgan Community College, Burlington	Director

Figure I.2 - ECCOG CEDS Committee

1. Private Sector-55%

Name	Company	Position
Patricia Vice	Vice Farms Inc.	Co-Owner
Debbie Knudsen	Knudsen Ag	Partner
Charlene Sayles	Uberdoodles Graphic Design & Photography	Partner
Deni Coryell	Coryell Restaurants, LLC	Assistant Mgr.
Dorothy Stone	Dorothy C. Stone Attorney at Law	Owner
Nancy Bogenhagen	Range Ledger	Publisher

2. Representative of Other Economic Interests-45%

Name	Government	Position
Chris LaMay	Town of Elizabeth	Town Manager
Don Anderson	Burlington Public Schools	Superintendent
Amy Johnson	Kit Carson Rural Dev. Assoc.	Chairman
Ben Orrell	KC Electric Association	Member Srvs. Dir.
Joe Kiely	Ports to Plains	V.P. of Operations

ECCOG STAFFING/MANAGEMENT STRUCTURE

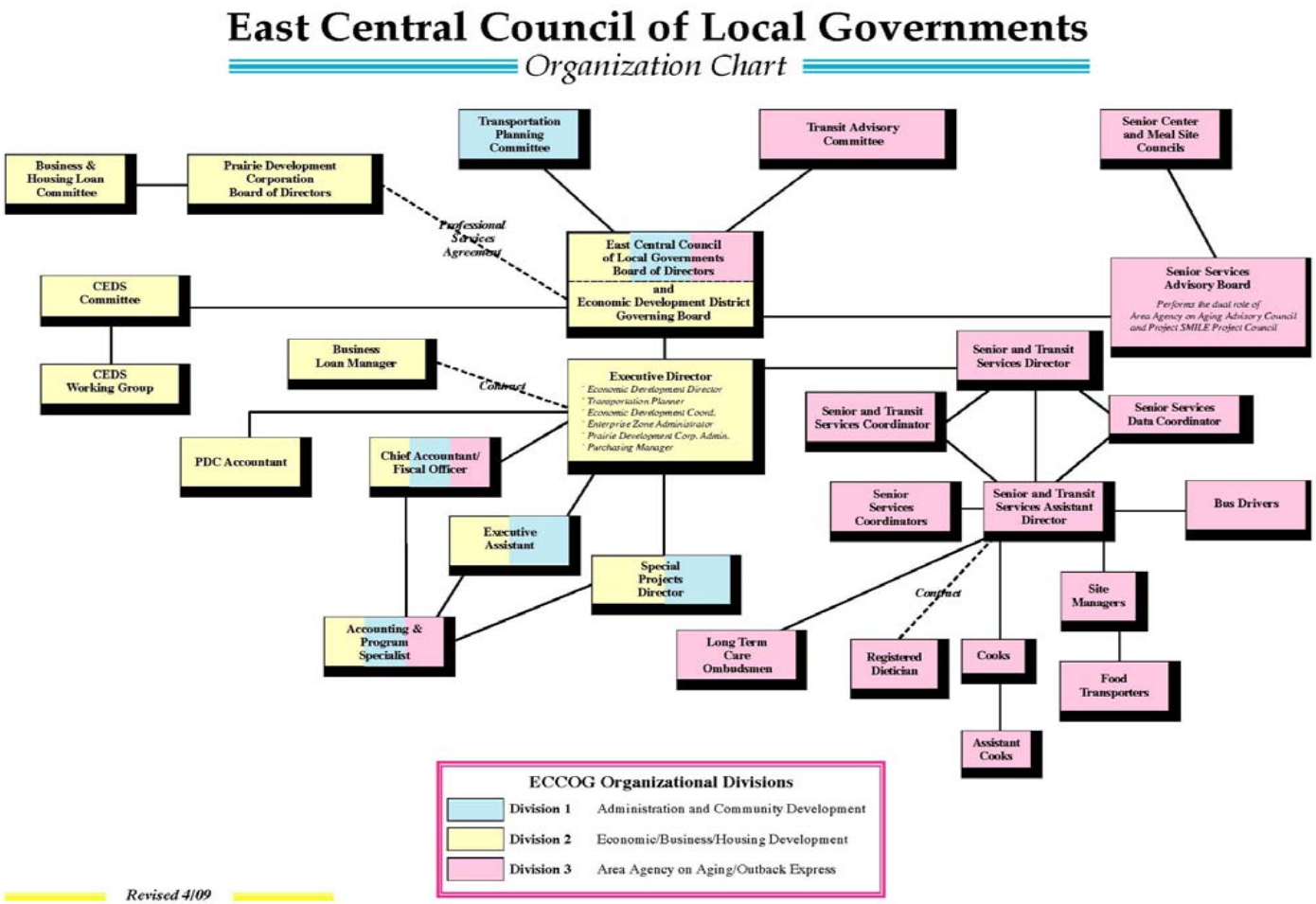
The management objectives of the ECCOG are to:

1. Develop and maintain adequate staff capacity
2. Build staff technical capabilities
3. Stabilize long-term agency financing

ECCOG relies on a variety of sources to support its staff and/or work plan, including membership dues, grant and loan administration funds, service contracts, etc. An organizational chart follows:

Management joins the staff for lunch

Figure I.3 – Organizational Chart



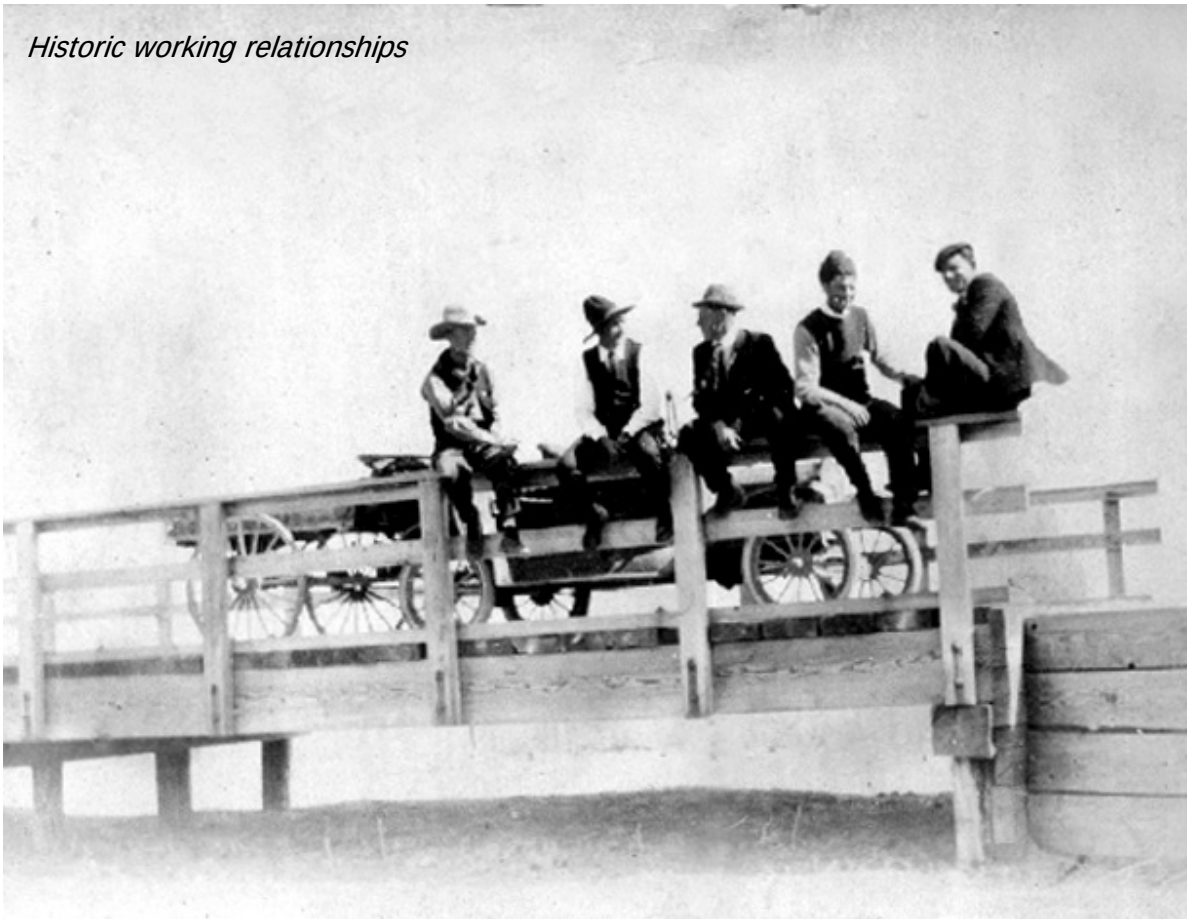
D. REGIONAL RELATIONSHIPS

The East Central Council of Local Governments staff, Board of Directors and various advisory groups have established relationships with state and federal agencies, including but not limited to the Governors Office of Economic Development and International Trade, the Colorado Department of Local Affairs, the Mid-States Port Authority, the Colorado Division of Housing, USDA Rural Development, CSU Regional Technical Assistance, the Colorado Division of Aging and Adult Services, the Colorado Department of Transportation, the Eastern Plains Transportation Planning Region, the Eastern Colorado Work Force Region, RC&D, the Colorado Tourism Office, the Colorado Historical Society, Ports to Plains Alliance, High Plains Highway, and the Colorado Division of Local Government. ECCOG and its divisions (i.e. partners) including the East Central Area Agency on Aging, the Outback Express Transit System, the East Central Enterprise Zone, and the Prairie Development Corporation Business Loan Fund meet several times annually with their respective counterparts throughout the State for information exchange and training.

The Prairie Development Corporation was created in 1986 as a public-private partnership but with its own board of directors and 501(c)(3) designation. ECCOG staffs the Prairie Development Corporation through a Professional Services Agreement. PDC is the development counterpart of the ECCOG and operates a business loan fund that emphasizes job creation and retention in cooperation with the ECCOG and the four counties. The loan fund utilizes federal CDBG grant funds awarded to the State of Colorado and then subcontracted to Lincoln County on behalf of the region. PDC also operates a smaller housing loan fund for rehabilitation and homebuyer assistance, and takes the lead in the region in development of Our Journey, the multi-jurisdictional heritage tourism development and marketing program.

There are limited formal local Economic Development groups within the four counties. The Lincoln County ED Corp. is the only countywide group and is professionally staffed. The Cheyenne Wells Community Growth Committee reorganized recently and receives staffing assistance from the Town. The High Plains Bank in Flagler pays for one of its staff members to work part time in Economic Development on behalf of the Town of Flagler. Kit Carson Rural Development oversees community economic development issues for the town of Kit Carson, and is staffed by volunteers. The Hugo Improvement Partnership also works with an all-volunteer staff. The City of Burlington employs a full time Economic Development Director who also works with an official Economic Development Board. The staffs (both professional and volunteer) of these groups meet monthly to discuss mutual challenges and projects.

The historic nature of the working relationships among the local governments and economic development groups is real and genuine. These relationships didn't need to be created for this CEDS effort; they have been sustained for more than 35 years. These long-standing relationships brought great strength to the CEDS process, and this strong partnership, "To Do Together What We Can't Do Alone," will assure a quality implementation of the CEDS in the years to come.

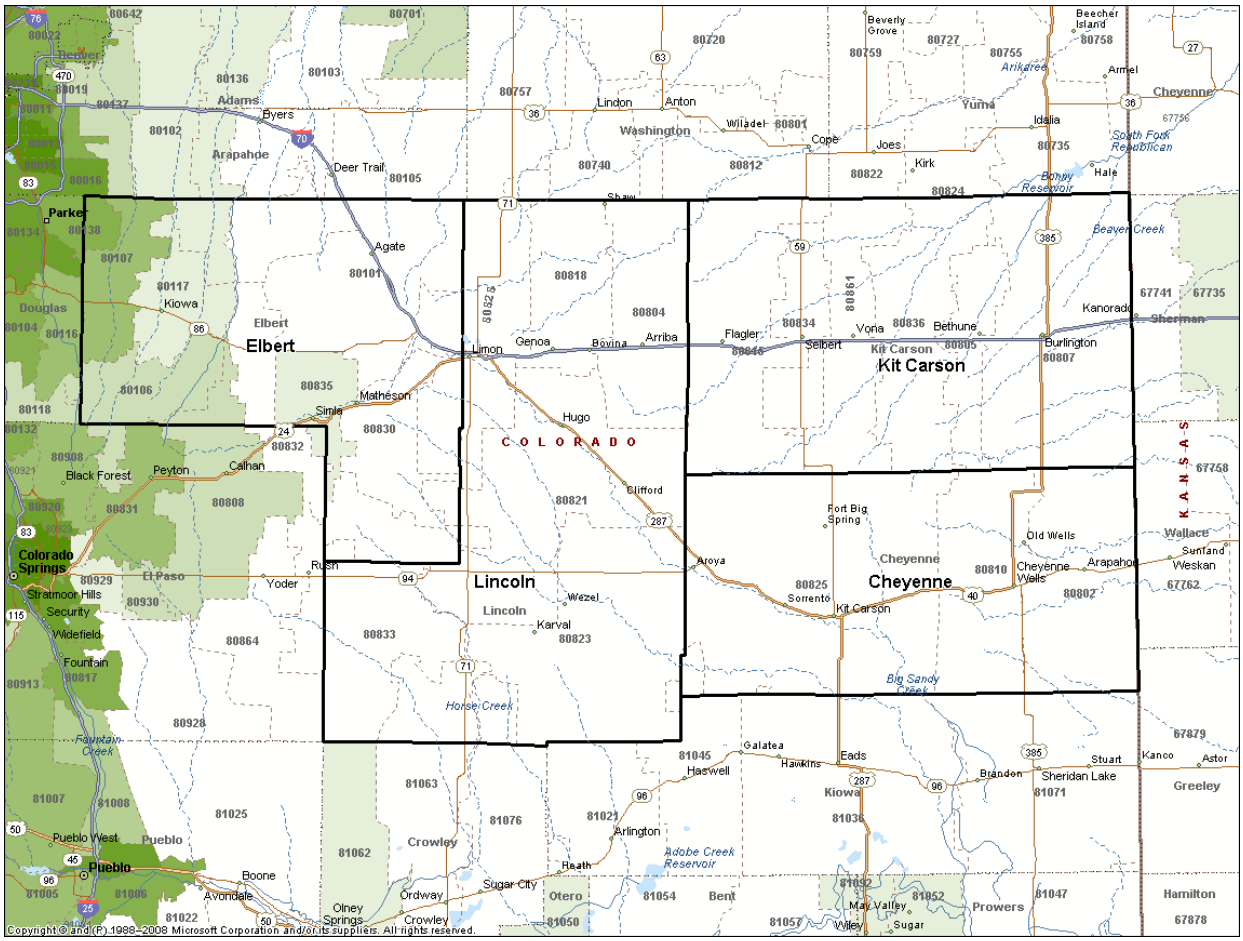


Historic working relationships

Chapter II - The Region and Its Economy

A. Geography & Climatic Data

Figure II.1 - Map of East Central Colorado



Population: total (2007) by ZIP Code divided by Area in Square Miles

- 2,615.500 to 142,871.627
- 558.000 to 2,615.499
- 154.480 to 557.999
- 70.450 to 154.479
- 38.108 to 70.449
- 20.170 to 38.107
- 8.104 to 20.169
- 0.000 to 8.103

East Central Colorado consists of four counties (Cheyenne, Elbert, Kit Carson and Lincoln) and 15 incorporated communities (Cheyenne Wells and Kit Carson in Cheyenne County; Elizabeth, Kiowa and Simla in Elbert County; Bethune, Burlington, Flagler, Seibert, Stratton and Vona in Kit Carson County; and Arriba, Genoa, Hugo and Limon in Lincoln County). The Western portions of this region, particularly in Elbert County, are greatly impacted by the Denver/Colorado Springs Metropolitan Areas. Major transportation corridors provide ready access to Elbert County via Interstate 70, Colorado 86 and U.S. 24. Significant acreage and subdivision development has occurred and is likely to continue once the current recession has passed. The region's geographic location relative to the Front Range is a significant development consideration including both opportunities and challenges.

This region is part of the high plains grasslands ecosystem and it is semi-arid where climate and water are central development issues. The region's climate is continental in nature with four distinct seasons. Major weather systems moving across the Continental Divide can create rapidly changing weather illustrated by spring blizzards and summer time thunderstorms. From a development standpoint, the East Central High Plains of Colorado does have a relatively favorable climate from a people attraction standpoint. Summers can be hot but typically are moderate. Winters can be cold with snow, but there are extended periods of sunshine and Indian summer temperatures.

The region has a history of natural disasters primarily related to drought, winter storms, summer tornados and thunder storms and flash flooding during high precipitation periods.

Land use patterns vary across this region. The eastern areas are dominated by large farms, ranches and numerous small towns. Industrial and commercial development is relatively limited. The region is crossed by major transportation corridors with associated highway and rail development. The western portions of the region are experiencing increasing urbanization as the Denver and Colorado Springs Metropolitan Areas are pushing out, resulting in acreages, subdivisions, associated commercial development and an increasing number of hobby and niche farms/ranches.

B. Environmental & Natural Resource Profile

There are no wilderness areas, wild or scenic rivers or national grasslands within this region.

Agricultural lands are addressed in other sections of this report. This region has productive lands but they are vulnerable to deterioration due to the arid climate and light soils. Wind erosion can be a particular problem. Soil development and renewal requires strong stewardship and aggressive fertilizer inputs when intensively cropped for feed grains.

There are limited State recreational areas within the region. However, this region does offer extensive seasonal hunting opportunities for selected species.

The region has important archeological, historic and cultural resources associated with both historic Native American and contemporary western settlements. Colorado's Central Plains has a number of State and National Register historic sites. Heritage and cultural tourism is a priority for the region and these assets are addressed in greater depth in other sections of this report.

There are no superfund sites, officially designated brownfield sites or significant hazardous materials challenges within the region.

Groundwater is critically important to the region and drinking water supplies are tied to individual and public well fields. An inventory of these resources is available.

The region has very limited year-round flowing water ways and these are primarily associated with the Republican River Basin. Due to over appropriation within this basin, there is a legal settlement requiring fundamental changes in its use and that of associated aquifers. The region has numerous seasonal riverbeds that flow only during periods of intense rain often associated with warmer weather thunderstorms. Flash flooding associated with these dry river and streambeds can pose seasonal challenges. These challenges are mitigated by the relatively small population base and level of urbanization.

Republican River Settlement

On May 26, 1998 the State of Kansas filed a complaint to the United States Supreme Court that claimed the State of Nebraska had violated the Republican River Compact by allowing the unimpeded development of thousands of wells in hydraulic connection with the Republican River and its tributaries. Kansas further alleged that Nebraska was using more water than its allocation under the compact and was depriving Kansas of its full entitlement. The States of Kansas and Nebraska were joined by the United States as amicus curiae in providing a briefing to the Supreme Court on January 19, 1999, which accepted the lawsuit to be known as Kansas v. Nebraska and Colorado, No. 126 Original. The State of Colorado was joined in the lawsuit because the headwaters of the Republican River rise within this state and it is a party to the Republican River Compact.

After pursuing an aggressive mediation schedule, the States of Colorado, Kansas, and Nebraska successfully reached accord and presented a comprehensive Final Settlement Stipulation at a hearing in Denver, Colorado on December 15, 2002. The Final Settlement Stipulation contained the following principal features:

- Waiver of claims. All three States agreed to forever waive all claims against each other that related to use of water in the Republican River Basin prior to December 15, 2002.

- Ground water modeling. The States agreed to form a committee composed of representatives from each state to construct a comprehensive ground water model to determine the amount, timing, and location of depletions from ground water pumping that accrue to the Republican River and its tributaries by July 1, 2003.

- Moratorium on the construction of new wells. The Final Settlement Stipulation imposed a moratorium on the construction of new ground water wells in Nebraska upstream of Guide Rock, Nebraska to match the de facto moratorium in Colorado and Kansas.

- Mechanisms for future Compact administration. The Final Settlement Stipulation contained numerous clarifications and accounting improvements that will assist the RRCA in administration of the Compact. The clarifications and improvements include: revised water accounting procedures and formulas; use of a five-year running average for computing virgin water supply and consumptive use; extensive information and data sharing requirements; and commitments by each state to take specific water administrative actions during water-short years.

- Dispute resolution system. The Republican River Compact is silent on enforcement matters and the Final Settlement Stipulation contains specific procedures to encourage the resolution of disputes, including binding arbitration.

- Commitments to future joint efforts. The Final Settlement Stipulation endorses the intent of the Republican River Compact to maximize the beneficial consumptive use of water. The three states agree to cooperate with the federal government in conducting studies to assess the impacts of non-federal reservoirs and land terracing upon the virgin water supply in the basin, to calculate and account for the evaporation from small non-federal reservoirs, and to study the feasibility of improving the water delivery and storage infrastructure in the Bostwick Irrigation Districts to improve the efficient use of water resources.

The Supreme Court approved the Final Settlement Stipulation on May 19, 2003 and recommitted the action to Special Master McKusick for the sole purpose of deciding procedural questions that may arise during the completion of the RRCA Ground Water Model by the states. The water resource engineering and ground water modeling experts from the States of Colorado, Kansas, and Nebraska completed the RRCA Ground Water Model and submitted it to the court on July 1, 2003. Special Master McKusick filed a final report to the Supreme Court that certified adoption of the RRCA Ground Water Model by the States of Colorado, Kansas, and Nebraska and recommended dismissal of the case. The Supreme Court accepted the recommendation and Final Report of the Special Master, including final dismissal of the case with prejudice on October 20, 2003.

The Colorado State Engineer is working with elected officials and local water users to create an administrative body that will be used to identify and fund compact compliance measures to assure Colorado meets the terms of the Republican River Compact and the Final Settlement Stipulation. Three collaborative work sessions were held in the early Spring 2004 and these activities will continue through the end of the year.

--from the Colorado Division of Water Resources
http://water.state.co.us/wateradmin/republicanriver/rr_overview.asp

C. Demographic & Socio-Economic Characteristics

Population is an important indicator for a region. As the Figure II.2 illustrates, the Region saw important population growth between 1970 and 2007, from slightly more than 20,000 to nearly 38,000 residents.

