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Helping Those Who Venture

Iowa's Rural Economic Development Measures

Don F. Hadwiger

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Helping Those Who Venture: Iowa's Rural Economic Development Measures.
By Don F. Hadwiger. Agriculture and Rural Economy Division, Economic
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Abstract

Iowa's State government has assumed a major role in rural economic development. Eighty-two rural development measures have been identified by State agency heads and State budget officers. Together, these measures encompass a quarter of the State budget. A majority of the measures are aimed at community and business development. In recent years, State and local economic development efforts have increased in response to a declining Federal effort. Given limited State resources, the result has been a neglect of communities that have not been as aggressive and consistent in seeking economic development.

Keywords: Rural development, State government.

Acknowledgments

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Summary

Iowa's State government has assumed a major role in rural economic development. Iowa's rural development measures have been identified by State agency heads and budget officers. Information about these public measures was obtained by surveying State officials who supervised these measures and representatives of the clients of these measures. Eighty-two rural development measures are included in this report.

This study found that:

- Fifty-seven percent of the measures are aimed at community and business development; 26 percent are related to agriculture; 10 percent are for transition from agriculture; and 7 percent are for natural resource development.
- Fifty-seven percent of all State measures offer grants or loans to clients; 58 percent offer a service; 20 percent offer training; and 18 percent offer leadership development.
- Total expenditure in connection with these rural development measures is slightly over a billion dollars, of which the State government contributed \$570 million, equivalent to about 24 percent of the 1988 Iowa general fund.
- The government of Iowa is the major funder of these State measures and is also a "leading actor" on most. The State has been successful in mobilizing the cooperation of Federal and local governments in carrying out these measures.
- Iowa's rural development effort has been growing. Virtually all measures in this study have been fully implemented. The prevailing opinion among supervisors is that State and local government efforts are increasing as Federal efforts wane; however, total effort of all levels of government for Iowa rural development is greater now than 5 years ago.
- Supervisors of State measures have been generally satisfied with the authority and structure of their programs, but a majority want more funding.
- Most of these measures could have reached a larger clientele, according to client representatives who were surveyed. Almost half of the supervisors felt that demand for their measure justified an expanded effort. Given limited State resources, the result has been a strategy of assistance for aspiring rural communities, and of neglect of other communities that have not been as aggressive and consistent in seeking economic development.

Helping Those Who Venture

Iowa's Rural Economic Development Measures

Don F. Hadwiger

Introduction

American State governments have taken leadership in restructuring and revitalizing their economies when faced with economic obsolescence and decline. This study describes rural development measures within Iowa, an agricultural State whose economy has changed such that full-time farmers are now a small percentage of the total workforce. A majority of Iowa's population remain "rural," in that they live outside metropolitan areas.

This study uses the survey as a tool for understanding and assessing State measures for rural development, and for describing the scope and content of these measures. It also describes trends in Federal, State, and local government involvement in Iowa rural economic development. Finally, State administrators and their clients provide evaluations of these measures.

Economic development clearly embraces both direct and indirect efforts. Public measures that directly stimulate economic development include tax concessions, basic and applied research, development of industrial sites, and subsidies for venture capital. Public education and training for all citizens at all levels increasingly is regarded as an essential component of economic development policy. And the public sector continues to provide roads and other facilities that comprise the economic infrastructure.

Beyond direct measures are indirect ones, which can also contribute to economic development. Many such measures improve the quality of life through environmental protection and increase opportunities for outdoor and cultural recreation. Human services policies are designed to include everyone in economic development through special measures for the underemployed, the handicapped, and minorities. Public agencies contribute as large-scale employers and purchasers of service. Public officials coordinate public and private efforts to sharpen the developmental thrust. Public measures that restrain immediate development, such as land use regulations, often create an ordered setting for enduring development.

Public officials have the task of selecting the most effective combination of development policies. Iowa and other States have chosen a mixture of measures,

which include tax incentives and infrastructure development, enhanced education and training, and many "quality of life" services. Iowa measures improve agriculture, but also seek economic alternatives for workers released from the farm.

State governments must decide if nonmetro areas should receive proportional development, and what special measures may be needed for nonmetro areas. Where the population is distributed mainly in small and medium-sized cities, as in Iowa, many State measures can be designed to serve both the metro and nonmetro population. Most Iowa measures are intended to be useful in both rural and metropolitan settings.

The Iowa Setting

When the 20th century began, most Iowans lived on farms or in small towns that served agriculture. Coal mining provided many jobs, as did manufacturing and food processing activities. Most of these endeavors were "home grown," such as the Maytag Company.

The population of the State as a whole has remained fairly stable, rising from 2.2 million in 1900 to 2.9 million in 1980. Population in rural areas has declined, however; 44 of Iowa's 99 counties, mainly in southern and northeastern Iowa, had fewer people in 1970 than in 1900. Most southern and western farming counties experienced declines in each decade between 1940 and 1970.