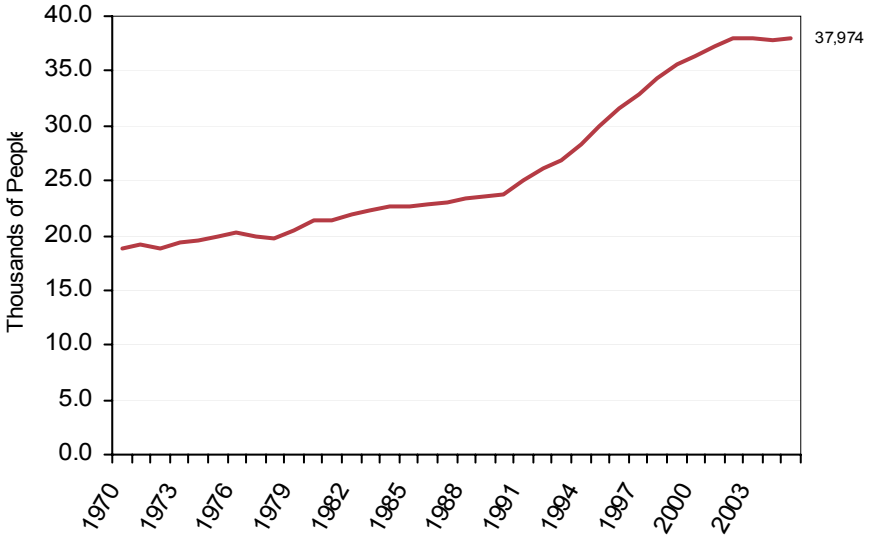
Figure II.2 – Region's County & Community Populations

Geography	1970	1980	1990	2000	2007
Cheyenne County	2,396	2,153	2,397	2,231	1,995
Cheyenne Wells	982	950	1,128	1,010	918
Kit Carson	220	278	305	253	223
Unincorporated	1,194	925	964	968	854
Elbert County	6,850	6,850	9,646	19,872	23,092
Elizabeth	493	789	818	1,434	1,456
Kiowa	235	206	275	581	610
Simla	460	494	481	663	724
Unincorporated	5,662	5,361	8,072	17,194	20302
Kit Carson County	7,530	7,599	7,140	8,013	7,780
Bethune	99	149	173	225	210
Burlington	2,828	3,107	2,941	3,678	3,805
Flagler	615	550	564	612	581
Seibert	192	180	181	182	175
Stratton	790	705	649	669	624
Vona	114	94	104	95	84
Unincorporated	2,892	2,814	2,528	2,552	2301
Lincoln County	4,836	4,663	4,529	6,783	5,722
Arriba	254	236	220	244	217
Genoa	161	165	167	211	166
Hugo	759	776	660	885	807
Limon	1,814	1,805	1,831	2,071	1,987
Unincorporated	1,848	1,681	1,651	3,372	2545

Source: U.S. Census

The above Figure illustrates the rather dramatic growth in population in unincorporated areas in Elbert County between 1980 and 2006. This development was primarily related to subdivisions and acreages locating outside of incorporated municipalities.

Figure II.3 – Region's Population from 1970 to 2005



Source: Headwaters Consulting employing Census data.

Figure II.4 provides a demographic profile for the Region. It illustrates the uneven growth by county with most of the population growth for the Region concentrated in the very western portions of Elbert County. Cheyenne County, the most rural of the four counties, is losing population.

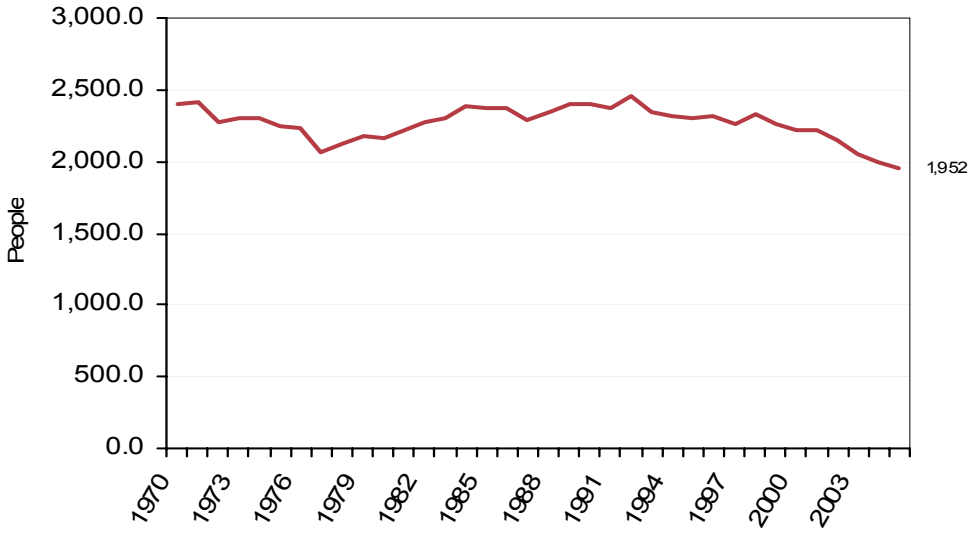
Figure II.4 - Demographic Profile

Indicator	Cheyenne	Elbert	Kit Carson	Lincoln	Region
Population	2,231	19,872	8,011	6,087	36,201
10 Yr. Change % Change	-166 -7%	+10,226 +106%	+871 +12%	+1,558 +34%	+12,489 +53%
Male Female	50% 50%	50% 50%	53% 47%	57% 43%	52% 48%
Under 20 Baby Boomers 65+	32% 22% 17%	33% 30% 6%	29% 21% 15%	26% 22% 14%	31% 26% 10%
Median Age	37.9	37.2	37.4	37.8	37.4
Density	1	11	4	2	4

Source: 2000 U.S. Census as compiled by the Headwaters Consulting, November 2008

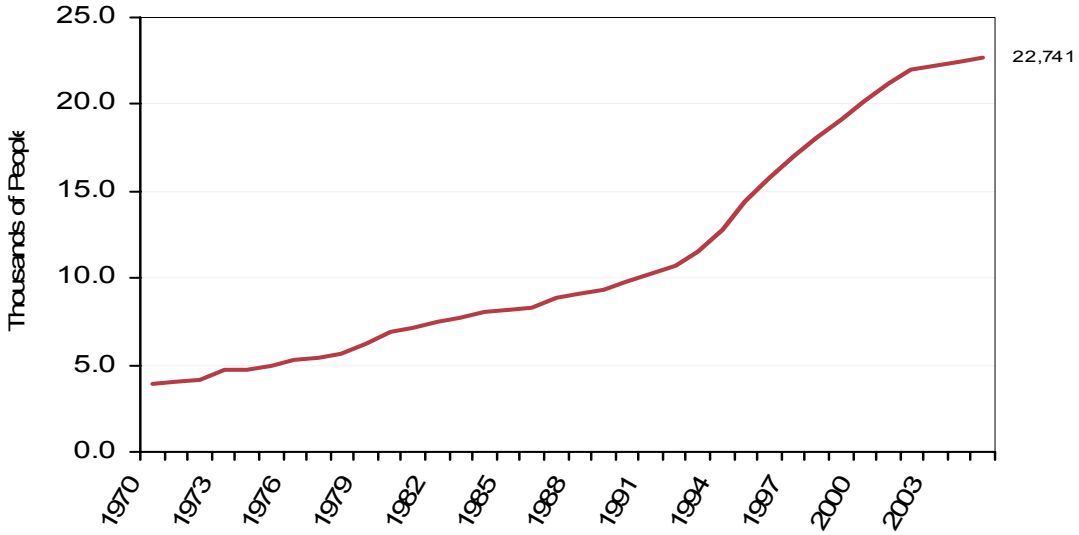
The next four graphs display the population trend lines for 1970 through 2005 for each of the Region's four counties.

Figure II.5 – Cheyenne County's Population from 1970 to 2005



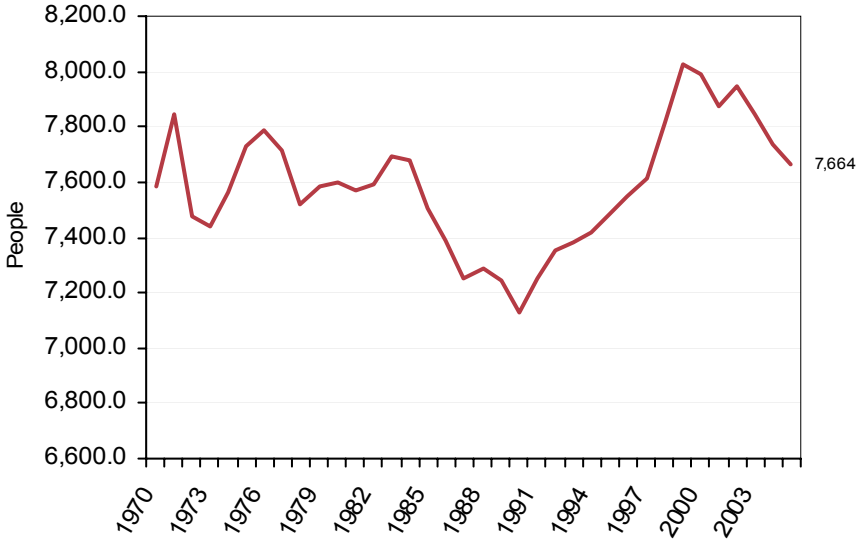
Source: Headwaters Consulting employing Census data.

Figure II.6 – Elbert County's Population from 1970 to 2005



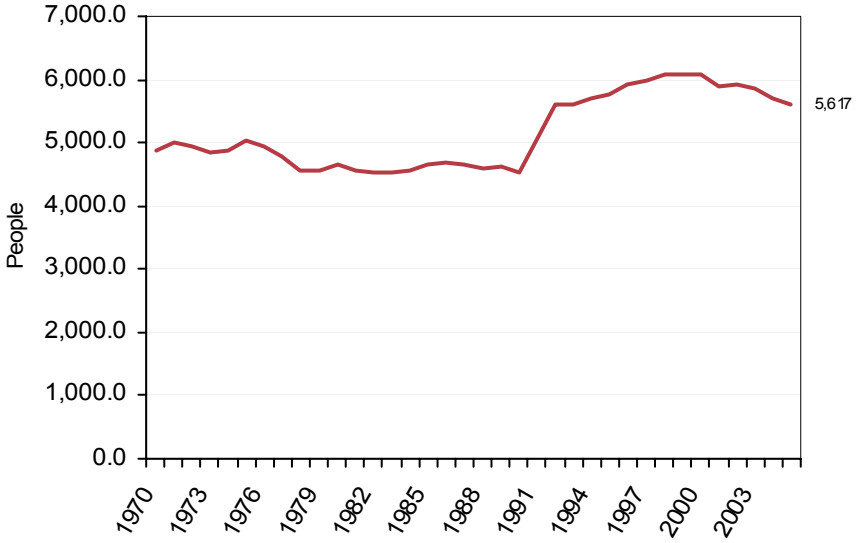
Source: Headwaters Consulting employing Census data.

Figure II.7 – Kit Carson County's Population from 1970 to 2005



Source: Headwaters Consulting employing Census data.

Figure II.8 – Lincoln County's Population from 1970 to 2005



Source: Headwaters Consulting employing Census data.

Personal income also is a very important indicator of economic well-being for a region. The following graphs summarize the change in personal income for the period of 1970 through 2005. *Please note these graphs were produced by Headwaters Consulting employing U.S. Bureau of Economic Analysis data.*

Because of the importance of proprietors in this Region, we have included information on both wage and salary related income and proprietor income.

Figure II.9 – Region's Income Trend 1970-2005

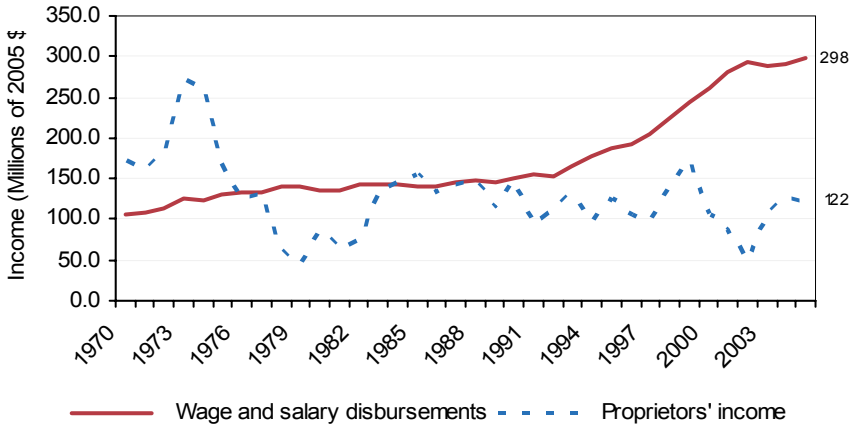


Figure II.10 – Cheyenne County Income Trend 1970-2005

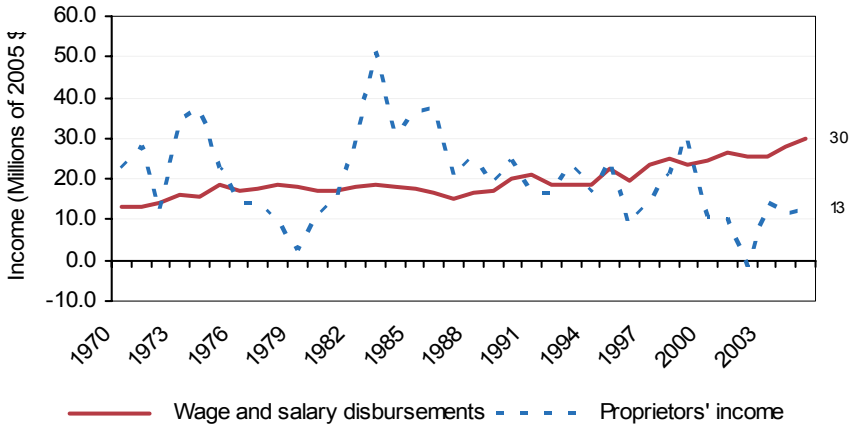


Figure II.11 – Elbert County Income Trend 1970-2005

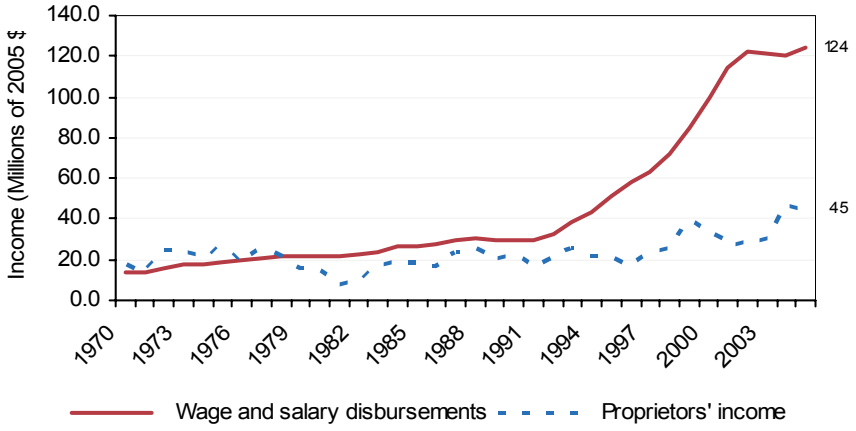


Figure II.12 – Kit Carson County Income Trend 1970-2005

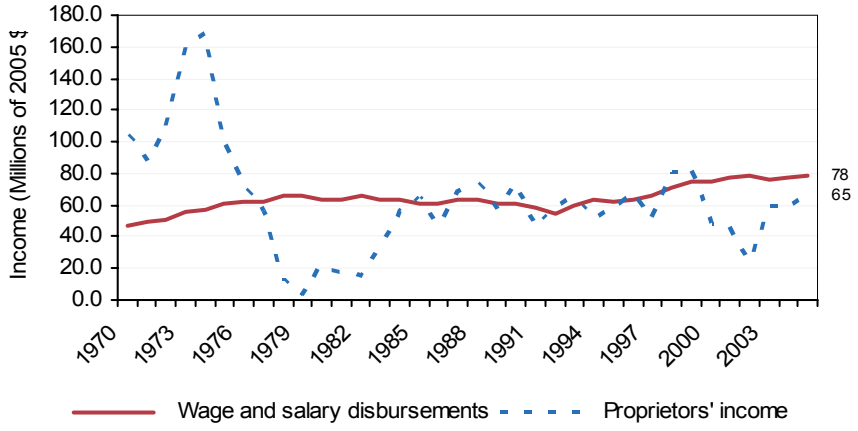
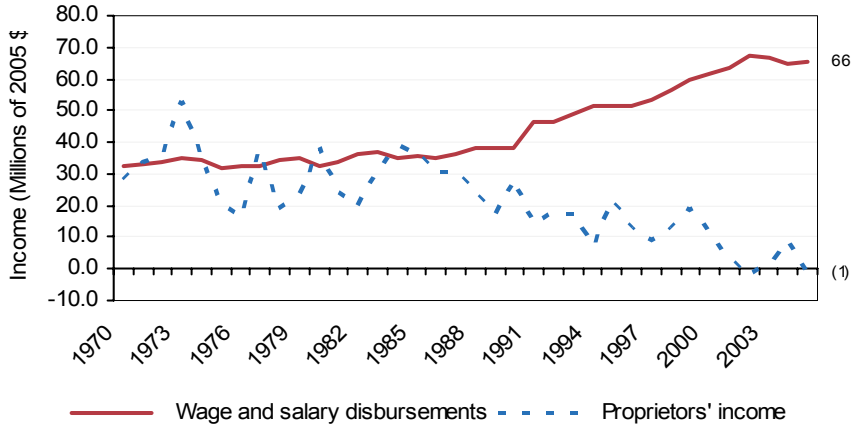


Figure II.13 – Lincoln County Income Trend 1970-2005



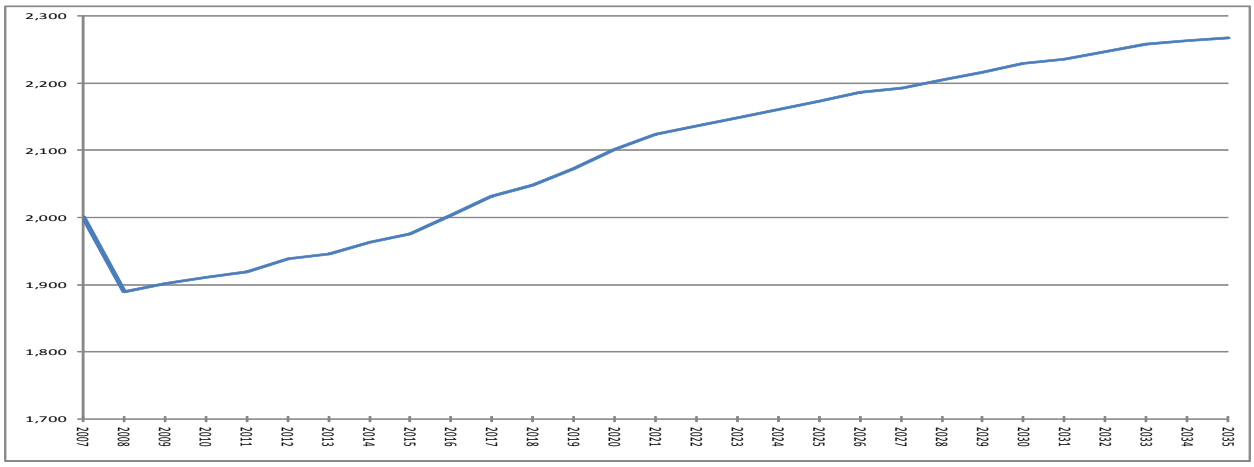
Poverty rates are relatively elevated with the exception of Elbert County. Unemployment rates, on the other hand, are relatively low. This is due to the rather mobile society within the Region that tends to move when employment opportunities cease or are interrupted. Generally speaking, average earnings, and personal income growth are below the median for all U.S. Counties. Per capita income levels are running above average. U.S. median values are:

- Per Capita Income (2006) = $26,371
- Average Earnings Per Job (2005) = $30,269
- Annualized Personal Income Change = + 2.2%

The Region (with the exception of Elbert County) has a bi-polar income distribution but its "Rich to Poor Index" is positive when compared to the United States (U.S. median value is 8.7). For the more rural areas of the Region non-labor income is significant illustrating the Region's aging population and relative depend-

ence upon Social Security and other retirement related income sources. The next four graphs provide the most recent population forecasts by county as estimated by the Colorado State Demographer.

Figure II.14 – Cheyenne County Population Change 2006 through 2035



Even though Cheyenne County is the most rural and has been losing population historically, the Colorado State Demographer is predicting that this county will begin to grow and sustain growth into the future. Just as the Front Range Metroplex is impacting Elbert County (next Figure), its footprint is projected to reach out to Cheyenne County.

Figure II.15 – Elbert County Population 2006 through 2035

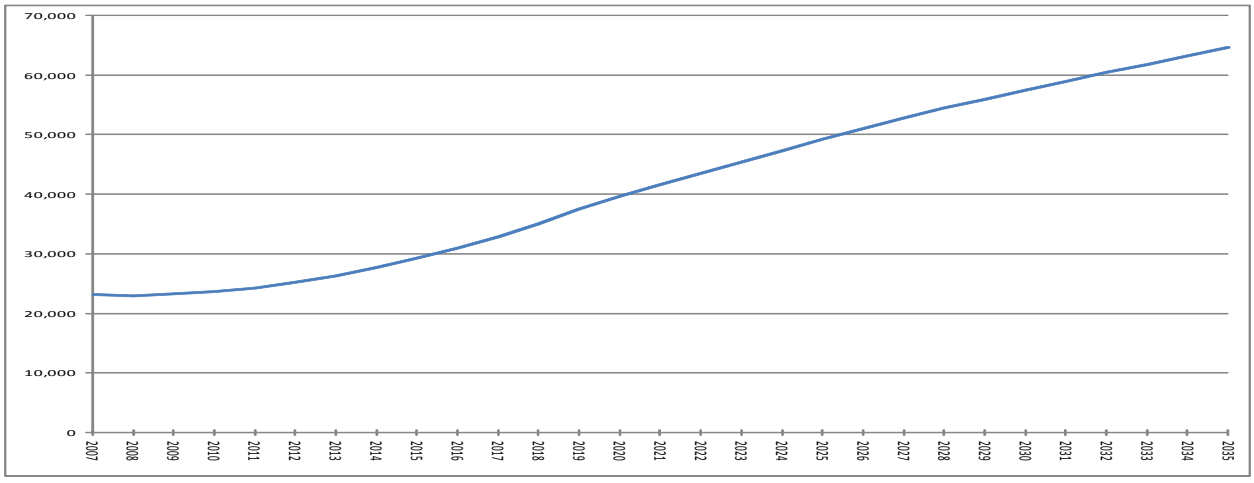
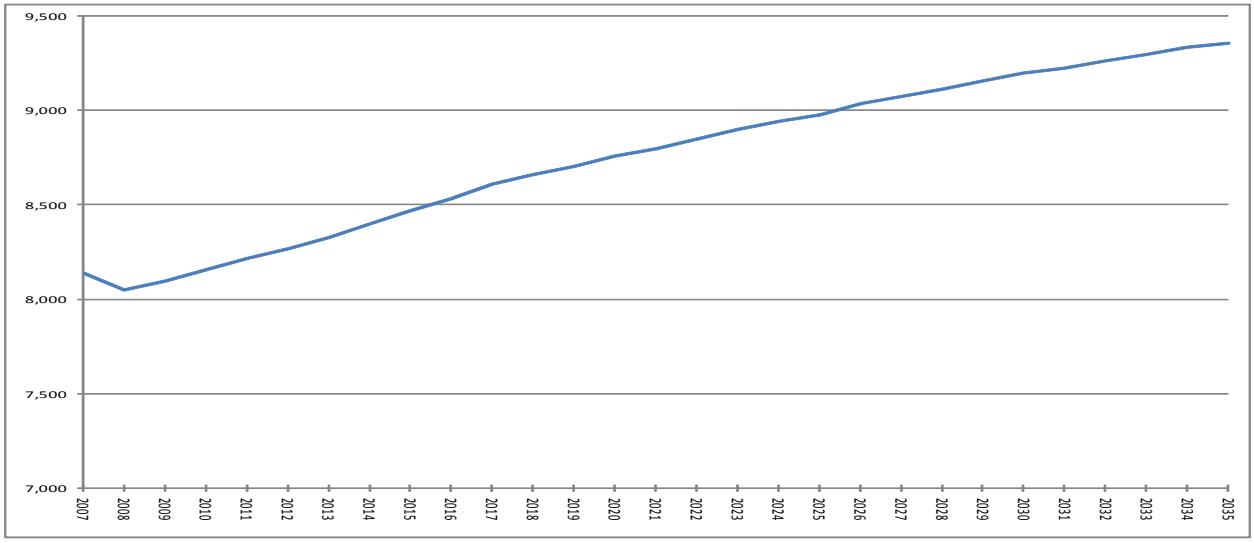
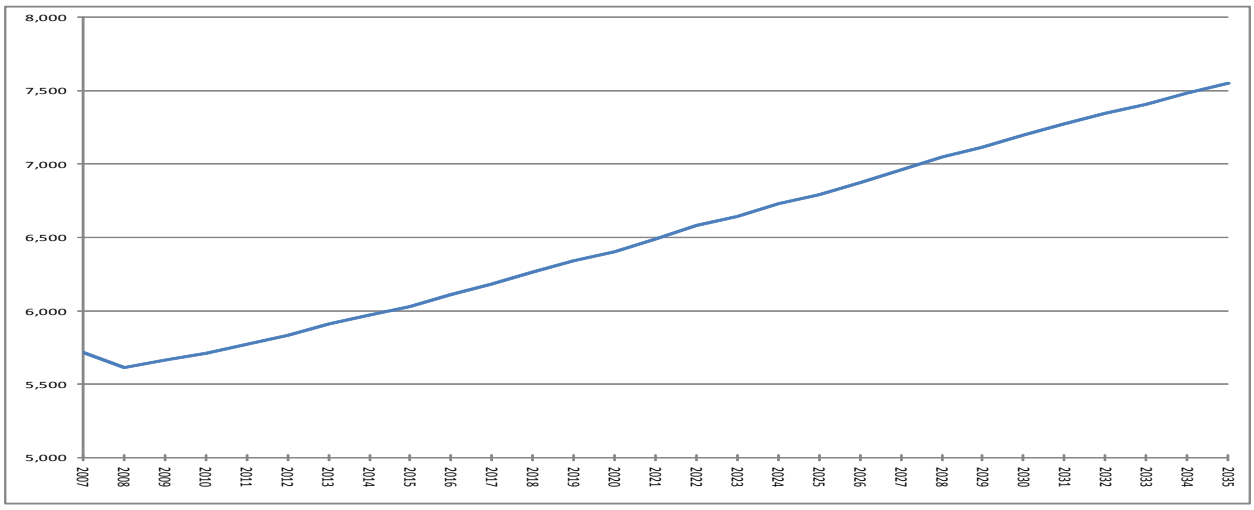


Figure II-16 – Kit Carson County Population 2006 through 2035



The Colorado State Demographer is calling for growth in both Kit Carson and Lincoln Counties. The reader will notice the decline from actual to projected. Given the economic slow down the State Demographer's forecasts have not been adjusted for 2006 Census estimates accounting for this "notch" effect in the Figures.

Figure II-17 – Lincoln County Population 2006 through 2035



The following Figure summarizes key indicators of economic well being for the Region and its four counties. All of these indicators are pre-recession and while this Region is not yet experiencing the kinds of economic recession impacts occurring elsewhere, we would expect erosion in these measures as 2007, 2008 and 2009 data becomes available.

Figure II.18 - Economic Well-Being Profile

Indicator	Cheyenne	Elbert	Kit Carson	Lincoln	Region
Poverty Rate	11.1%	4.0%	12.1%	11.7%	9.7%
Unemployment Rate	2.7%	4.0%	3.1%	3.7%	3.7%
Average Earnings	$28,067	$22,793	$29,158	$22,656	$25,562
Per Capita Income	$34,577	$36,692	$31,356	$19,688	$32,547
Personal Income Growth	0.9%	7.4%	0.5%	0.7%	3.4%
Rich/Poor Index	5.6	0.8	7.4	7.8	8.7
Non-Labor Income	34.9%	24.0%	32.6%	42.0%	27.8%

Source: 2000 U.S. Census as compiled by the Headwaters Consulting, November 2008

Unemployment Rate is from 2006 *Average Earnings is from 2006*
PC Income = Per Capita Income for 2005 *PI Growth = Personal Income Growth from 1970 through 2005*

Rich/Poor Index is the ratio of households that made over $100k compared with households that made less than $30k
Non-Labor I = Non-Labor Income as a share of total in 2005

The Regional Poverty Rate is an average of the four counties.

The minority population within the permanent residential community of this Region is very limited. Between 95% and 99% of the permanent residents are non-Hispanic white. However, the Region's two correctional facilities have a much richer minority population and diversity. The overwhelming majority of the prison population is from non-region communities and is expected to leave the region upon release. There are minority visitors to the Region connected to the more diverse prison population.

The following information provides a current profile of educational attainment for the current residents of this Region. The Region has a higher percentage of its residents with college degrees when compared to the United States (21% vs. 15.9%) and a lower percentage of its residents without high school diplomas (13.4% vs. 21%). U.S. benchmarks are median U.S. values for the most current Census year or 2000.

Percent of Population Over 25 with College Degrees

- *Cheyenne County* *14.2%*
- *Elbert County* *26.6%*
- *Kit Carson County* *15.4%*
- *Lincoln County* *13.2%*
- *Region* *21.0%*

Percent of Adult Population with No High School Diplomas:

- *Cheyenne County* *15.9%*
- *Elbert County* *7.5%*
- *Kit Carson County* *23.0%*
- *Lincoln County* *18.2%*
- *Region* *13.4%*

Source: U.S. Census & Headwaters Consulting.

Figure II.19 - The Region's K-12 School Districts

COLORADO DEPARTMENT OF EDUCATION
2007 FALL PUPIL MEMBERSHIP BY DISTRICT

COUNTY CODE	COUNTY NAME	DISTRICT CODE	DISTRICT NAME	TOTAL
09	CHEYENNE	0510	KIT CARSON R-1	101
09	CHEYENNE	0520	CHEYENNE COUNTY RE-5	219
	COUNTY TOTAL			**320**
20	ELBERT	0920	ELIZABETH C-1	2,963
20	ELBERT	0930	KIOWA C-2	368
20	ELBERT	0940	BIG SANDY 100J	344
20	ELBERT	0950	ELBERT 200	252
20	ELBERT	0960	AGATE 300	64
	COUNTY TOTAL			**3,991**
32	KIT CARSON	1450	ARRIBA-FLAGLER C-20	172
32	KIT CARSON	1460	HI-PLAINS R-23	114
32	KIT CARSON	1480	STRATTON R-4	234
32	KIT CARSON	1490	BETHUNE R-5	124
32	KIT CARSON	1500	BURLINGTON RE-6J	776
	COUNTY TOTAL			**1,420**
37	LINCOLN	1780	GENOA-HUGO C113	208
37	LINCOLN	1790	LIMON RE-4J	507
37	LINCOLN	1810	KARVAL RE-23	222
	COUNTY TOTAL			**937**
	REGION TOTAL			**6,668**

Source: Colorado Department of Education.
http://www.cde.state.co.us/cdereval/rv2007pmlinks.htm

Figure II.20 - Students Receiving Free to Reduced Lunch Benefits

School District Name	School District Number	% of Students who were eligible for Free or Reduced Lunch who were BELOW proficient that were on track for proficency in 1, 2 or 3 years Reading 2007	% of Students who were eligible for Free or Reduced Lunch who were BELOW proficient that were on track for proficency in 1, 2 or 3 years Writing 2007	% of Students who were eligible for Free or Reduced Lunch who were BELOW proficient that were on track to be proficency in 1, 2 or 3 years Math 2007
CHEYENNE COUNTY				
KIT CARSON R-1	510	42.9%	50.0%	0.0%
CHEYENNE COUNTY RE-5	520	36.4%	26.1%	5.9%
ELBERT COUNTY				
ELIZABETH C-1	920	26.2%	33.9%	14.6%
KIOWA C-2	930	41.2%	22.2%	15.0%
BIG SANDY 100J	940	45.0%	29.6%	23.1%
ELBERT 200	950	37.5%	61.5%	18.2%
AGATE 300	960			
KIT CARSON COUNTY				
ARRIBA-FLAGLER C-20	1450	58.3%	35.3%	18.8%
HI-PLAINS R-23	1460	22.2%	16.7%	0.0%
STRATTON R-4	1480	33.3%	11.5%	12.5%
BETHUNE R-5	1490	33.3%	13.0%	16.0%
BURLINGTON RE-6J	1500	20.3%	24.5%	7.8%
LINCOLN COUNTY				
GENOA-HUGO C113	1780	42.1%	24.2%	16.7%
LIMON RE-4J	1790	21.6%	28.3%	7.7%
KARVAL RE-23	1810	25.0%	46.2%	0.0%

Source: Colorado Department of Education - http://www.cde.state.co.us/cdeassess/growthmodel.html

The new suburbanizing population in Elbert County tends to be better educated, raising the Region's relative values. The prison populations tend to depress the values in Kit Carson and Lincoln Counties.

The Region has no post-secondary institutions based within its geography. There are only two community college-related learning centers, in Burlington and in Limon. Despite this reality, the residents have significant post-secondary educational opportunities within reasonable distances of the communities. There is a rich diversity of educational offerings in the Front Range Metroplex as well as community colleges based in Sterling and Fort Morgan to the north, Goodland, Kansas to the east and La Junta and Lamar to the south.

D. Housing

Suburban development in western Elbert County is changing the overall housing profile for the Region. For the balance of Elbert County and the other counties within this Region, housing stock is affordable and older. There is significant available housing that is quite affordable and is a leading asset for the Region's proposed people attraction strategy. Even adjusting for substandard housing there is significant room for people attraction with existing housing stock. Other critical infrastructure ranging from water supply to schools has adequate surplus capacity to absorb this level of growth. Such development could significantly enhance tax bases, workforce availability and domestic markets.

Figure II.21 - Housing Profile

Indicator	Cheyenne	Elbert	Kit Carson	Lincoln	Region
Median Value	$62,400	$221,600	$80,400	$77,800	$164,100
Income Req.	$17,632	$62,617	$22,719	$21,984	$46,370
Affordability	252	107	184	181	119
Total Units	1,105	7,113	3,430	2,406	14,540
Occupied	805	6,770	2,990	2,058	12,623
Vacant	225	343	440	348	1,356
Seasonal	24	39	27	38	128
Owner Occupied	654	6,065	2,151	1,421	10,591
Renter Occupied	226	705	839	637	2,407
Single Family	76.0%	91.3%	76.9%	73.8%	79.5%
Multi-Family	5.9%	2.5%	7.0%	9.2%	6.2%
Mobile Home	18.1%	6.2%	16.1%	17.0%	14.3%
Age of Housing					
Less than 20	27.3	66.4	20.7	21.3	33.9
21-40 Years	27.8	20.8	36.8	30.8	29.1
41-60 Years	34.3	4.0	18.4	21.4	19.5
More than 60	21.7	8.8	24.4	26.5	17.5
Substandard	2.8%	1.8%	5.6%	1.8%	2.7%
Rental Vacancy	17.2%	4.5%	14.6%	9.5%	11.5%
Home Vacancy	5.2%	1.5%	2.8%	3.3%	12.8&

Source: 2000 U.S. Census as compiled by the Headwaters Consulting, November 2008
2000 U.S. Census, DP-1 & DP-2 Reports.

Housing affordability assumes a 20% down payment and that no more than 25% of a family's income goes to paying the mortgage. The 2000 assumed interest rate is 8.03%.

Given the Region's overall population base it is important to note that there are two major criminal justice facilities within the Region. There are prisons located in Kit Carson and Lincoln Counties with an estimated inmate population exceeding 2,200 today.

Figure II.22 - Institutionalized Group Quarters Population

Indicators	Cheyenne	Elbert	Kit Carson	Lincoln	Region
Group Quarters Population	30	35	1,128	1,056	1,652
Institutionalized Population	30	35	1,142	1,056	1,624
Correctional Institutions	1	9	1,100	965	1.436
Nursing Homes	29	26	42	91	188
Non-institutionalized Population	0	0	28	0	28
Other Non-institutionalized Group Quarters	0	0	28	0	28

This Region has no hospitals or hospices for the chronically ill, mental or psychiatric hospitals or wards, juvenile institutions, college dormitories or military quarters.

E. Infrastructure & Other Services

Transportation Systems. There is detailed information developed by the Eastern Plains Transportation Planning Region and the Colorado Department of Transportation for all regional transportation modes. These include layered maps and databases. This information can be obtained at the following web links:

Cheyenne County Infrastructure
Elbert County Infrastructure
Kit Carson County Infrastructure
Lincoln County Infrastructure

The Council's due diligence considered a wide range of infrastructure and other services considerations. These are listed below. Not all of these considerations are relevant to this Region and were not explored in further depth (e.g., National Parks or Wilderness Areas).

Infrastructure includes:

Highways	Paved	Bladed	Gravel
Congested	Railroads	Rivers/Streams	City Limits
County Lines	Township Lines	Lakes	Public Lands
State Lands	Forests and Parks	Wilderness Area	Wildlife Area
National Parks	Indian Reservations	Military Bases	

Regional Utilities and Services. The Council has identified and assessed available information for the Region's electric utilities, natural gas services, rural water systems and regional landfills.

Comprehensive information exists on current electric, natural gas and land fill services. The following summarizes the major providers:

Electricity:

- K.C. Electric Association
- Intermountain Rural Electric
- Southeast Colorado Power Association
- Eastern Colorado Utility Company
- Mountain View Electric Association
- Public Service of Colorado

Natural Gas - Black Hills Energy

Natural gas services are primarily available in incorporated areas. Rural areas have access to LPG, propane and bottled gas through private for-profit suppliers.

Rural Water Systems

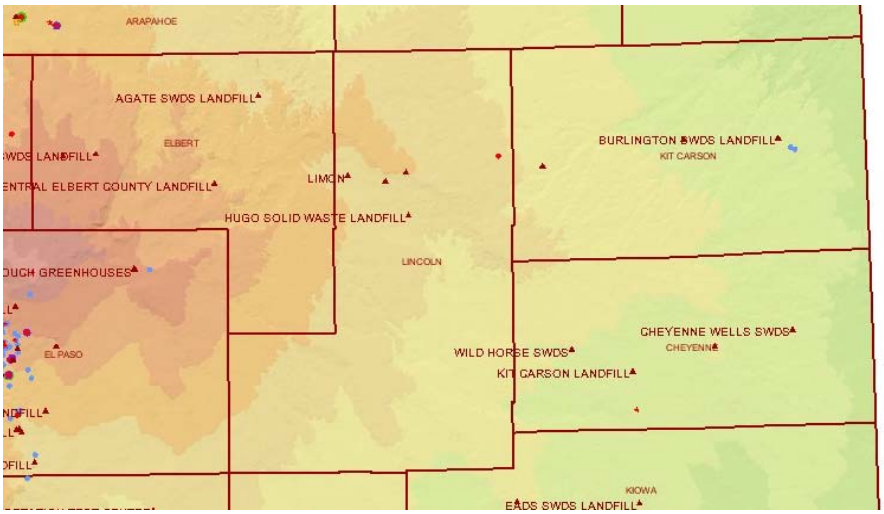
This Region is serviced by a combination of municipal and private water supply and waste water systems. Additional information on these systems is available through the Council office.

Landfills

- Elbert County Transfer Station/Elizabeth (No Landfill in Elbert County)
- Lincoln County Landfill - Lincoln County
- Kit Carson County Burlington Landfill - Kit Carson County
- Kit Carson County Transfer Stations at Flagler, Seibert & Stratton
- First View Landfill - Cheyenne County

Privately-owned water storage facility

Figure II.23 - Department of Public Health and Environment Hazardous Material Waste Management Division Site Locator



Source: http://www.cdphe.state.co.us/hm/HMSiteCover.htm

Telecommunications. The Region is serviced by multiple national, regional and local telephone, cable, cellular phone and Internet service providers. Information on those services that are regulated by either the federal or state governments is readily available. However, given the rural nature of this area, information on Internet, cell phone and cable television services is less available. As a general rule these services are available at reasonable costs and levels in the more populated areas of the Region. However, access, quality and competitive options are concerns existing in the less populated and more rural areas. There is a need for a more comprehensive assessment of this critical infrastructure in the future (particularly given the Region's strategy focus on people attraction).

Health and Social Services. The following Figure summarizes the primary health and social service institutions within the Region.

Figure II.24 - Health Care Institutions

County	Community	Type	Name
Cheyenne	Cheyenne Wells	Hospital	Keefe Memorial Hospital
Cheyenne	Cheyenne Wells	Nursing Home	Cheyenne Manor
Elbert	Elizabeth	Assisted Living	Goodwin Manor
Elbert	Parker	Assisted Living	Country Home
Elbert	Simla	Nursing Home	Good Samaritan Society
Kit Carson	Burlington	Hospital	Kit Carson County Memorial
Kit Carson	Burlington	Nursing Home	Grace Manor Care Center
Kit Carson	Burlington	Assisted Living	Burlington Care Center, Inc.
Kit Carson	Burlington	Assisted Living	The Legacy at Burlington
Kit Carson	Flagler	Assisted Living	Flagler Tender Care Village
Kit Carson	Stratton	Assisted Living	Bee Hive
Lincoln	Hugo	Hospital	Lincoln Community Hospital
Lincoln	Hugo	Nursing Home	Lincoln Community Nursing Home
Lincoln	Hugo	Assisted Living	Bee Hive
Lincoln	Limon	Assisted Living	Carlas Cluster Care, Inc.
Lincoln	Limon	Assisted Living	Limon Village Assisted Living

Source: The Agape Center at http://www.theagapecenter.com/hospitals/Colorado.htm
East Central Council of Local Governments.

The Region is served by the standard State (Federal) supported public social services. Because of the Region's relatively small market size, the incidence of private and for-profit social services is limited. There are comprehensive private and for-profit social services available in both the Colorado Springs and Denver Metropolitan Areas.

All three hospitals offer specialty clinics on a regular basis. Specialty physicians come from Denver or Colorado Springs. In-patient health care services are also available in communities adjacent to this Region, including La Junta and Lamar to the south, selected communities in Western Kansas, Sterling and Fort Morgan to the North and a complete range of high-end health care services in both Den-

ver and Colorado Springs. Travel distances to these services from some locations in the Region could be an issue, but there is excellent and diverse care availability.

Attachment C contains the Region's directory of services.

East Central Council of Local Governments

Human Services Information & Resource Directory

F. Labor Force Characteristics / Business & Industry

Refer to Section III-B of this Report for detailed analysis of the Region's primary economic engines and industries. This information is not repeated in this section.

The following Figure summarizes key business, industry and labor force indicators for the Region and its counties.

Figure II.25 - Key Industry & Workforce Indicators

Indictor	Cheyenne	Elbert	Kit Carson	Lincoln	Region
Employment Growth	1.1%	5.2%	0.9%	1.2%	2.3%
Industry Specialization	603	151	464	451	191
Government Employment Share	19.0%	12.0%	16.0%	27.0%	17.0%
Unemployment Rate	2.7%	4.0%	3.1%	3.7%	3.7%

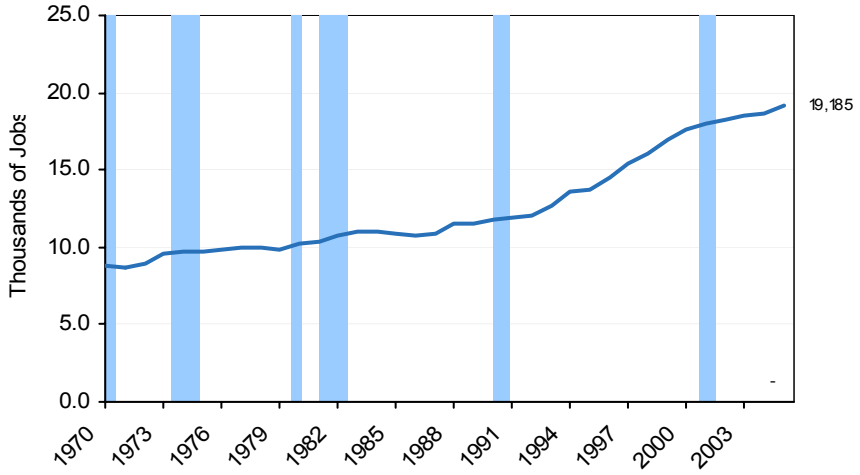
Source: Headwaters Consulting & assorted federal data sets.

Employment growth is annualized for the period of 1970 through 2005. The U.S. Median benchmark is 1.4% on an annualized basis.
Industry specialization measures how diversified an economy is. This benchmark runs from 0 to 3,441. A low value highlights a very diversified economy and higher value indicates specialization. Kit Carson and Lincoln Counties are somewhat specialized, Cheyenne is very specialized and Elbert is more diversified.
Government employment as a share of all employment is for 2006.
Unemployment rates are for 2006 and have likely increased with the recession.

The following graphs illustrate changes in employment for the Region and its four counties between 1970 and 2005. *Please note these graphs were produced by Headwaters Consulting employing U.S. Bureau of Economic Analysis data.*

The Region, despite its relative small population base, has been able to create significant new employment. Since this data is measuring both wage and salary jobs as well as proprietor jobs, this is an important consideration. Mainly, it is the number of jobs being measured, not the number of people. A common economic strategy in rural areas is multiple job holding. It is believed there is a mix of new job creation coupled with increases in multiple job holdings.

Figure II.26 – Region's Employment Trend 1970-2005



The shaded vertical bars within these graphs indicate recessionary periods.

Figure II.27 – Cheyenne County Employment Trend 1970-2005

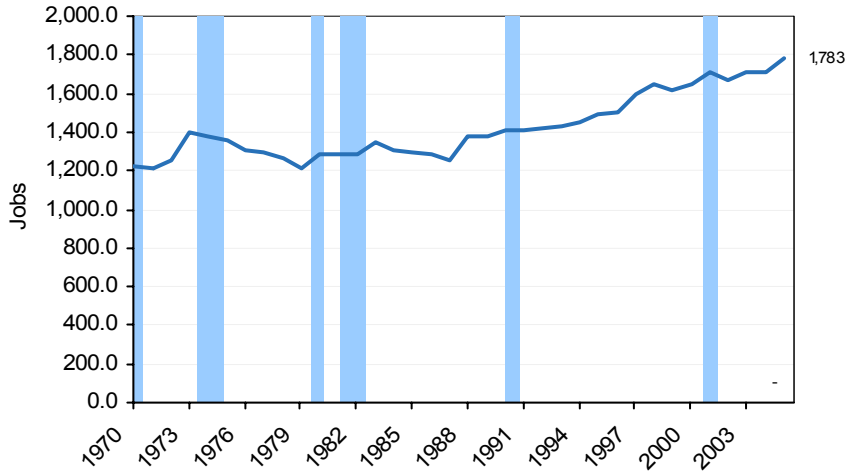


Figure II.28 – Elbert County Employment Trend 1970-2005

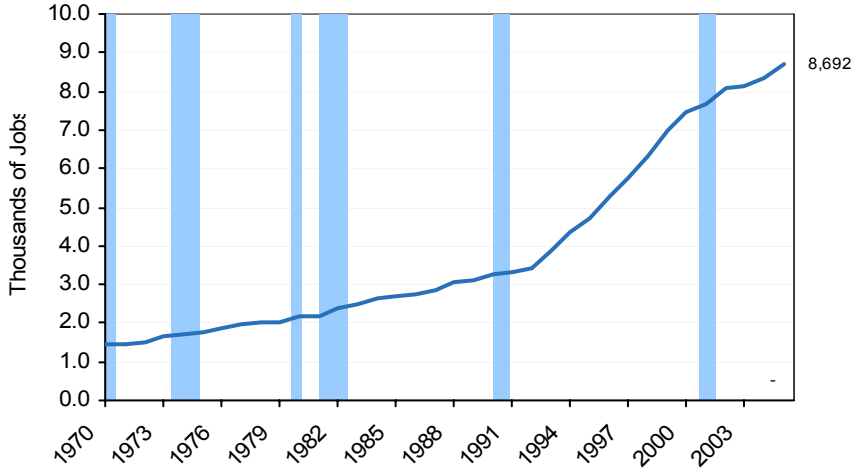


Figure II.29 – Kit Carson Employment Trend 1970-2005

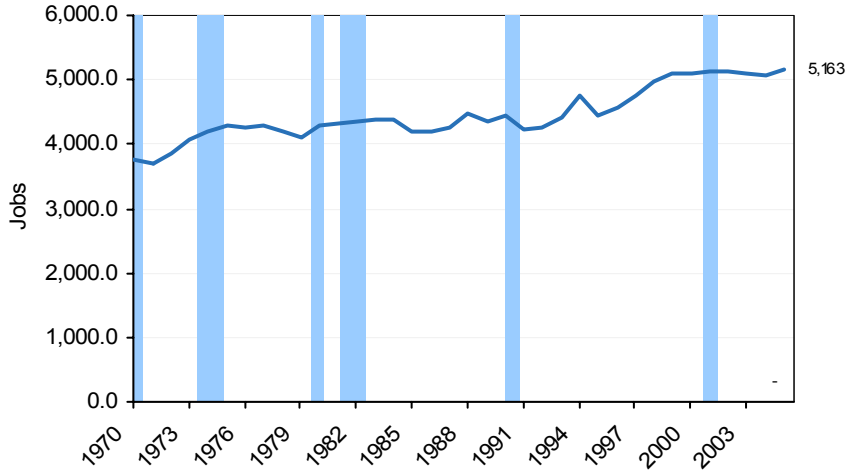
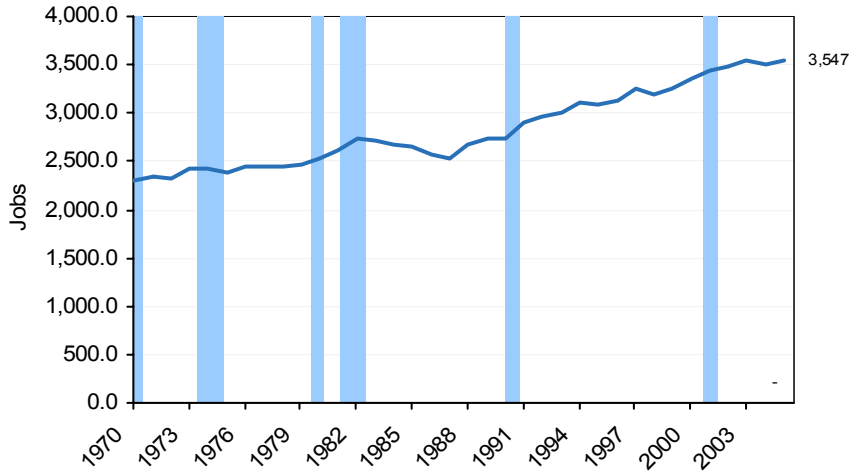
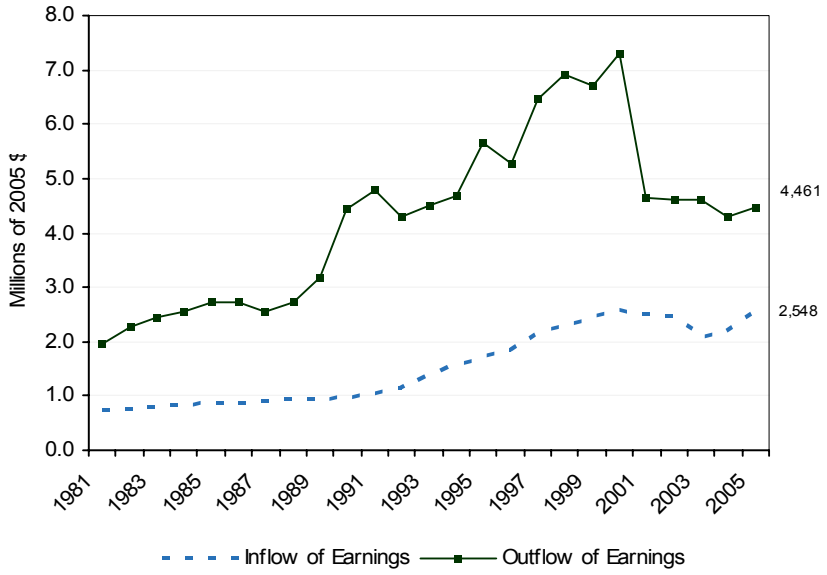


Figure II.30 – Lincoln County Employment Trend 1970-2005



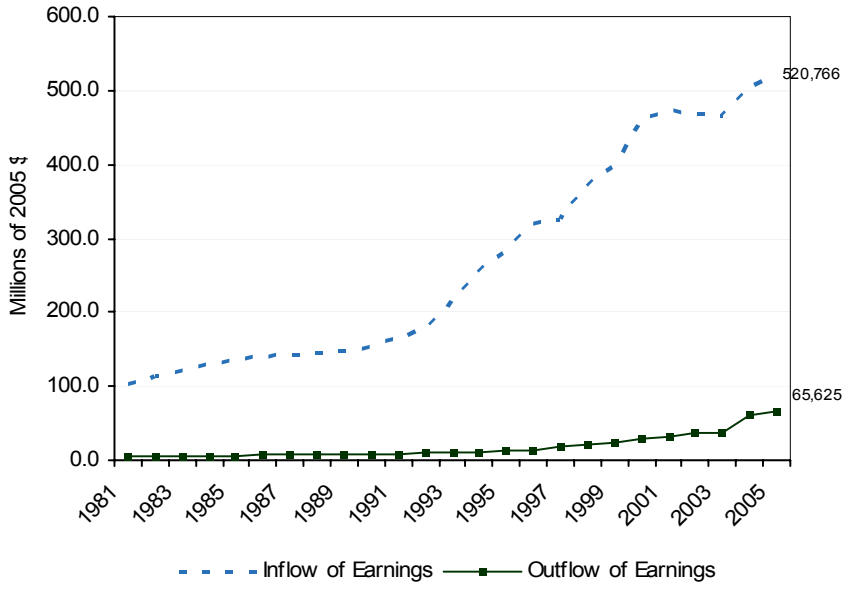
Colorado's Central Plains, like other Great Plains regions, has large geographic workforce regions. Given economic needs and the right opportunities, rural workers will travel relatively long distances to access work. When compared to urban commuting times, these commutes are not unrealistic due to uncongested highways. The following charts illustrate the commuting patterns in and out of the Region's counties for workers based on income flows. *Please note these graphs were produced by Headwaters Consulting employing U.S. Census information.*

Figure II.31 – Cheyenne County Communing Patterns



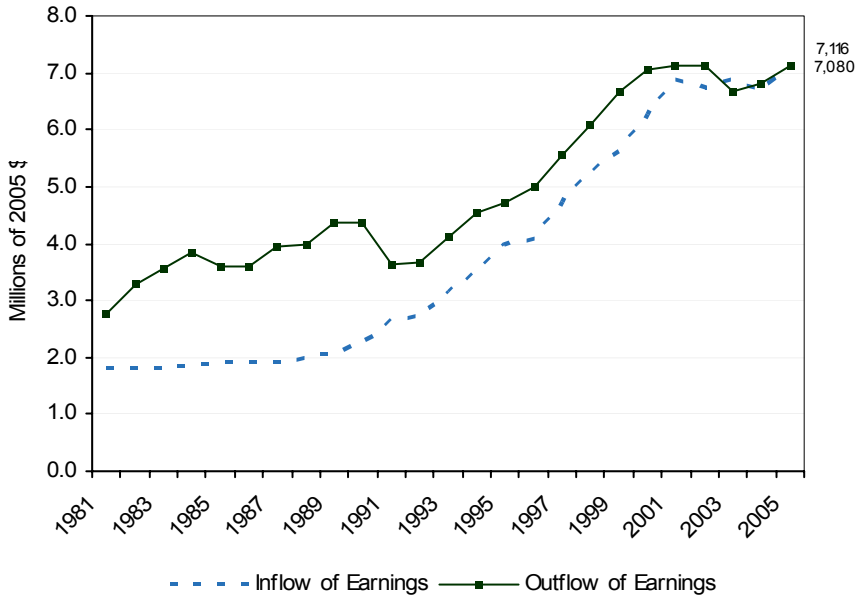
Cheyenne County has a moderate in flow of workers and out flow of income due to commuting.

Figure II.32 – Elbert County Commuting Patterns 1981-2005



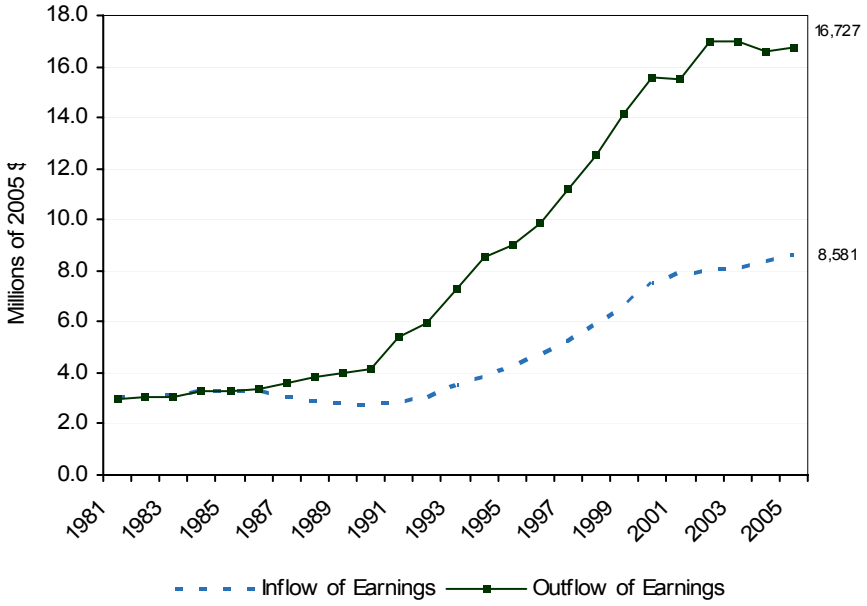
Many workers in Elbert County must travel outside of the county to find employment. This is a function of residential development in western Elbert County and residents traveling back into the Denver and Colorado Springs Metropolitan Areas for work.

Figure II.33 – Kit Carson County Commuting Patterns 1981-2005



Commuting patterns for Kit Carson County balance out with a near equal in and out flow of commuting related income.

Figure II.34 – Lincoln County Commuting Patterns 1981-2005



Lincoln County, because of its prison and transportation corridor related services, is an employment hub attracting workers from the larger region resulting in the net outflow of earnings to other communities.

Production Agriculture. This region is supported by a historic and traditional production agriculture sector dominated by cattle, wheat, corn for grain and livestock forages.

Figure II.35 - Profile of the Region's Production Agriculture Sector

Indictor	Cheyenne	Elbert	Kit Carson	Lincoln	Region
Farms	380	1,402	786	542	3,110
Land in Farms	899,567	1,134,199	1,352,319	1,400,054	4,786,139
Ave. Acreage	2,367	809	1,721	2,483	1,539
Market Value	$71.1 Mil.	$40.7 Mil.	$337.0 Mil.	$71.0 Mil.	$519.8 Mil.
Crops	$54.2 Mil.	$13.2 Mil.	$114.8 Mil.	$42.7 Mil.	$224.9 Mil.
Livestock	$16.9 Mil.	$27.5 Mil.	$222.2 Mil.	$28.3 Mil.	$294.9 Mil.
Ave. Value	$187,099	$29,047	$428,735	$130,939	$167,138
Top Five Crop & Livestock Areas	Wheat Corn Cattle Other Grains Forage	Cattle Forage Wheat Other Grains Corn	Cattle Wheat Corn Forage Other Grains	Wheat Cattle Corn Forage Other Grains	Cattle Wheat Corn Forage Other Grains

Source: 2007 Census of Agriculture.
Land and acreages are in acres. Ave. = average.

The eastern portion of the region tends to have larger farms and ranches. However, suburbanization of the Western portions of Elbert County provides a different profile with increasing numbers of smaller operations in the 10 to 49 acre and 50 to 179 acre ranges. This urbanization is creating additional smaller farms and also resulting in traditional farm and ranch land being converted to urban uses.

Irrigation is particularly important to some producers of corn for grain and forages. Current and future restrictions on ground water pumping adversely impacts the irrigated ground productivity, corresponding producer incomes and total area economic activity. Movement to production methods requiring less or no irrigation water will be an important development challenge.

Heritage and Cultural Tourism. The Region has prioritized "heritage and cultural tourism" as a development priority. Funds were secured to enable the development of a comprehensive heritage tourism program strategy and associated marketing materials in partnership with the Prairie Development Corporation. The revised draft of this plan was completed in September 2008. The target of this strategy focuses on:

- Passing Through Traffic
- Day Trippers
- Weekend Trippers

This strategy was independently reviewed by RUPRI and validation of the strategy was provided. An estimated five million consumers are within reasonable motor vehicle distance of this region concentrated in the Denver and Colorado Springs Metropolitan Areas. Additionally, travelers in the hundreds of thousands pass through the Region via Interstate 70 and other transportation corridors. A small percentage of these residents and travelers attracted to the Region for tourism can greatly increase the size and impact of this potential industry on the Region.

Relevant research reports, planning documents and marketing materials are available for review upon request.

G. Public Safety

The Region's electronic library provides detailed information on both public safety infrastructure and performance statistics. The Region is served by county, municipal and state law enforcement. Primary emergency medical and fire services are organized by community and area with availability throughout the region.

When compared to Colorado or the United States, crime rates in this Region are relatively low primarily related to theft, burglaries and auto thefts. Violent crime is relatively rare. However, a single violent crime event can create a distorted picture when benchmarked against the relatively small regional or community population.

Summary crime statistics are available through the State of Colorado or www.city-data.com.

Public safety at work

Chapter III - Regional Goals & Implementation Plan

A. Regional Process

As the four counties have a long history of working together, the process for developing the CEDS for Colorado's Central Plains was immediately able to capitalize on the on-going working relationships among all of the local governments, various advisory committees and the economic development groups throughout the Region. Input on how best to develop a truly regional plan was obtained from Board members of the Prairie Development Corporation and the East Central Council of Local Governments as well as from representatives of the member entities making up each Council/Corporation. It was determined that each local Economic Development group would appoint up to two persons to the CEDS Working Group officially organized in July of 2008. It was also affirmed (as originally outlined in the EDA planning grant application) that a consultant should be used to objectively determine economic development opportunities and challenges for each county and the region as a whole. The RUPRI Center for Rural Entrepreneurship was selected from the four consultants who responded to the RFP.

After RUPRI's Development Opportunities report was issued, reviewed, amended, and approved, ECCOG staff and the CEDS Working Group drafted initial goals and strategies and began to write the chapters that made up the CEDS in response to the opportunities and challenges outlined in the report. A formal CEDS Committee was created from the Working Group in late February. The various chapters including goals and strategies were then reviewed again by the CEDS Committee. This second draft was added to, changed, deleted, tweaked, etc. as a result of twenty-two different presentations across the Region in February, March and April. One public meeting was held in conjunction with an official Town Council or County Commission in each of the fifteen municipalities and in each of the four counties. Three other CEDS presentations were made at the March meetings of PDC, ECCOG and the monthly gathering of the regional ad hoc economic development directors group.

Each goal and each strategy was independently prioritized by each member of the Working Group, the CEDS Committee, and the governing boards of the East Central Council of Local Governments and the Prairie Development Corporation. Another seventy-five community leaders across the region were also asked to participate in the prioritization process.

The final priority ranking for each goal and each strategy was determined by the CEDS Working Group and the CEDS Committee and reference to that was incorporated into the Comprehensive Economic Development Strategy. The entire document including hot links, attachments, research library, etc was then sent

out for review in mid-March to each local government and each ED group. It was also posted on the ECCOG web site.

The regional process

B. Development Opportunities and Challenges

> ***Development Opportunities***
>
> *In our free market based global economy, opportunities drive economic development. Better understanding of existing and prospective development opportunities can provide the strategic focus for building a more successful and competitive economic development game plan both locally and regionally.*

This Section was prepared by the RUPRI Center for Rural Entrepreneurship under contract with the Council and in support of the CEDS. The RUPRI analysis highlights the region's development opportunities based on a review of key economic trends and indicators. Extensive research was collected and reviewed in support of this analysis. Supporting research is available in the Comprehensive Economic Development Strategy's electronic library prepared by RUPRI in cooperation with the East Central Council of Local Governments. For additional information on the RUPRI Center refer to its web site at www.energizingentrepreneurs.org or www.rupri.org for the parent organization. This analysis is organized into the following sections:

- Achieving Optimal Development
- Development Opportunities and Issues
- Development Assets
- Community Preferences
- County Specific Insights

Achieving Optimal Development. Economic competition is intense. No business or community can afford to drift too long in finding the right development targets. Making best use of available development resources is key to sustained economic development within any community and region. Achieving optimal development is rooted in three central elements:

- Development Opportunities
- Development Assets
- Community Preferences

Figure III.1 summarizes these three central elements that are foundational to achieving optimal development impact.

Figure III.1 - Factors Contributing to Optimal Development

Development Opportunities	*Every community and region has unique development opportunities. These development opportunities are rooted in core development assets such as good conditions for production agriculture. Identification of the full range of development opportunities is the first step in building a strong economic development game plan.*
Development Assets	*Every community and region - even the most remote and poorest - has development assets. Inventorying these assets is the second step in building a strong development game plan. It is important to view development assets with an eye to the emerging economic trends.*
Community Preferences	*A community may have development opportunities and the right mix of development assets to take advantage of such opportunities. But the third consideration rests with community preferences for development. Preferred growth is rooted in what the residents of a community want with respect to development.*

By considering all three factors, a community or region can more quickly identify those development projects that make the most sense and have the greatest opportunity for success. This framework can also help a community determine those projects that should wait because of limiting conditions.

In East Central Colorado there are clear development opportunities related to wind energy development. This Region has strong commercial quality wind resources. Let us assume that this kind of development is generally accepted by the community. Two of our conditions are met. However, existing electricity transmission infrastructure (necessary development asset) directly limits the scope of wind power development. The Region may not be able to make these investments now and wait for the proposed national electric grid expansion to meet this final condition for such projects to move forward.

The RUPRI Center recommends this Region consider the employment of this "prioritization framework" for identifying, assessing and targeting economic development initiatives.

Sources of Income

The U.S. Bureau of Economic Analysis (BEA) has one of the longest data sets that tracks sources of personal income by county. This information can tell us a lot about the character and well-being of a local economy and society. Primary sources of income include:

Wages and Salaries from Jobs
Self-Employment or Non-Farm Proprietor Income
Farm Related Proprietor Income
Income from Non-Labor Sources (e.g., Social Security)

We have produced four charts (next two pages) that illustrate the change in the relative importance of each source of income between 1970 and 2006 for each county using this BEA data source.

A review of these charts supports the following findings:

There are considerable differences among the four counties particularly when Cheyenne and Elbert Counties are compared.

Income from production agriculture is important, but declining.

Income from non-labor sources (associated with retirement) are becoming more important.

In most of the counties there is very strong wage and salary income growth along with self-employment (non-farm smaller businesses) growth.

Figure III.2 - Cheyenne County Colorado Sources of Income

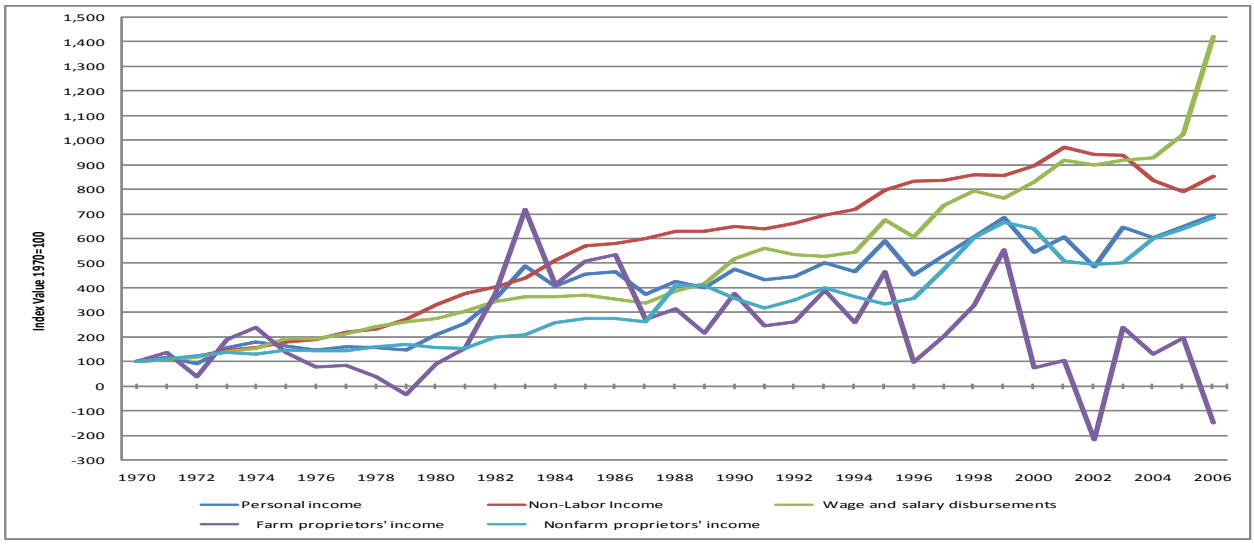


Figure III.3 - Elbert County Colorado Sources of Income

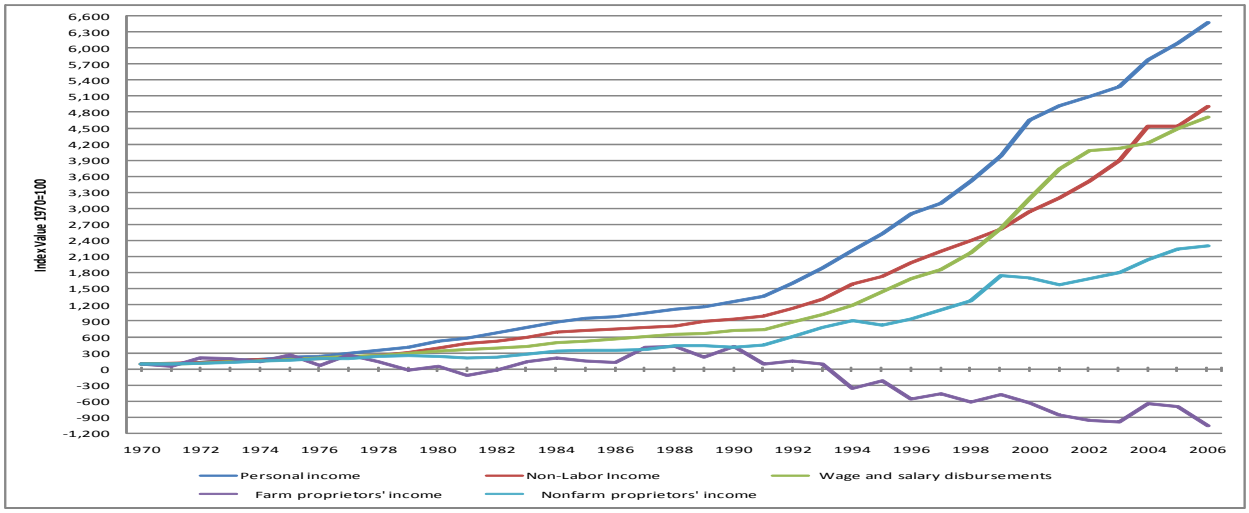


Figure III.4 - Kit Carson County Colorado Sources of Income

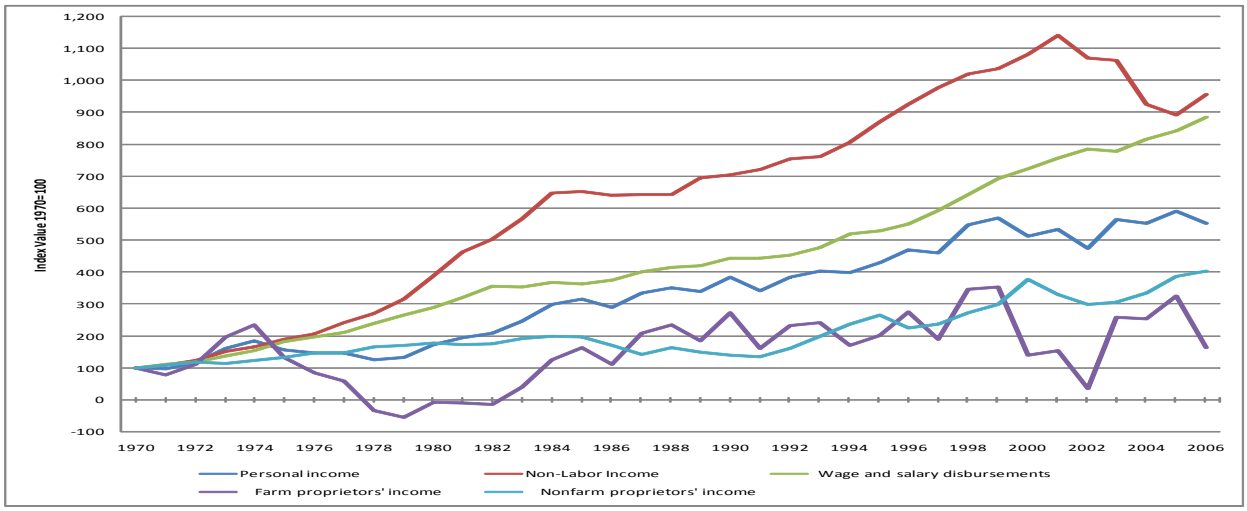
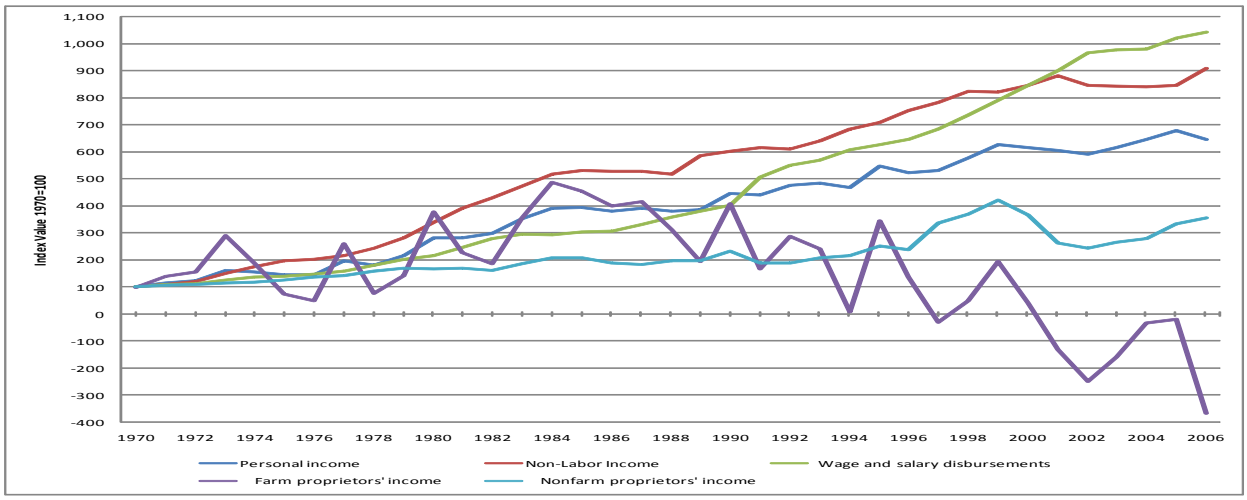


Figure III.5 - Lincoln County Colorado Sources of Income



Development Opportunities and Issues. The RUPRI Center organized this analysis into two parts. The first part focuses on major regional development opportunities that were identified from preliminary research. The second part of this analysis summarizes RUPRI's county by county findings. The next section identifies potential major development issues that will have to be addressed by the Region in order to act on the identified development opportunities. The RUPRI Center has identified the following six major development opportunities based on preliminary research and analysis:

1. Production Agriculture.
2. Front Range.
3. Transportation Corridors.
4. Heritage & Cultural Tourism.
5. Renewable Energy.
6. People Attraction.

Production Agriculture. Production agriculture is a mainstay of East Central Colorado's economy and way of life. The world continues to lose productive agricultural resources at the same time that the demand for food, fiber and energy is increasing. The opportunity for production agriculture to continue to thrive in this emerging world economy is substantial. However, pressures of urbanization and water resource constraints will create both challenges and opportunities.

Front Range. Front Range expansion may have slowed due to the current economic recession, but long-term there will be substantial growth. The foot print of the Denver/Colorado Springs Metroplex is likely to increase. While Elbert County has seen most of this impact, the entire Region is likely to experience development pressures and opportunities associated with Denver/Colorado Springs expansion over the next decade.

Transportation Corridors. Like other rural regions adjacent to large metro areas, East Central Colorado is crossed with numerous transportation corridors. Possibly the most important and visible corridor is Interstate 70. The Ports-to-Plains north/south corridor is also potentially significant as is the High Plains Highway. The Region is part of the Ports-to-Plains Alliance. For more information see www.portstoplains.com. Serving the traffic moving across these three corridors, as well as across Highways 24, 59, 71, 86 and 385 (the High Plains Highway), is a significant economic mainstay presently and is likely to present future development opportunities. Considering other rapidly growing metro areas, parts of the western end of this Region could experience development related to warehousing, trucking and wholesaling activities. Studies have been undertaken to examine the feasibility of potentially relocating a main north-south freight line rail corridor further east to the plains. Two alternatives have been selected and

there would be both positive and negative impacts should either become a realty.

Heritage and Cultural Tourism. The Front Range represents a huge potential market for heritage and cultural tourism including certain recreational activities. This Region is unlikely to become the kind of playground that one sees in the Rocky Mountains, but there is considerable potential for heritage tourism related development associated with the area's history, plains culture and signature events. Hunting related recreation (seasonal day and short-stay visitors) is also a resource to be expanded. Communities in the Region can also serve as gateways to tourism assets located throughout the Colorado high plains and western Kansas.

Renewable Energy. America and the world may really be serious this time about making a long-term commitment to renewable energy development. Wind and direct solar development now has significant financial and policy backing. The scale of projects is massive throughout the wind and solar resource corridors of the Great Plains Region. The non-urbanized areas of this Region can expect significant longer-term wind and solar energy development opportunities. There is also traditional energy production associated with oil and natural gas production in Cheyenne and Elbert Counties. Additionally, one of America's largest helium production sites is located in Cheyenne County.

People Attraction. Beyond the urbanization occurring in primarily Elbert County, there is significant opportunity for attracting "new" people to communities throughout the Region. There is particular opportunity to encourage in-migration of both families and retirees seeking a smaller town quality of life coupled with cost of living value. Approximately 78 million Baby Boomers are beginning to retire. A significant portion will seek retirement locations that provide affordability coupled with good quality of life. Communities within the Region have assets that could enable this kind of development.

RURPI has identified six major development issues based on its preliminary research and analysis:

1. Community Preferences.
2. Water Constraints.
3. Land Use.
4. Infrastructure.
5. Workforce.
6. Power Grid.

Community Preferences. Chances are good that the vast majority of residents within this Region like their way of life. While current residents want thriv-

ing and healthy communities – they do not want their way of life and cost of living to change dramatically. They will have preferences as to the kinds of development that are acceptable. Whenever development occurs there are costs and trade-offs. Strong communication is critical to building working consensus around "acceptable" development options.

Water Constraints. The High Plains Region has limited annual precipitation. Dependence on ground water and limited surface water resources is critical to communities, industry, agriculture and tourism. Managing finite and often over-committed water resources is a huge issue that must be considered with any development. The Republican River Basin plan and settlement is a likely constraint on both existing and prospective irrigation development in support of agriculture.

Land Use. A primary development asset within this Region is its land. New development can create land use challenges. Recreational and residential development can create potential conflicts with traditional production agriculture and heavy industry. Not all people see wind towers and solar farms as beautiful. Forward looking land use plans and management are keys in striking a balance between desired new development and existing customs and uses.

Infrastructure. Any level of new development could create pressure on existing infrastructure within certain communities (roads, streets, water systems, schools, fire protection, etc.). While it is essential to create a "development friendly" environment within this Region – it's important to ensure new development provides the resources necessary for expanded infrastructure investments.

Workforce. This Region has a limited population base and associated workforce resource. The Region must be incremental in its development and pursue strategies that create new economic wealth and diversity without requiring substantial workforce resources. Economic development strategies like entrepreneurship versus industrial attraction can help the Region strike a balance between desired growth and its workforce constraints. But there is also clear evidence that the workforce available to this Region is elastic given the kind of economic development occurring. The time/distance relationship within the high plains enables relatively long distance commuting for employment.

Power Grid. Based on preliminary discussions, additional power grid infrastructure will be needed before significant wind and solar energy development can occur. Pro-actively exploring how the new Administration's (as well as possible State of Colorado initiatives) power grid plans could address this issue are highly recommended if a wind and solar energy development strategy is adopted by the Region.

Core Development Assets. Based on RUPRI's analysis, six "core development assets" have been identified. Figure III.6 summarizes RUPRI's findings.

It should also be noted that this Region provides numerous transportation corridors that generate economic rationale and activity. The most significant of these corridors are Interstate 70, the emerging Ports-to-Plains north/south transportation corridor and the High Plains Highway.

Figure III.6 - Core Development Assets

Agriculture	*It is obvious that this landscape is well suited for production agriculture. The historic foundation for this economy is agriculture. The potential for continued livestock and crop production is strong particularly with sustained management of groundwater resources.*
Water	*There is a fixed amount of water on our planet. Water is a major resource and issue in the American west. The development, management and use of this Region's water are a core development asset.*
Land for Development	*The physical size of this Region coupled with its current level of human development provides significant land for future development. Such development is illustrated with the significant urbanization of western Elbert County as the Denver metropolitan footprints extend out.*
Renewable Energy	*Energy, like water, is a premiere issue of the early 21st Century. This Region enjoys high quality renewable energy resources tied to wind and direct solar energy. America's emerging policy is likely to enable and accelerate this development in the coming decade. There is also potential for continued oil and natural gas development and production.*
Residents Human/Talent	*Nearly 40,000 people (90% of the population lives on approximately 10% of the land mass) call this Region home.* [Census Bureau] *Within this population there is a wide range of human talent, experiences and connections. Economic development, in a market economy, rises from people with ideas, motivation and the ability to make things happen.*
Physical Infrastructure	*Four counties and 15 incorporated communities are well established within this Region. There is available physical infrastructure based in roads, streets, schools, businesses, homes and the like. This infrastructure is the foundation on which economic development grows.*

Profile Reports. Headwaters Consulting of Bozeman Montana under contract with the U.S. Bureau of Land Management produces regional, county and municipal socio-economic profiles. The regional and county level profiles are very detailed, current and provide excellent comparative indicators. The municipal reports are more limited to 2000 Census information. Employing the Headwaters/BLM resource, RUPRI has generated Socio-Economic Profiles for all the counties and municipalities within this East Central Colorado Region. These Profiles are available within the CEDS' Attachment A.

County Specific Insights. RUPRI's "quick" assessment for each of this Region's four counties follow:

Cheyenne County. The following are the key development realities we identified for the County based on RUPRI's initial review:

- The County is very rural and relatively isolated with a modest and declining population base (1,952 residents in 2005 U.S. Census Bureau).

- The County is experiencing chronic depopulation typical of most rural high plains counties with an overall decline of 19% (1970 to 2005) or approximately 0.6% loss per year on average. Losses are occurring in two key demographic groups: 25-39 year olds and early retirees. Because of the loss of young adults there is also a net loss of young children.

- Employment has actually been increasing for both wage and salary workers and proprietors. There was a significant employment bump following the 2001 recession. Government employment has risen significantly increasing from 8 to 17 government workers per 100 residents.

- Income growth has been challenged with very little progress in real earnings. Unstable farm income contributes to this challenging income picture. Non-labor income is significant (e.g., Social Security for example) accounting for 35% of all income. Bureau of Economic Analysis

- Cheyenne County's economy is somewhat specialized and highly dependent upon production agriculture, oil and gas production and associated service businesses and local government.

Primary development opportunities are associated with the following areas:

- Movement of production agriculture from commodities to more value-added production.

- Development of renewable energy including wind and direct solar. Continued, but declining, production of oil and natural gas will sustain portions of the county's economy.

- There is some potential for people attraction focusing on small town and rural lifestyle assets. Additionally, there are opportunities for heritage and cultural tourism.

- Development of services related to the ever increasing number of cross country freight trucks coming though the county on either the High Plains Highway or on Highway 40-287 (includes portions of the Ports to Plains corridor.

Elbert County. The following are the key development realities we identified for the County based on RUPRI's initial review:

- Urbanization is a significant reality for Elbert County with population increases of more than 480% (between 1970 and 2005). Compared to the U.S. and Colorado, these increases are four times greater than the U.S. and 2.8 times greater than the Colorado population growth rates for the same period.

- This rapid urbanization has increased both employment and income growth. The overall income profile for the county (particularly when compared to the other three counties in this Region) has become significantly more affluent. The percentage of households with higher net worth is greater in Elbert County when compared to the other three counties.

- Population growth has been particularly strong since the early 1990s. However, with the current recession these trends will flatten and moderate well into this decade. However, the long-term prospectus would suggest renewed growth with economic recovery in the Front Range. Construction and housing development are directly tied to these trends.

It is assumed that there has been a marked drop off in suburban type development due to the deepening real estate crisis and economic recession. These changes are likely to impact the county significantly through the 2011 or even 2012 timeframes.

- Despite historic population growth there is the typical loss of younger adults (ages 25 to 39) and elders from the County.

- Non-labor income grew rapidly between 2001 and 2005 rising from 20% of total income in 2001 to 24% in 2005. There was a corresponding in-

crease in DIR (dividend, interest and rent) income from 14% of total to 17% of total. These trends clearly suggest that part of the growth in population is from semi- and fully-retired new residents. This is to be expected given the County's location relative to the Denver Metro Region.

- Western Elbert County can be classified as a "bedroom" community. Typically, when there is rapid urbanization, there is a lag between residential and commercial development and commercial and industrial development. This pattern appears to be at work in parts of this County.

- Production agriculture is down and likely to continue to erode as agricultural land is converted to acreages and suburban development.

Primary development opportunities are associated with the following areas:

- While the economic recession will likely create a lull in suburban development, the longer-term trend line is likely to occur. Planning for future urbanization is critical to ensure sound long-term development.

- Because of the County's location relative to the Denver Metro Region, there are numerous possible choices with respect to people development. Decisions around the kind of urbanization that can and does occur will directly impact the longer-term nature of the community.

- While most of this development relies on Metro employment, the opportunity exists to build indigenous employment through entrepreneurship similar to the strategy that Littleton, Colorado pursued with Economic Gardening.

- The County's Northeastern area is part of the I-70 corridor and could enable wholesale and warehousing development.

- Given the County's association with the large metropolitan consumer base, the opportunity of niche agriculture and food production is a possibility.

- Renewable energy development, particularly at a large scale, can be incompatible with acreage, residential and commercial development. However, the more rural areas of the county could support this kind of industrial development.

- The relative proximity of Elbert County to the metro areas, the opportunities for heritage and cultural day visits to the county's museums, antique shops, and signature events are significant

Kit Carson County. The following are the key development realities we identified for the County based on RUPRI's initial review:

- The population base of this County is relatively strong for rural high plains counties resting at just fewer than 8,000 residents. There was depopulation between 1970 and the early 1990s, then growth but again decline after the 2001 recession. The demographic structure for the County looks deceivingly strong. But the incidence of young adults is unfortunately tied to the substantial prison populations.

- Employment growth is somewhat stronger than population change, but personal income growth is relatively weak. When compared with U.S. and Colorado income growth rates, the County is under-performing. Personal income growth in the County when compared to the U.S. (1970 to 2005) was less than half the U.S. growth rate and less than one-third the growth rate of Colorado for the same period.

Increasing personal income should be considered as a primary development objective. This goal may actually be more important than additional job creation.

- Core economic sectors for the County include production agriculture, retirees, prisons and servicing the I-70 transportation corridor. Decisions within the Republican River Basin settlement will impact the availability of ground water for agricultural irrigation in this area. These changes could drive significant modifications in production agriculture in the County. Burlington is home to a large private prison.

Primary development opportunities are associated with the following areas:

- Increasing personal income is a key development consideration. This effort should focus on increasing value-added development with respect to production agriculture, businesses aligned with the I-70 corridor and local entrepreneurial development.

- Appropriate development of wind and solar energy will result in increased incomes for selected land owners within the County.

- Given good land transportation access and association with the Denver Front Range, selected people attraction coupled with small scale entrepreneurial development could provide a strategy for both economic diversification and income enhancement. Such development would place less stress on existing infrastructure and the cost of government services (when compared with larger scale industrial and commercial development).

- Kit Carson County has significant heritage tourism assets. These assets, combined with traditional western cultural events and the adjacent I-70 location of all six communities, offer excellent opportunities for tourism expansion.

Lincoln County. The following are the key development realities we identified for the County based on RUPRI's initial review:

- The population base of Lincoln County is comparable but smaller when referenced to Kit Carson (5,600 residents in 2005). Population growth is somewhat stronger, but, due to the introduction of prison populations, is not resident growth.

- Employment growth has been stronger when compared to population growth likely driven by both multiple job holdings and prison related development.

- Personal income growth is weak and a primary area of concern. Real earnings are flat. The share of income related to non-labor sources (such as Social Security) is 42% of total income. This suggests an aging population with relatively weak new wealth creation.

- The economy is relatively specialized and dependent upon production agriculture, the I-70 transportation corridor and government (both local and prison). There is moderate economic instability due to net income swings in production agriculture.

Primary development opportunities are associated with the following areas:

- As is the case with Kit Carson County, focus on income improvements should be a primary focus for the County's development.

- Limon could serve as a gateway community for smaller scale recreational and heritage tourism development particularly associated with day-trippers and short overnight visits. Limon is home to a major and growing I-70 service center with two major truck stops including Travel America and the newer Flying J. These and associated service facilities are an employment hub (drawing workers from a wide region) and a major generator of local sales taxes.

- A second development focus should be on increasing core or basic economic activity through smaller scale entrepreneurial development and selected people attraction.

- Increasing value from existing production agriculture and the I-70 transportation corridor offers some opportunities for both increasing incomes and economic activity.

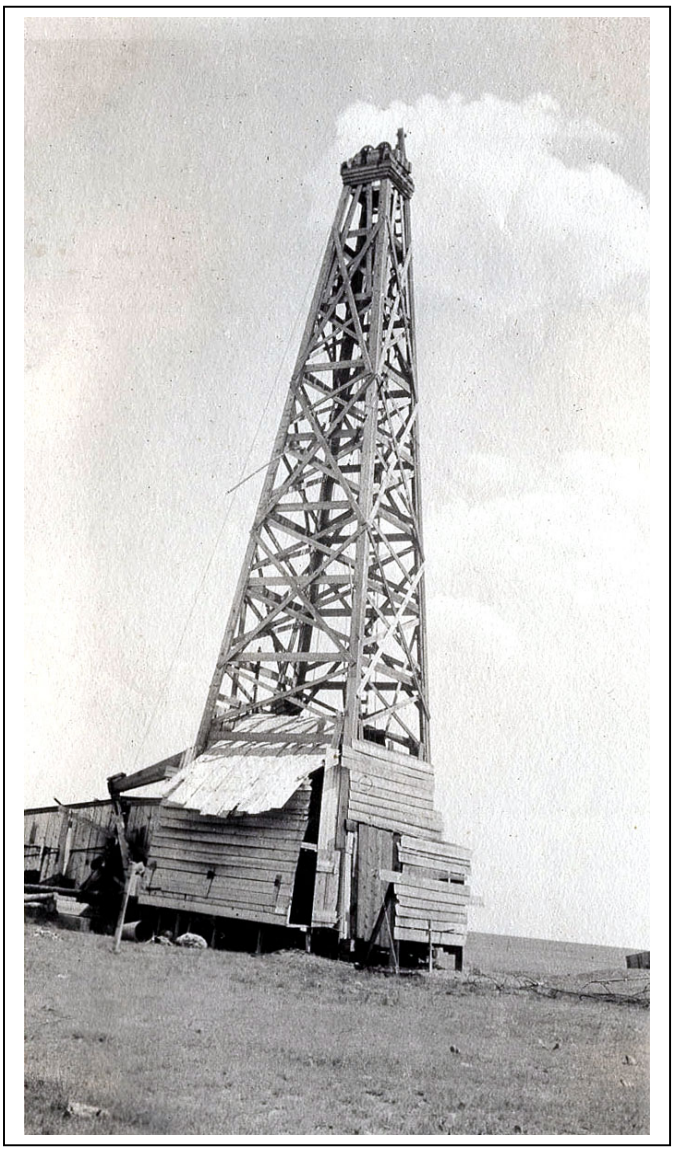
- The County is highly suited for renewable energy development. This kind of development can create some economic growth, but can create new income streams for existing residents who are rural landowners.

C. Goals and Strategies

The following Comprehensive Economic Development goals and strategies for East Central Colorado are all important to their communities of origin. Though these goals and strategies are not the same priority for each community or county, they are listed in order of preference based on the results of a Regional Survey and approved by the CEDS Committee and the ECCOG Governing Board.

Attract People:

1. Assist communities in attracting health care providers to the rural areas and in promoting health information technologies, such as telemedicine
2. Support governmental efforts to attract and retain young people as educators in the rural areas
3. Assist in the acquisition and/or retention of responsive and accessible basic community services as a factor in attracting new residents to our towns
4. Communicate the benefits of living and working in the Region through available and future technologies including Internet applications
5. Assist in the improvement or replacement of deteriorated existing housing stock to ensure safe, adequate and affordable housing for families
6. Increase the use of the Enterprise Zone Contribution Project Tax Credit by designing additional projects and better marketing benefits of contributing to existing projects
7. Identify and promote ideas for attracting and retaining employees, such as hiring spouses
8. Explore the feasibility of developing a professionally designed website, with links to real estate and related websites, that will identify and help market available residential properties



Plan for Energy Opportunities:

1. Promote the energy resources, both traditional and new, of the area which will invigorate the economy, create new jobs and protect natural resources
2. Promote rural leadership for sustainable energy by educating local governments and economic development groups about the potential benefits of the renewable energy sector
3. Support development of alternative energies from agricultural products and by-products
4. Encourage the development of "green" communities and industries and promote energy efficiency measures

Capitalize on Heritage and Recreational Resources:

1. Expand and explore additional uses for public recreational resources including rodeo grounds, fairgrounds, parks and community / recreation / activity centers
2. Increase the use of the Enterprise Zone Rehabilitation Tax Credits to enable re-use of vacant historic structures
3. Identify and promote (while protecting/preserving) local historical places and sites that demonstrate the importance of past places, events and people during critical moments of the region's history
4. Promote signature community events celebrating and sharing the region's heritage
5. Continue yearly regional Events Guide for distribution both in and outside of the region and on the Internet
6. Educate community leaders on the region's heritage and its continuing importance to economic development
7. Continue development of the Our Journey Heritage Tourism project, expanding marketing of heritage and cultural resources to attract Front Range visitors to the region
8. Promote the eco-tourism resources of the region through promotional marketing and partnerships with government agencies and non-profit organizations
9. Assist in development of electronic tours, digital history books and video projects that promote the heritage resources of the region
10. Promote recreational hunting opportunities

Plan and Be Ready for Transportation Corridors Development and Expansion:

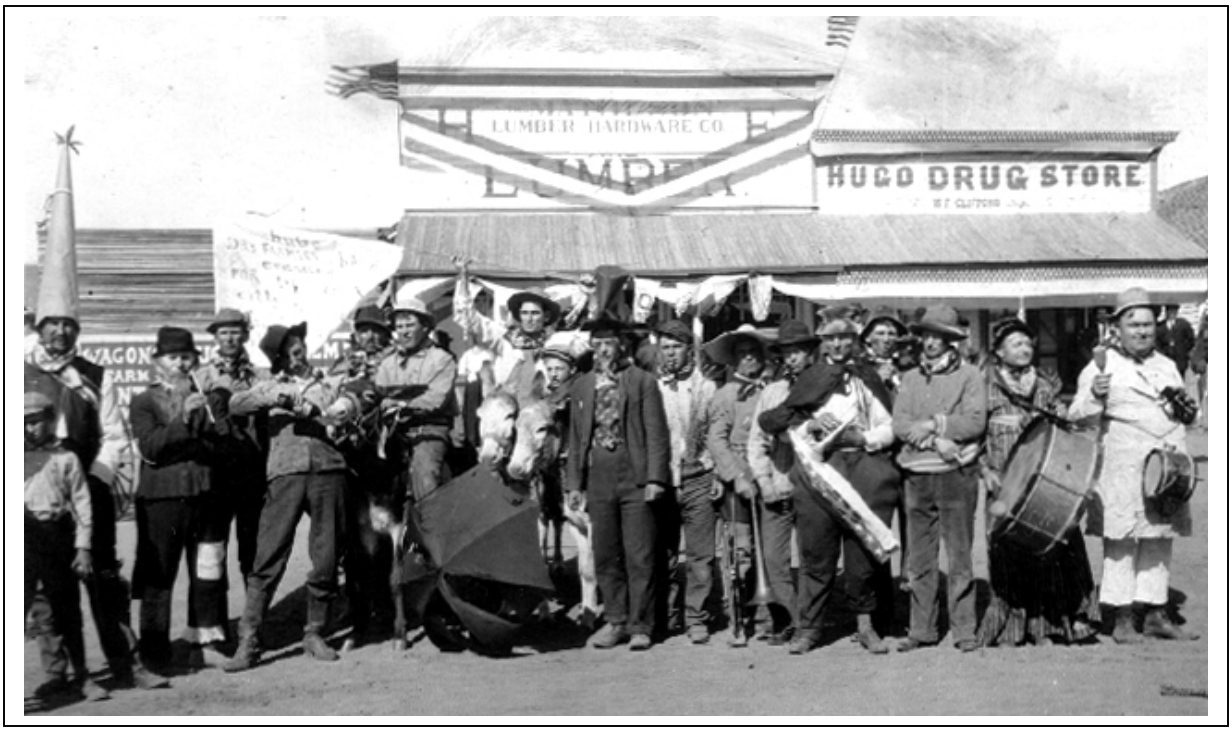
1. Participate with local government and other groups in providing guidance to the Colorado Department of Transportation and the Federal Railroad Administration regarding the importance of highway maintenance and expansion, public transit and the continuation and maintenance of Short Line and Class 1 railroad operations in the region
2. Educate local governments, community leaders and economic development groups on the potential economic benefits of the transportation system and its connection to urban and global markets
3. Develop regional public private partnerships to expand economic opportunities provided by interregional transportation corridors
4. Develop the necessary public private partnerships to expand opportunities for local and regional bicycle and pedestrian "trails"

Offer Technical Assistance:

1. Maintain an active CEDS advisory committee to identify and address regional economic development issues
2. Assist local governments, and local and county economic development groups in identifying and securing financial and other resources to help enable positive results for their respective programs as well as on the entire region
3. Help local governing officials locate resources necessary to deal with unexpected economic issues
4. Assist local governments, and local and county economic development groups in identifying and securing resources for mitigation of local brown field sites and blight
5. Assist local governments in identifying and securing resources for the development/expansion of GIS throughout the Region

Strengthen / Expand Existing Businesses:

1. Support and encourage development of businesses and industries that can utilize locally grown agricultural products
2. Encourage agricultural and business succession and estate planning in order to sustain local workforce retention
3. Assist communities in the development of comprehensive business retention and expansion programs
4. Continue and expand use of the Prairie Development Corporation business loan fund to encourage business expansion and job creation or retention
5. Work with the Small Business Development Centers to assist existing businesses with the challenges of today's economy
6. Encourage and support community and downtown improvement efforts
7. Develop a comprehensive regional workforce and career development plan improving access to trade schools, community colleges, and universities



Attract/Recruit New Businesses:

1. Provide any necessary information via publications or the Internet that will assist businesses interested in locating in the region
2. Work with communities throughout the region to develop marketing tools and strategies for the attraction of new business development opportunities
3. Promote the East Central Enterprise Zone and the regional business loan fund as a benefit to businesses and industries
4. Support local investment in core infrastructure improvements that will help expand local economies
5. Ensure the region has the infrastructure in place to utilize appropriate technologies
6. Assist communities in providing adequate infrastructure necessary for new and expanding businesses

D. CEDS Implementation

The table below lists the types of proposed economic/community development projects that will assist in implementing the six primary goals of the East Central Council of Governments CEDS. A more detailed project list by county and community follows the table.

Goals	Project Types	Sponsors
Attract People	**Health Systems** **Population increase** **Regional GIS** **Museum improvements** **Recreation development** **Railroad quiet zones** **Residential growth** **Law enforcement** **Child Care** **Signage**	**Elbert County** **Cheyenne Co.** **Lincoln County** **Lincoln County** **Kit Carson Co.** **ECCOG** **Limon** **Kit Carson Co.** **Hugo** **Genoa** **Hugo** **Arriba** **Genoa** **Hugo** **Hugo** **Genoa** **Flagler** **Flagler** **Simla** **Burlington**
Plan for Energy Opportunities	**Alternative energy** **Energy efficiency** **Green water usage**	**Cheyenne Co.** **Kiowa** **Elizabeth** **Cheyenne Wells** **Genoa** **Kit Carson Co.** **Hugo** **Flagler** **Kiowa** **Cheyenne Co.** **Lincoln County**
Capitalize on heritage and Recreational	**Fairgrounds usage**	**Elbert County** **Kit Carson Co.**

Resources	**Walking/bicycle/equestrian trails** **Community theater** **Walking tour** **Historic structure preservation** **Wildlife study center** **Swimming pool upgrade** **Park improvements** **Cemeteries** **Genoa Tower** **Playgrounds/ball fields** **Off The Beaten Trail** **Our Journey** **Community Garden**	**Cheyenne Co.** **Kiowa** **Elizabeth** **Kit Carson** **Kit Carson Co.** **Hugo** **Flagler** **Cheyenne Wells** **Stratton** **Kit Carson Co.** **Cheyenne Wells** **Flagler** **Lincoln County** **PDC** **Burlington** **Lincoln County** **Hugo** **Stratton** **Flagler** **Seibert** **Arriba** **Genoa** **Stratton** **Flagler** **Vona** **Bethune** **Genoa** **Genoa** **Stratton** **Flagler** **Seibert** **Vona** **PDC** **Arriba**
Plan and Be Ready for Transportation Corri-dors Development and Expansion	**Ag/energy transportation needs** **Public transit**	**Cheyenne Wells** **Lincoln County**
Offer Technical Assistance	**Economic development group** **Community web presence** **Retail leakage**	**Elbert County** **Lincoln County** **Kiowa** **Simla** **Kit Carson Co.** **Burlington**

Strengthen/Expand Existing Businesses	**Enterprise Zone expansion** **Regional learning center** **Communications** **Business Loan Fund Expansion**	**Elbert County** **Cheyenne Co.** **ECCOG** **Lincoln County** **Kit Carson Co.** **PDC**
Attract/Recruit New Businesses	**Water, sewer, street improvements** **Blight abatement** **Health systems** **Lodging studies** **Affordable housing** **Alternative housing** **Recreation/community center** **Code/zoning updates**	**Elbert County** **Cheyenne Co.** **Kiowa** **Elizabeth** **Lincoln County** **Limon** **Hugo** **Genoa** **Kit Carson Co.** **Stratton** **Vona** **Simla** **Cheyenne Wells** **Arriba** **Seibert** **Elbert County** **Elizabeth** **Kit Carson** **Kit Carson Co.** **Stratton** **Vona** **Bethune** **Arriba** **Seibert** **ECCOG** **Elbert County** **Cheyenne Co.** **Elbert County** **Kit Carson Co.** **Elizabeth** **Seibert** **PDC** **Cheyenne Wells** **Elbert County** **Kit Carson** **Kit Carson Co.** **Kiowa** **Elizabeth** **Limon** **Flagler** **Simla**

	Industrial park/incentives **Internet-related** **Main Street structures** **Public facilities**	**Elizabeth** **Cheyenne Wells** **Cheyenne Wells** **Simla** **Lincoln County** **Cheyenne Co.** **Burlington** **Hugo** **Flagler** **Simla** **Seibert** **Cheyenne Co.** **Kit Carson** **Arriba** **Seibert**

E. Proposed Economic Development Projects

The respective entities established the following project list as of April 2009. This list will be modified as needed. Local economic conditions as well as availability of funding sources will drive the timing of the projects.

Elbert County

2010

- Organize county-wide development group
- Develop recreational uses for fairgrounds buildings
- Expand campground at fairgrounds
- Develop well at Agate for commercial use
- Landscape fairgrounds

2011

- Pave the final 3.8 miles of the Kiowa-Bennett Road
- Eliminate blight connected with old county buildings
- Develop community health care facilities
- Expand Enterprise Zones in county

2012

- Fence county shop area at fairgrounds
- Complete feasibility study for motel
- Encourage alternative (multi-family and senior) housing

Kiowa

2010

- Develop recreation/community center
- Commence water project
- Complete town drainage improvements

2011

- Develop bike/walking trail at Kiowa

2012

- Complete town water project
- Complete community center
- Develop wind energy sources for government facilities
- Promote energy efficiency
- Assist in design updates to town website

Elizabeth

2010

- Improve water services to the southeast quadrant of town
- Update code for site planning in downtown district

2011

- Construct walking path across Running Creek

- Evaluate alternative energy options for Elizabeth area

2012

- Complete Main Street improvements
- Complete SH-86 sidewalk improvements
- Renovate town hall as community center with performance area
- Evaluate feasibility of overnight accommodations in Elizabeth

2013

- Implement Main Street/SH-86 façade improvement program
- Renovate "Gesin's building" at SH-86 and Main Street

2014

- Complete downtown entryway signage and improvements
- Complete SH-86 and CR 13 intersection improvements

Simla

2010-2012

- Develop plan for curb and gutter on the east side of Pueblo Avenue
- Construct a multi-use complex to serve as community center, police office and library
- Market the availability of the vacant manufacturing facility
- Market the availability of vacant business locations
- Develop a website to promote the Town of Simla
- Upgrade water and sewer main lines
- Replace fire hydrants
- Promote the benefits of annexation for residential and commercial growth
- Promote development of child care facilities
- Promote additional assisted living facilities for senior citizens

Cheyenne County

2010-2014

- Upgrade communication system to digital standards
- Promote development of wind energy infrastructure
- Upgrade fairgrounds facilities
- Research possibility of county-owned gravel pit(s)
- Upgrade the county courthouse
- Conduct a feasibility study for jail improvements vs. new facility construction
- Market enterprise zone projects and credits
- Upgrade county roads
- Complete energy audit of county buildings to promote energy efficiency
- Market the county for Internet-based jobs
- Upgrade the public health agency to comply with state requirements

Cheyenne Wells

2010

- Annex industrial park

- Begin zoning plan for industrial park
- Assist in development of alternative energy plan
- Research existing franchise
- Purchase land for industrial park
- Begin community theater project
- Develop walking tour of the town

2011

- Complete zoning plan for industrial park
- Identify needs for Main Street beautification
- Develop conceptual design for industrial park
- Develop an incentive package for businesses
- Develop affordable, energy-efficient housing

2012

- Solicit new business for industrial park
- Set up franchising policy and procedures for renewables
- Enhance existing businesses with incentive package program
- Implement Main Street beautification plan

2013

- Partner and research alternative agricultural practices
- Enhance transportation options for agricultural and renewable energy
- Begin beautification program
- Implement franchise plan

2014

- Review economic development plan
- Complete existing business needs survey
- Implement another five-year plan
- Enhance public entity cooperation and buy-in
- Complete Main Street improvements

Kit Carson

2010

- Complete Paxon building asbestos and tank removal
- Complete KCRD duplex renovation
- Begin Kit Carson senior center project
- Explore grant opportunities for equestrian trail ride project

2011

- Complete Paxson building demolition
- Continue KCRD duplex rental and management
- Complete Kit Carson senior center project
- Complete feasibility study for equestrian trail ride project

2012

- Complete plan for Paxson building site rehabilitation
- Continue KCRD duplex management
- Establish landowner committee for equestrian trail ride project

2013

- Implement new use of the Paxson building site

2010-2013

- Upgrade the community building to utilize solar energy
- Construct a new town hall
- Complete street paving, curb and gutter project
- Develop a spec warehouse to store wind farm construction materials

Lincoln County

2010

- Promote county to attract retired citizens as residents
- Market county for Internet-related jobs
- Expand public transportation alternatives
- Develop final plan for regional learning center
- Continue financial support for business support center
- Identify additional funding sources for LCEDC via strategic plan
- Identify resources for LCEDC board development/ongoing strategic planning
- Identify and secure funding for regional learning center
- Expand emergency facilities and services
- Develop GIS capabilities in the region

2011

- Promote county to attract retired citizens as residents
- Market county for Internet-related jobs
- Promote historic structures in the county for tourism
- Begin construction of regional learning center
- Open regional learning center
- Apply for AEDO accreditation
- Study and implement marketing and branding for LCEDC
- Develop strategy for eco-tourism in Lincoln County
- Improve health care infrastructure

2012

- Promote county to attract retired citizens as residents
- Market county for Internet-related jobs
- Promote historic structures in the county for tourism
- Complete construction of regional learning center
- Assist in establishment of a study center for wildlife at Karval

2013

- Promote county to attract retired citizens as residents
- Market county for Internet-related jobs
- Promote use of green water for golf courses and cemeteries

2014

- Promote county to attract retired citizens as residents
- Market county for Internet-related jobs

- Promote use of green water for golf courses and Cemeteries
- Expand use of public transportation

Limon

2011

- Upgrade Limon Heritage Society Museum
- Complete Main Street improvements
- Develop recreation center

2012

- Complete Limon Child Development Center infrastructure improvements
- Complete Limon highway entrance improvements

Hugo

2010

- Complete town's plan for wastewater treatment improvements
- Complete central business district improvements
- Upgrade municipal swimming pool
- Provide continued support of community improvement efforts

2011

- Begin replacement of water and sewer mains
- Continue promotion of heritage tourism
- Expand exhibit space at Hedlund House Museum
- Explore the use of renewable energy for municipal and community use

2012

- Upgrade Coulson walking path surface and other amenities
- Increase youth recreational opportunities
- Institute community sidewalk replacement program
- Install new town water well

2013

- Explore creation of railroad quiet zones
- Construct new town water storage facility
- Replace water and sewer mains
- Continue central business district improvements

2014

- Renovate community recreational facilities
- Finish development of Solomon residential addition
- Encourage continued community growth and rural quality of life

Genoa

2010

- Upgrade and improve Genoa Memorial Park
- Replace existing street lights with solar powered lLights
- Promote energy efficiency in government buildings and systems
- Improve recreational opportunities

2011

- Implement a hydrology study for current and future water supply
- Develop a cemetery directory for Genoa Community Cemetery
- Plan for a community building
- Develop a use plan for city-owned Main Street buildings

2012

- Upgrade Genoa Main Street surface and drainage
- Improve signage, access and marketing for Genoa Tower
- Study costs of curb, gutter, and drainage improvements
- Establish a museum for Genoa history collections

2013

- Study the feasibility of an affordable housing complex

Arriba

2010

- Install a community sign to direct traffic to the museums and businesses
- Complete improvements to College Avenue
- Investigate funding source for water system infrastructure upgrade
- Develop a community garden

2011

- Enhance playground equipment for youths, particularly those 8 to 12 years old

2012

- Provide free local network television access and local WiFi areas for Arriba residents

2013-14

- Expand the town park and community building

2014

- Acquire blighted properties for demolition or restoration, to rent or to re-sell

Kit Carson County

- Expand maintenance of county roads
- Upgrade interoperable digital communications system
- Improve safety and security at county facilities
- Construct a multi-use building at the fairgrounds
- Finalize and implement drainage plan for the county road near the Stratton Golf Course
- Replace selected bridges to accommodate wind farm development

Burlington

2010

- Develop Rose Avenue improvement plan
- Design way-finding signage for Lincoln, Rose and Main

- Produce and install way-finding signage for Lincoln, Rose and Main
- Undertake retail leakage study

Seek designation of Winegar building as state endangered place
Seek Phase II funding for WPA community building (school district)

2011

- Implement Rose Avenue improvement plan Phase I

2013

- Implement Rose Avenue improvement plan Phase II

2010-2014

- Undertake electrical upgrades for Lincoln Avenue
- Undertake electrical upgrades for Rose Avenue
- Undertake electrical upgrades for Main Street
- Improve sidewalks, curb and gutter on Lincoln Avenue, Rose Avenue and Main Street
- Purchase and install new street lighting on Main Street
- Purchase and remove selected blighted properties
- Work with local housing authority to develop additional workforce housing
- Make Burlington "user friendly" by utilizing current technology
- Explore and develop alternative energy improvements that will benefit local businesses
- Develop GIS plan
- Implement GIS plan/system
- Develop plan for historic walking tour
- Implement historic walking tour
- Expand Longhorn Trail
- Develop bicycle path plan
- Implement Phase I of bike plan
- Implement Phase II of bike plan
- Develop plan for new or revised exhibits at Old Town
- Recruit additional motel accommodations
- Restore Winegar building
- Restore and interpret hand-dug well
- Improve activities and recreation facilities

Stratton

2010 – 2012

- Complete street improvements
- Develop and implement an engineered drainage system
- Improve and repair street gutters and pans
- Tie into water system's irrigation well to ensure adequate drinking water
- Provide chlorination of new water well
- Develop a better schematic for town water lines
- Construct shop facilities for maintenance and repairs
- Develop secure equipment storage

2014 – 2016

- Upgrade park playground equipment
- Heat park restrooms
- Upgrade tennis courts
- Complete shower rooms improvements at swimming pool
- Develop youth ball fields
- Upgrade recreation and fitness equipment at activity center

2010 – 2020

- Undertake wastewater structural improvements
- Establish local improvement committee
- Develop a community-operated movie theater
- Demolish abandoned/deteriorated buildings

Bethune

2010-2014

- Purchase blighted dilapidated structures and demolish
- Undertake park improvements
- Develop community building
- Develop a community-operated convenience store/coffee shop

Vona

2010-2014

- Engineer and construct new 55,000-gallon water storage tank
- Landscape area around 1938 water tower
- Purchase and scrape junkyard
- Install sprinkler system and benches in park
- Purchase blighted dilapidated structures and demolish

Flagler

2010-2014

- Make cosmetic repairs and updates to business structures on Main Ave.
- Replace Main Ave. gutters
- Build a community building
- Complete infrastructure for housing development
- Make Main Ave. sidewalks handicap accessible
- Refresh paint on the grain elevator
- Complete planned Lavington Park improvements
- Light the small baseball field at the school
- Employ a town marshal
- Construct a wind turbine for town electricity
- Expand tourism opportunities at local museums, including a walking tour
- Make the Wheatland Conference Center handicapped accessible
- Asphalt the town park drive path

- Make a walking/biking path around town
- Use retro streetlights and banners to develop a cohesive appearance near I-70 exits
- Add sun shades to town park and school playground
- Add shade for baseball seating at the field
- Replace water tower
- Build a structure at Second Central School for year-round displays
- Expand access to Second Central and Hal Borland Room
- Add wading pool and outdoor water park to the school swimming pool
- Extend sewer line from Loaf 'N Jug north
- Construct drainage system from Flagler Aerial Spraying fertilizer plant south to Loaf 'N Jug

Seibert

2010

- Complete landscaping the downtown area
- Install energy efficient lighting and banners on Colorado Avenue
- Improve sidewalks on Colorado Avenue

2011

- Create pocket parks in the downtown area
- Improve Colorado Avenue's surface and intersection with Highway 24

2012

- Complete improvements to school softball field

Ongoing

- Continue improvements to water/wastewater facilities
- Improve and paint facades and town buildings
- Replace guttering on old community building
- Support affordable housing opportunities
- Purchase and demolish dilapidated structures

Prairie Development Corporation

2010-2014

- Re-capitalize Business Loan Fund as needed
- Increase Off the Beaten Trail sites to twelve
- Undertake next phase of Our Journey Heritage Tourism
- Increase housing partnership opportunities
- Undertake additional historic structure assessments
- Develop Little Houses on the Prairie marketing campaign

East Central Council of Local Governments
2010-2014

- Develop a regional *Purchase and Scrape* program for dilapidated residential and commercial structures in selected communities throughout the four-county area
- Develop a multi-jurisdictional GIS program for requesting entities
- Expand Enterprise Zone Boundaries to include "downtown" Elbert

Chapter IV - Evaluation Plan

Hierarchy of Community Impacts

Our plan is to employ the "Hierarchy of Community Impacts" as our framework for evaluation. The Hierarchy was developed by the Heartland Center for Leadership Development (www.heartlandcenter.info). Background on the Hierarchy is contained in Appendix B.

The true success or progress being made in implementing the CEDS is to be able to establish an actual link between the planning of and the status of a certain project or projects. Therefore, the East Central Council of Local Governments plans to employ a two-tiered evaluation approach that will help both ECCOG and economic development stakeholders gauge the status of ongoing economic development activities and the status of priority projects identified during the CEDS planning process.

The first tier will focus on funded CEDS regional District activities, showing progress or lack thereof in the short term for each work program task. The second tier will be the evaluation of the region's priority projects, many of which will be local in nature rather than regional.

Each community and county will be contacted twice a year as to the progress being made for projects that were identified as "year one." Regional projects or projects where there is direct involvement from the District will be monitored on a more regular basis. ECCOG will determine the overall status of each project by describing it as one of the following: **On Course**; **Making Substantial Progress; Re-evaluated and Revised/New Initiative; Increased Focus Needed;** or **On Hold/Will be Re-evaluated.**

The twice yearly evaluation reports will be shared with the CEDS Working Group, the CEDS Committee, the ECCOG governing board and the Prairie Development Corporation Board. At least annually, the CEDS Committee and the ECCOG Board

will convene a joint public meeting to discuss general regional economic development successes, needs, and to outline needed amendments/adjustments to the project list and/or to the CEDS

What kind of development activity is this?

Attachment A – Supporting Research Directory

In this section we provide information about different agencies and organizations used for the preparation of this analysis. This section follows the table of contents layout used for Chapter II.

Chapter II – The Region and Its Economy

A. Geography & Climate Data

Organization	*Description*	*Web-site*	*Navigation for document used*
Microsoft MapPoint North America 2009	Microsoft's mapping software has population and land area data. Population density by zip-code was generated using Microsoft's mapping software.	http://www.microsoft.com/MapPoint/en-us/default.aspx	
City-Data.com	This web-site provides information about average temperatures, precipitation, humidity, wind speed, snow fall, sunshine and cloudy days by month. This web-site gathers information from over 4,000 different weather stations.	http://www.city-data.com	Go to the home page. Click on 'Colorado' then, choose a city. Climate statistics are under "Average climate in ...'

B. Environmental and Natural Resource Profile

Organization	*Description*	*Web-site*	*Navigation for document used*
Colorado Department of Natural Resources	Lists information on wildlife and land and water.	http://wildlife.state.co.us/	On the web-site click on the Maps. Click on 'MapIt! Interactive Maps' to access information about wildlife, reservoirs, streams and etc.
Colorado State Parks	Lists parks in Colorado	http://parks.state.co.us/	On the home page click on the map to see state parks.
Colorado Department of Natural Resources	Lists water resources	http://dnr.state.co.us/	Please click here to access the report used in this study.

C. Demographic & Socio-Economic Characteristics

Organization	*Description*	*Web-site*	*Navigation for document used*
U.S. Census Bureau	- historical population characteristics and economic - economic conditions - historical -latest 2000	http://www.census.gov	On Census' home page click on 'American fact Finders'. Choose 'Get Data' under 'Decennial Census'. Choose from Summary Files 1 through 4.
Headwaters Economics	This web-site provides detailed socioeconomic profiles of different geographic landscapes. It gathers data from different organizations.	http://www.headwatereconomics.org/eps/	Under 'Economic Profiles Systems' click on Colorado on the U.S. map. Click on 'Report' under 'Links' to see reports, or you can click on the following to see the specific county reports. Elbert County Headwaters

			Report Lincoln County Headwaters Report Kit Carson County Headwaters Report Cheyenne County Headwaters Report
Citi-data.com	This web-site provides information on residents with income below the poverty level in 2007	http://www.city-data.com/	On the home page enter the county name and state name and click on find to get information on poverty level.
Department of Local Affairs	It provides state, county and municipal level historical and forecasted population, demographic, economic and labor force information to different local government agencies and non-profit organizations. Please click here if you would like to obtain more information about State Demography Office's roles, responsibilities and types of programs they provide.	http://dola.colorado.gov/index.html	Follow the instructions to access historical or forecasted data on population, economy or labor force: Go to Department of Local Affairs' home page → under 'Divisions' click on 'Local Government' → under 'Division of Local Government' click on 'State Demography Office' → under 'State Demography Office' click on the section of interest.
Bureau of Economic Analysis (BEA)	This web-site provides economic accounts data for different geographic landscapes.	http://www.headwatereconomics.org/eps/	On the home page click on 'Regional'. Then, click on 'Local Area Personal Income and Employment'.
Colorado Department of Higher Education	Lists of four-year institutions, local district community col-	http://highered.colorado.gov/Academics/Colleges/default.html	Under 'Public Institutions' choose the desired institution type to find institutions in the

	leges, and two-year and community colleges can be found		study area.

D. Housing

Organization	*Description*	*Web-site*	*Navigation for document used*
U.S. Census Bureau	Provides housing information	www.census.gov	Click on 'American Fact Finders' on Census' home page. Then, click on 'Get Data' under 'Decennial Census'. Choose Summary File 4 to get detailed housing unit characteristics.
Department of Local Affairs, Division of Housing	Provides county level information on housing ing data and foreclosure rates.	http://dola.colorado.gov/cdh/researchers/index.htm	Click 'What's "Affordable Housing" in Your Area?' under Housing Data. Or, Click on 'Colorado 4th Quarter 2008 Foreclosure Report' under Foreclosure Reports.
Citi-data.com	Lists detailed housing statistics.	http://www.city-data.com	On the home page choose the county or the city of interest.

E. Infrastructure and Other Services

Organization	*Description*	*Web-site*	*Navigation for document used*
Colorado Department of Transportation	This organization is responsible for maintaining and im-	http://www.dot.state.co.us/	click here to access the *2035 'Statewide Plan Booklet'.*

	proving highway systems and bridges in Colorado.		
Colorado Department of Transportation	Provides information regarding infrastructure; highways, paved, bladed, gravel, congested, railroads, rivers/streams, city limits, county lines, township lines (PLSS), lakes, public lands - Bureau of Land Management, state lands, forests and parks, wilderness area/wildlife area, national parks, Indian Reservations, military bases	http://www.dot.state.co.us	Cheyenne County Infrastructure Elbert County Infrastructure Kit Carson County Infrastructure Lincoln County Infrastructure
United States Environmental Protection Agency (EPA)	The mission of the EPA is "to protect human health and the environment". They do have detailed inventory data by water systems types.	http://www.epa.gov	Click here to access their groundwater and drinking water database. Detailed inventory data can be downloaded by click-ing on 'detailed inventory MS Excel Pivot Tables' on the website.
Colorado Water Knowledge of Colorado State University	It provides information regarding water basins.	http://waterknowledge.colostate.edu/	Click on 'Source, Uses, management and Conservation' under 'Colorado Water' to access data on basins.
Colorado Division of Water Resources	This web site provides an online data tool to access different statistics regarding water.	http://water.state.co.us/pubs/datasearch.asp#tabData	On the web-site different tools can be chosen to access water data.

Colorado Watershed Assembly	Nonprofit organization.	http://www.coloradowater.org/	Click here to access *'2008 State of the Watershed Report'*
United States Department of Agriculture, Natural Resources Conservation Service (NRCS)	Lists information on NRCS Colorado Field Service Centers (FSC)	http://www.co.nrcs.usda.gov/programs/FSC-locations-all-pgms.htm	Names of watersheds in the study Region are Upper South Platte River Watershed, Upper Arkansas River Watershed, Republican River Watershed and Lower Arkansas Rivershed
Colorado Water Science Center	This web-site provides information regarding streamflow, ground water, water quality, and etc.	http://co.water.usgs.gov/	Under 'Water Resources of Colorado' choose either stream flow, water-quality or ground-water levels to access information.
Department of Regulatory Agencies	This organization regulates public utilities in Colorado.	http://www.dora.state.co.us/PUC/	Click here http://www.dora.state.co.us/PUC/telecom/TelecomExchangeMap.pdf to see a map of "Colorado's Telephone Service Providers."
U.S. Census Bureau	Small Area Health Insurance Estimates, 2005 Health Insurance Coverage Status for all Counties	http://www.census.gov/did/www/sahie/	Click here to access 2005 Health Insurance Coverage Status for Colorado Counties.
Colorado Department of Public Health and Environment	This web site provides statistics about health and health related issues.	http://www.cdphe.state.co.us/hs/datahome.html	Click on the subject matter that is in interest under 'Colorado Health Data'

Colorado Department of Human Services	The Colorado Child Care Assistance Program (CCCAP) provides child care reports and statistics.	http://www.cdhs.state.co.us/childcare/cccap_home.htm	Click on 'Counties' or 'CCCAP Annual Program Information for 2008'
U.S. Department of Health and Human Services, Health Resources and Services Administration	Lists 'Health Professional Shortage Areas' (HPSA) by discipline; primary medical care, dental and mental health.	http://hpsafind.hrsa.gov/	On the web site choose Colorado as the state. Then, choose the county and discipline to see shortages.

F. Labor Force Characteristics / Business & Industry

Organization	*Description*	*Web-site*	*Navigation for document used*
United States Department of Agriculture	The U.S. Department of Agriculture every five years publishes '*The Census of Agriculture'*. The latest one is available for the year 2007. This survey publishes statistics on the current trends among farmers and farm operations.	http://www.agcensus.usda.gov	Click on the web link on the left hand side. Choose '2007 Census' under 'Census Years'. Click on 'More' under 'Guide to Census Products'. Under '2007 Census Full report' section click on 'County Level Data' then, choose Colorado. The full report can be view by clicking on either Text or PDF right next to 'Volume 1, Complete Report, All Tables'.
U.S. Census Bureau	Labor information in detail	www.census.gov	Click on 'American Fact Finders' on Census' home page. Then, click on 'Get Data' un-

			der 'Decennial Census'. Choose Summary File 3 to get detailed employment statistics.
U.S. Census Bureau	County Business Patterns provides employment size information by establishment size. Also, industry specific payroll information	http://censtats.census.gov/cbpnaic/cbpnaic.shtml	Under County Business Patterns select Colorado. Then, select one of the counties.
Department of Local Affairs	It provides state, county and municipal level historical and forecasted population, demographic, economic and labor force information to different local government agencies and non-profit organizations. Click here if you would like to obtain more information about State Demography Office's roles, responsibilities and types of programs they provide.	http://dola.colorado.gov/index.html	Go to Department of Local Affairs' home page → under 'Divisions' click on 'Local Government' → under 'Division of Local Government' click on 'State Demography Office' → under 'State Demography Office' click on the section of interest. Choose the location of interest from 'the Labor Force'
LMI Gateway	This website provides information regarding industry, income and wage, and occupation.	http://lmigateway.coworkforce.com/lmigateway/	Under 'Analyst and Researcher' section time-series information can be found about labor market, economic and demographic data.
Colorado Department of Labor and Employment	Provides information on labor market, employment and taining statistics	http://www.coworkforce.com/cwdc/CWDC.asp	

Colorado Prospects	Provides Community level employment, unemployment and education data.	http://www.coloradogisprospector.com/ed.asp?bhcp=1	Under 'Select by County and City' select the county or city of desire.
Headwaters Economics	This web-site provides detailed socioeconomic profiles of different geographic landscapes. It gathers data from different organizations.	http://www.headwatereconomics.org/eps/	Under 'Economic Profiles Systems' click on Colorado on the U.S. map. Click on 'Report' under 'Links' to see reports.
Bureau of Labor Statistics	Provides information regarding labor economics and statistics.	www.bls.gov	On the web-site choose from 'The Subject Area's'.

G. Public Safety

Organization	*Description*	*Web-site*	*Navigation for document used*
Colorado Law Enforcement Agency	This web-site provides county and city level information on crime and arrests by type. The information is gathered through local law enforcement agencies. It covers 1980 to 2005 time frame.	http://www.disastercenter.com/colorado/crime/index.html	Click on the web-link on the left hand site and choose the place to find information regarding crime.
Colorado Bureau of Investigation	This web-site provides county and city statistics on crime and arrests. The information	http://cbi.state.co.us/	On the home page choose 'Annual Reports' under Features. Click on the desired

	is gathered through local law enforcement agencies. Annual statistics is available from 1998 to 2007.		year. Then under "Agency Statistics" click on 'Agencies'. Choose the desired location.
City-Data.com	This web-site provides information regarding crime statistics for the years 3005 and 2006.	http://www.city-data.com	Go to www.city-data.com Click on Colorado, then choose the desired location. Crime statistics are under 'Crime in' section.

Electronic Research Library

Today, more and more information central to the development of a CEDS is available online through a series of web resources and electronic research documents. In our desire to enhance environmental quality, we have elected to organize our supporting research in a ***CEDS Electronic Library.***

Attachment B - Hierarchy of Community Impacts

A Concept Paper on Community-Based Evaluation For Community and Economic Development

Overview. Communities engaged in innovative community and economic development undertakings often take for granted that what they are doing is making a real difference, but they don't have at their disposal practical tools to measure impacts day to day and over time. At the same time, many funding agencies feel frustration over the inadequacies of external evaluation or evaluation "by anecdote," where evidence of progress boils down to testimonials but little quantifiable evidence.

Over the past several years, several models for measurement of community progress against stated goals have been developed, but oftentimes community leaders have difficulty grasping the terminology of "baselines, indicators, measures and outcomes." Furthermore, these community leaders see many of these models as too cumbersome or too time-consuming to make implementation practical or worthwhile.

The Hierarchy of Community Impacts concept is in development as a way to help community leaders understand and implement a relatively simple, commonsense approach to evaluation of progress in a way they can embrace and that makes them feel ownership.

An underlying assumption is both communities and agencies that may be supporting their efforts would benefit from an approach to evaluation that offers a way to count impacts from the very start of implementation of a community or economic development strategy or to look both back and ahead to assess whether such a strategy is making a difference.

The Hierarchy of Community impacts begins with documenting *activities*. It moves up the hierarchy through a series of increasingly sophisticated steps that ends in *indicators of systemic change.* In the example these steps are related to a community leadership development program. At the *activity* level, the questions are organized around these two:

- Has a program been created?
- How many people are engaged?

At the *evidence of systemic change* level, the questions become:

- Is the face of leadership more diversified?
- Are new sectors of the community represented in the leadership base?

As the Hierarchy of Community Impacts model is a work in progress, these are intended as samples of impacts for the leadership development aspect of community betterment. Ultimately, communities themselves should decide what impacts are important to them and in what arenas of community betterment.

Theoretically, this approach to community-based evaluation could be applied against any community or economic development undertaking. In the Home-Town Competitiveness (HTC) approach, in which the Heartland Center for Leadership Development is a founder and core partner, the Hierarchy of Community Impacts is being applied to the four so-called HTC pillars: strengthening leadership, nurturing entrepreneurs, attracting youth, and increasing charitable giving. In other contexts, it could be applied to reducing poverty, improving wellness, expanding low-income housing or any other efforts to improve quality of life.

Implementation Example. This example provides ideas about the type of results one might see in an assessment of the impacts of a community leadership development program.

1. *Activities* – Evidence of activities would be characterized by the development of a program, club, association or other initiative intended to strengthen community leadership. Is there a plan, a curriculum and a schedule? How many people are signed up?

2. *Outputs* – This is what the program is producing, in other words, are participants attending? Graduating? What is their level of satisfaction? What do they say they are gaining from the program?

3. *Commitments* -- This field is evidenced by what the graduates are saying, and what they are doing:

- Expressed Commitments – What have the program graduates said they would do, as a result of their participation?
- Acted Upon Commitments – What have the graduates done?

4. *Outcomes* – What community betterment has resulted from the graduates' actions? Has something positive happened as a result of their involvement?

5. *Indicators of Systemic Change* – This level indicates what type of long term changes have been effected. For example, has the pool of people engaged in community leadership roles become more diversified? Are there more young people or people of color, or at least new faces among emerging and engaged leaders?

Initial reactions to the Hierarchy of Community Impacts among community partners in the HTC collaborative have been positive. These community partners say the approach makes sense to them and they are beginning to apply it to their hometown improvement efforts.

Prepared by Milan Wall - Co-Director
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402-474-7667 - mwall@heartlandcenter.info - www.heartlandcenter.info
February 2006

Attachment C—Human Services Information & Resource Directory

Cheyenne County

East Central Area Agency on Aging
128 Colorado Ave., PO Box 28
Stratton, CO 80836
(719) 348-5562
Toll Free.....1-800-825-0208
http://ecaaa.tripod.com
Senior Centers/Nutrition Sites
Cheyenne Wells.....(719) 767-5445
Kit Carson.....(719) 962-3468

Outback Express Public Transit
128 Colorado Ave., PO Box 28
Stratton, CO 80836
(719) 348-5562
Toll Free.....1-800-825-0208
http://outbackexpress.tripod.com

Colorado East Community Action Agency
224½ Nebraska Ave.
Stratton, CO 80836
(719) 348-5303

Baby Bear Hugs
151 South 1st West
Cheyenne Wells, CO 80810
(719) 767-2006
http://www.babybearhugs.org

Burlington Work Force Center
(Cheyenne & Kit Carson Counties)
1490 Martin Avenue
Burlington, CO 80807
(719) 346-5331

Cheyenne County Dept. of Human Services
51 South 1st, PO Box 146
Cheyenne Wells, CO 80810
(719) 767-5629

CSU Extension Office
425 South 7th West, PO Box 395
Cheyenne Wells, CO 80810
(719) 767-5716
http://www.ext.colostate.edu

Eastern Colorado Services for the Developmentally Disabled, Inc.
1490 Martin Ave.
Burlington, CO 80807
http://www.easterncoloradoservices.org

Options for Long Term Care
252 S 14th Street, PO Box 70
Burlington, CO 80807
(719) 346-7158

Office of Emergency Management
(Cheyenne & Kit Carson Counties)
251 16th St., Suite 102
Burlington, CO 80807
Phone (719) 346- 8538
Email: janssen@wildblue.net

Town Government
Cheyenne Wells.....(719) 767-5865
Kit Carson.....(719) 962-3248

Cheyenne County Government
Clerk.....(719) 767-5685
Administrator.....(719) 767-5872

Fire/Emergency Services

Emergency.....dial 911

Fire Department
Cheyenne Wells.....(719) 767-5633
Kit Carson.....(719) 767-5633

Cheyenne County Sheriff's Office
91 East First St., PO Box 363
Cheyenne Wells, CO 80810
(719) 767-5633

Medical/Health Services

Cheyenne County Public Health
615 North 5th West, PO Box 38
Cheyenne Wells, CO 80810-0038
(719) 767-5616

Keefe Memorial Hospital
602 North 6th W St., PO Box 578
Cheyenne Wells, CO 80810
(719) 767-5661
http://www.keefememorial.com

Prairie View Clinic
PO Box 578
Cheyenne Wells, CO 80810
(719) 767-5669

Centennial Mental Health
602 North 6th St.
Cheyenne Wells, CO 80810
(719) 346-8183
http://www.centennialmhc.org

Elbert County

East Central Area Agency on Aging
128 Colorado Ave., PO Box 28
Stratton, CO 80836
(719) 348-5562
Toll Free……1-800-825-0208
http://ecaaa.tripod.com

Senior Centers/Nutrition Sites

Kiowa……(303) 621-2561
Simla……(719) 541-2525
Elbert……(303) 648-9894
Elizabeth Seniors..(303) 646-4183

Outback Express Public Transit
128 Colorado Ave., PO Box 28
Stratton, CO 80836
(719) 348-5562
Toll Free……1-800-825-0208
http://outbackexpress.tripod.com

Colorado East Community Action Agency
224½ Nebraska Avenue
Stratton, CO 80836
(719) 348-5303

CSU Extension Office
Box 189
Kiowa, CO 80117-0189
(303) 621-3162
Elbert@ext.colostate.edu

Simla Office
325 Pueblo Ave.
PO Box 128
Simla, CO 80835
(719) 541-2361

Elbert County Department of Human Services
214 Comanche St., PO Box 544
Kiowa, CO 80117
(303) 621-3149

Simla Office
325 Pueblo Ave., PO Box 6
Simla, CO 80835
(719) 541-2369

Elbert County District Attorney
Family Support
Criminal Services
(720) 874-8700

Options for Long Term Care
4500 Cherry Creek Dr South, Suite 500
Denver, CO 80246
(720) 974-0032

Elizabeth Workforce Center
392 Main St., PO Box 538
Elizabeth, CO 80107
(303) 646-2783
http://www.easterncoloradoservices.org

Office of Emergency Management
PO Box 295
Kiowa, CO 80117
(303) 621-2027
email: lthompson@mho.com

Fire/Emergency Services

Emergency...dial 911

Fire Department
Agate.....(719) 764-2320
Calhan .....(719) 347-3057
Deer Trail .....(303) 769-4567
Elbert.....(303) 648-3000
Elizabeth .....(303) 646-3800
Kiowa .....(303) 621-2233
North Central .....(303) 621-2901
Rattlesnake District.....(303) 841-5863
Simla & Matheson.....(719) 541-2883

Elbert County Sheriff
(303) 621-2027

Police
Kiowa Police.....(303) 621-2100
Simla Police.....(719) 541-3900
Elizabeth Police.....(303) 646-4664

Medical/Health Services

Elbert County Public Health
205 Comanche, PO Box 201
Kiowa, CO 80117
(303) 621-3167

Elbert County Public Health
Simla Office
606 Pueblo Street
Simla, CO 80835
(719) 541-2575

Centennial Mental Health
349 East Washington
Elizabeth, CO 80107
(303) 646-4519
http://centennialmhc.org

Elizabeth Family Health PC
34061 Forest Park Dr
Elizabeth, CO 80107
(303) 646-4701

Town Government
Kiowa.....(303) 621-2366
Simla .....(719) 541-2468
Elizabeth.....(303) 646-4166

Elbert County Government
Clerk.....(303) 621-3116
Administrator.....(303) 621-3132
Victim Advocate.....(303) 621-2027

Kit Carson County

East Central Area Agency on Aging
128 Colorado Ave., PO Box 28
Stratton, CO 80836
(719) 348-5562
Toll Free.....1-800-825-0208
http://ecaaa.tripod.com
Senior Centers/Nutrition Sites
Flagler.....(719) 765-4516
Stratton.....(719) 349-0150
Burlington.....(719) 346-7986
Seibert.....(970) 664-2325

Outback Express Public Transit
128 Colorado Ave., PO Box 28
Stratton, CO 80836
(719) 348-5562
Toll Free.....1-800-825-0208
http://outbackexpress.tripod.com

Colorado East Community Action Agency
224½ Nebraska Ave.
Stratton, CO 80836
(719) 348-5303

Kit Carson County Health & Human Services
252 S. 14th St., PO Box 70
Burlington, CO 80807
(719) 346-8732

Options for Long Term Care
252 S. 14th St., PO Box 70
Burlington, CO 80807
(719) 346-7158

AARP Local Chapter
McArthur Sr. Center
350 Hollowell St.
Burlington, CO 80807
(719) 346-7986

Retired Senior & Volunteer Program
(Lincoln & Kit Carson Counties)
PO Box 233
Flagler, CO 80815
(719) 765-4671

Burlington Work Force Center
(Kit Carson & Cheyenne Counties)
1490 Martin Ave.
Burlington, CO 80807
(719) 346-5331
burlington@cwfc.net

CSU Cooperative Extension
251 16th St., Suite 101
Burlington, CO 80807
(719) 346-5571
http://goldenplains.colostate.edu

Fire/Emergency Services

Emergency...dial 911

Fire Department
Flagler.....(719) 346-9325
Stratton.....(719) 346-9325
Seibert.....(719) 346-9325
Vona.....(719) 346-9325
Burlington.....(719) 346-9325

Ambulance Service
Burlington.....(719) 346-7878
Flagler.....(719) 765-4508
Stratton.....(719) 348-5512

Kit Carson County Sheriff's Office
251 16th St., Suite 302
Burlington, CO 80807
(719) 346-9325

Police
Burlington.....(719) 346-8353
Stratton.....(719) 348-5612

Kit Carson County HAZMAT
(719) 342-1421

Office of Emergency Management
(Kit Carson & Cheyenne Counties)
251 16th St., Suite 102
Burlington, CO 80807
Phone (719) 346-8538
janssen@wildblue.net

Town Government
Burlington.....(719) 346-8652
Bethune.....(719) 346-7593
Stratton.....(719) 348-5612
Seibert.....(970) 664-2323
Vona.....(970) 664-2453
Flagler.....(719) 765-4571

Kit Carson County Governments
Clerk……..(719) 346-8638
Administrator……(719) 346-8133
Victim's Advocate…….(719) 346-8876

Medical / Health Services

Environmental Health Department
252 S. 14th St.
Burlington, CO 80807
(719) 346-7158

Kit Carson County Public Health
252 S. 14th St., PO Box 70
Burlington, CO. 80807
(719) 346-7158

Kit Carson County Memorial Hospital
286 16th St.
Burlington, CO 80807
(719) 346-5311
www.kccmh.org

Medical Clinic
291 15th St.
Burlington, CO 80807
(719) 346-5301

Parke Health Center
286 16th St.
Burlington, CO 80807
(719) 346-9481

Plains Medical Center, Flagler Clinic
305 Pawnee Ave.
Flagler, CO 80815
(719) 765-4777

Stratton Medical Clinic
500 Nebraska Ave.
Stratton, CO 80836
(719) 348-4650

Kit Carson County Caring Hands Hospice
286 16th St.
Burlington, CO 80807
(719) 346-5311

Parke Wellness Center
182 16th St.
Burlington, CO 80807
(719) 346-0366

Lincoln County

East Central Area Agency on Aging
128 Colorado Ave., PO Box 28
Stratton, CO 80836
(719) 348-5562
Toll Free……1-800-825-0208
http://ecaaa.tripod.com
Senior Centers/Nutrition Sites
Arriba……(719) 768-3384
Genoa……(719) 763-2496
Limon……(719) 775-2721
Hugo……(719) 743-2273

Outback Express Public Transit
128 Colorado Ave., PO Box 28
Stratton, CO 80836
(719) 348-5562
Toll Free……1-800-825-0208
http://outbackexpress.tripod.com

Colorado East Community Action Agency
224½ Nebraska Ave.
Stratton, CO 80836
(719) 348-5303

Options for Long Term Care
252 S. 14th St., PO Box 70
Burlington, CO 80807
(719) 346-7158

Baby Bear Hugs
326 8th St., PO Box 125
Hugo, CO 80821
(719) 743-2526

Retired Senior & Volunteer Program
(Lincoln & Kit Carson counties)
PO Box 233
Flagler, CO 80815
(719) 765-4671

CSU Cooperative Extension
326 8th St.
Hugo, CO 80821-0068
(719) 743-2542
lincoln@ext.colostate.edu

Lincoln County Department of Human Services
103 3rd Ave., PO Box 37
Hugo, CO 80821
(719) 743-2404

Limon Workforce Center
PO Box 875
Limon, CO 80828-0875
(719) 775-2387
limon@cwfc.net

Fire/Emergency Services

Emergency...dial 911

Fire Department
Hugo.....(719) 743-2770
Genoa.....911
Limon.....(719) 775-2256
Northeast Lincoln .....(719) 768-3344
Karval.....(719) 446-5344
Edison.....911

Lincoln County Sheriff's Office
103 3rd Ave.
Hugo, CO 80821
(719) 743-2426

Police
Limon.....(719) 775-9211
Hugo.....(719) 743-2485

Office of Emergency Management
PO Box 39
Hugo, CO 80821
(719) 743-2426 or 866-5375

Medical / Health Services

Lincoln County Public Health
326 8th St., PO Box 125
Hugo, CO 80821-0125
(719) 743-2426

Lincoln Community Hospital and Nursing Home
111 6th St.
Hugo, CO 80821
(719) 742- 2421

Plains Medical Center of Limon
820 1st St., PO Box 1120
Limon, CO 80828
(719) 775-2367
www.plainsmedicalcenter.org

Ambulance Service
Limon.....(719) 775-2256
Hugo.....(719) 743-2770
Karval.....(719)446-5344

Town Government
Arriba.....(719) 768-3381
Genoa.....(719) 763-2313
Hugo.....(719) 743-2485
Limon.....(719) 775-2346

Lincoln County Government
Clerk.....(719) 743-2444
Administrator.....(719) 743-2810
Victim Advocate.....(719) 743-2889

GENERAL INFORMATION

East Central Council of Local Governments
128 Colorado Ave., PO Box 28
Stratton, CO 80836
(719) 348-5562
Toll Free……..1-800-825-0208
www.eccog.com

Division of Insurance
1560 Broadway, Suite 850
Denver, CO 80202
(303) 894-7499
Toll Free……..1-800-930-3745
www.dora.state.co.us/insurance/

Rocky Mountain Poison Center
Toll Free……..1-800-332-3073
www.rmpdc.org

Colorado State Patrol
Dispatch……(303) 239-4501
Castle Rock Office…….(303) 688-3115
Limon Office……(719) 775-2964

AARP Colorado State Office
Information Center
1117 South Prairie Ave.
Pueblo, CO 81005
(719) 543-8876
aarpinfop@prodigy.net

Public Utilities Commission
1560 Broadway, Suite 250
Denver, CO 80202
Toll Free……..1-800-888-0170
www.dora.state.co.us/PUC/

Colorado Office of Emergency Management
Emergency line……..1-303-273-1622

IREA (Intermountain Rural Electric Association)
1-800-332-9540

USDA Rural Development
247 Clay St., Suite #2, PO Box 405
Wray, CO 80758
(970) 332-3107
www.rurdev.usda.gov/CO

Better Business Bureau
PO Box 48179
Denver, CO 80204-4039
Phone (303) 758-2100
www.bbb.org

Red Cross.....(719) 632-3563

Black Hills Natural Gas.....1-800-303-0357

Eastern Slope Rural Telephone
(719) 743-2441

El Paso County Telephone
(719) 683-2323

CenturyTel Telephone Company
1-253-851-8118

Agate Mutual Telephone Co-op Association
(719) 764-2578

Big Sandy Telephone Company
(719) 541-2261

Plains Cooperative Telephone Assn
(970) 358-4211

Qwest Telephone Company
1-800-573-1311

K C Electric Association
(719) 743-2431

Mountain View Electric Association
(719) 775-2861

Intermountain Rural Electric Association
(303) 622-9231

Southeast Power Association
(719) 384-2551

Attachment D—Photograph information

The historic photographs featured in this document reflect our region's belief in the value of heritage tourism as an economic development strategy as well as our belief in making any job as enjoyable as possible. More effort should have been made to obtain a variety of historic pictures from across the region served. However, this CEDS process was accelerated, and it was deemed prudent to use photos that were readily available...in this case, primarily pictures that are maintained by the Lincoln County Historical Society. Their use in this document is tongue-in-cheek, of course, but following are the real stories connected with these photos:

Binder cover—The Union Pacific Railroad track on a frosty day on Colorado's Central Plains. This Prairie Development Corporation photo was taken by Terry Blevins.

Cover—Fred Schneider arrived in Hugo in 1885 and opened this tailor shop. Later, he operated a hotel and restaurant, the Ranchmen's Home, until he died in 1900. The boys pictured with him are probably his step-sons, the Papke boys. The photo is from the Lincoln County Hedlund House Museum.

Page 4—These fat hogs are at the loading station...probably at Hugo, ready for shipment. The photo is from the Lincoln County Historical Society collection.

Page 7—This 1899 photo shows Lincoln County residents, back row, from left: Abe Bailey, George Schafer, Joe Wilcox, Jack Keppel; front row, from left, Fred Lucas, A. J. Mattix, and Al Barksdale. The photo is from the John J. Keppel Scrapbook in the Denver Public Library's Western History Department.

Page 8—This photo looks north at the Town of Arriba, c. 1890. The picture was taken from the book **History of Colorado, Vol. III**, p. 677, by Wilbur F. Stone.

Page 12—This photo from 1946 actually shows the original board of directors of K C Rural Electric Association. They are, clockwise from left: George Blomendahl, C. L. Hiner, Elmer Keucker, Earl Livingston, Art Gaines, Roy Bader, Co-op attorney Thornton H. Thomas and John Schritter. The photo is from the K C Electric Association collection.

Page 14—This unidentified crew of swathers is shown being treated to lunch on the ground, served in style! The photo is from the Lincoln County Historical Society Collection.

Page 17—These unidentified young men posed for a moment on a bridge over Big Sandy Creek near Wild Horse in 1916. The photo is from the Lincoln County Historical Society Collection.

Page 35—Lincoln County Sheriff John W. Freeman posed with his wife and children in front of the county's first jail building, which also served as home to the

sheriff's family. The photo is from the Lincoln County Historical Society Collection.

Page 37—This irrigation reservoir was constructed under the auspices of the Extension Service's Agricultural Engineering office in 1926. It held 700 barrels of water supplied by a windmill, and provided a source of irrigation for a truck garden of 1.5 acres, as well as a place of amusement for the young people. The photo is from "Annual Report of County Extension Workers, 1926" in Lincoln County's Hedlund House Museum.

Page 48—Not long after the beginning of the 20th Century, U. S. President William Howard Taft passed through this region on the Rock Island Railroad, en route to a speaking engagement in Denver. He stopped in Burlington long enough to have his picture taken with the state's county sheriffs, before traveling on. The photo was copied from a picture at the Old Town Museum in Burlington.

Page 50—The men in this section crew on the Union Pacific Railroad are unidentified, except for Section Foreman Sam (Samuel King) Gum, at right, with the watch chain. Gum was employed by the U. P. for 50 years, and his two sons were career railroaders, as well. The picture probably was taken southeast of Hugo. The photo is from Lincoln County's Hedlund House Museum.

Page 65—This was the farm home of German immigrants Karl and Augusta Martin, north of Genoa. The famous old barn remains, now known as "the Beedy barn." The photo was taken prior to 1920 by Minnie Martin, and is from the Gloria Beedy collection.

Page 66—Leo and Myrtle Wilson of Hugo, Colorado, are shown on Christmas Day, 1924. Their father, Charles Wilson, was roundhouse foreman for the Union Pacific Railroad at Hugo. The photo was taken by Bessie Wilson and is from the Roberta Miller collection.

Page 67—In 1919, Hugo dentist Dr. W. J. Scoggin and others developed a deep belief in the future of petroleum production in Lincoln County. They raised money through sale of stock, and the entire county watched breathlessly…often in crowds on the site…as the drilling went on. Unfortunately, this particular well never really paid off. The photo was taken by Bessie Wilson and is from the Roberta Miller collection.

Page 68—This was the ladies' foot race in September 1907 during the first Dryland Farming Festival held at Hugo, Colorado. The only concession these women made to proper attire for running was to remove their hats before the race. The photo was taken by Charles S. Price and is from the Lincoln County Hedlund House Museum collection.

Page 69—These young Hugo residents participated in a soap box derby in 1937, racing down Bennett Hill in north Hugo. Nearly three-quarters of a century later, speedy descents on Bennett Hill by operators of sleds, miniature racers or other

conveyances have been deemed unsafe and are prohibited by the town. The photo is from the Lincoln County Historical Society collection.

Page 70—One or more of these individuals may actually be employees of the Union Pacific Railroad. The picture was taken in 1914 in the depot at Hugo, and is from the Willis Cummins collection.

Page 71—Actually…this picture is NOT historically accurate. A hundred years ago, sending "exaggerated" or "tall-tale" postcard photos to family members and friends was a popular fad, and several photographers became very adept at creating giant chickens, grasshoppers, rabbits, and numerous varieties of vegetables. The particular photographer in this case is not known.

Page 72—This photo, too, was taken during the Dryland Farming Festival in Hugo in 1907. Known as "The Dry Farmers' Band," this group of well-dressed citizens proved to be the highlight of the festival's parade through town. The group was led by school principal H. V. Matthews (at left in the tall hat) and included Jack Keppel, roundup cook who served breakfast in Hugo to President Theodore Roosevelt in 1903 (second from right, with bass drum) and Judge C. M. Miles, publisher of the local newspaper (at far right in white apron). The photo was taken by Charles S. Price and is from the Lincoln County Hedlund House Museum collection.

Page 76—The oldest museum in our region is the Genoa Wonder View Tower. Originally facing old Highway 24 to the north, the tower is viewed here looking west, during its construction in 1930. Founders Charles W. Gregory and Myrtle LeBow are seen facing the camera on the roof in the foreground. The photo is from the Lincoln County Historical Society collection.

Page 87—There aren't too many cooks in the kitchen, and no—it's not a lynching! Cheyenne Wells area Masons gathered in 1908 to lay the cornerstone for the new Cheyenne County Courthouse. The photo is from the Eastern Colorado Historical Society (Cheyenne Wells) collection.

Page 100—This was the view of the Rock Island Railroad tracks west from Limon after the railroad was liquidated in 1980. The photo is from the Lincoln County Historical Society collection.