The decline in farm population prompted a series of public responses. A rural adjustment program during the 1950's and 1960's, spearheaded by the Iowa Extension Service, recognized that a modernized agriculture would require less labor and therefore encouraged the creation of alternative employment within agricultural communities. From 1965 to 1980, substantial Federal rural development assistance was forthcoming for community planning, rural housing, roads, water and sewage facilities, education, and other services. The Iowa Extension Service continued to provide developmental counseling to rural communities. Iowa created regional planning agencies and tried to channel national and State resources into a balanced developmental effort. State and Federal development efforts helped stabilize Iowa's rural and smalltown populations. Rural outmigration slowed, and some rural Iowa counties even experienced significant population growth during the 1970's. However, the continuing overall trend of people moving off the farm exerted economic pressure on small communities, which was heightened by the farm crisis of the 1980's.

Iowa's State government assumed leadership by undertaking a many-faceted economic development initiative in response to the 1980's crisis. Revenues from a new State lottery were used to create various incentives for development. New and existing measures were oriented toward economic growth. State and local public officials worked closely with the private sector to coordinate economic development.

Iowa's current population (2.9 million) is distributed among eight metropolitan areas, with a total population of 1.2 million, and nonmetropolitan areas, where a majority of Iowans (1.7 million) reside (figure 1).

Des Moines (Polk and Warren Counties), the capital and largest metropolitan area, is located in south-central Iowa with a 1980 population of 338,000. Other metro areas range in population from 82,000 to 170,000 (figure 1). Iowa's metro centers have found economic development and prosperity difficult to achieve. Gains in new manufacturing and service activities have been partially offset by erosion of some longstanding industries.

There are approximately 950 cities and towns in Iowa, most of which were created to serve surrounding farm communities. Decline in the farm and town populations has been greatest in western Iowa, an area traditionally most dependent upon agriculture. Communities that are remote from metro areas have found it more difficult to succeed with economic revitalization.

Research Design and Method

This study seeks to describe rural development measures taken by Iowa's State government. Iowa State department heads (29 departments) were sent a letter introducing the project. Their assistance was requested in identifying all relevant rural development measures, and in identifying the immediate supervisor of each measure. Each department head was interviewed in person, except for those regarding themselves as less knowledgeable about measures than some other official in the department, who was then interviewed in person. In a few cases, the interviewer was referred additionally to division heads for a more accurate canvass of measures.

As a further effort to identify all rural development measures, each State budget analyst within the Department of Management (which prepares the State's budget) was asked to identify rural development measures.

Rural was defined as nonmetro counties for both department heads and budget analysts. Rural development measures were described to respondents as follows:

- All programs or processes intended specifically for rural economic development.
- Specific rural bias (orientation) in mainline programs such as aid to public education, university appropriations, road construction and maintenance, and medical outreach programs.
- Mandates to local governments that have accompanying grants or new taxing authority.

- Tax or loan concessions to rural enterprises, such as Free Enterprise Zones.
- Regulations with applications that specifically benefit rural areas.
- Measures that provide help to rural communities, enabling them to obtain better access to Federal/State resources, such as regional development commissions.

Interviews with department heads and budget analysts identified 125 measures. Mail questionnaires were sent to the persons identified as supervisors of these measures. Follow-up telephone calls were made where necessary. Table 1 indicates the disposition of the 125 measures identified by department heads and budget analysts. Fifteen surveys were not returned despite repeated callbacks. In most of these cases, it appeared that supervisors declined to complete surveys based on their own judgment that their measure was not appropriately classified as rural development.

The survey asked two questions to separate out rural development measures: whether rural development was a goal of the measure, and whether the measure was more useful to rural or to metro areas. Supervisors of 82 measures answered that their measure was more useful to rural areas or at least that rural development was a goal of the measure. These 82 measures were included in the study (table 1). Excluded were another 28 measures for which rural development was not a goal and also the measure seemed as useful to metro areas as nonmetro areas.

For most of the included measures, rural development was one of several goals rather than the main goal (table 2). However, most measures were judged to be more useful to rural than to metro areas.

For a third phase of the study, supervisors were asked to list two organizations, entities, or individuals who most visibly speak for clients or recipients of the measure. We surveyed client representatives by telephone to gain their judgment of the usefulness, efficiency, and reach of the measure.

Description of Rural Development Measures

Rural development measures were distributed among 16 of the 29 State departments (Appendix A). Four departments administered eight or more measures each: the Departments of Economic Development, Transportation, Agriculture and Soil Conservation, and Natural Resources.

The measures were categorized by function as follows (table 3):

- Those promoting agriculture.
- Those serving as tools in the transition from agriculture.

- Those promoting community and business development.
- Those primarily for preservation and maintenance of natural resources.

Table 3 indicates that most of the measures were aimed at community and business development, although Iowa also maintains a significant number of measures in support of agriculture.

Agricultural measures may not be completely compatible with some others. Agricultural measures, such as production research, may reduce labor in agriculture, providing clients for transition programs, but possibly reducing the number of citizens available in the community to contribute to local development.

What Rural Development Measures Offered

Supervisors were given a list from which to select the major substance of each measure (figure 2). More than half of all rural development measures mainly provided a resource or service, and 53 percent provided a grant or a loan to clients. Twenty percent offered training as a main substance of the program, and 18 percent provided leadership development. A few programs were intended to provide State leadership in coordinating rural development activities. Only 8 percent were regulatory programs.

Size of Programs

Most State rural development programs, as gauged by program budgets, were small (table 4). More than half had 1988 fiscal year budgets of less than \$500,000. Almost a third spent less than \$100,000, and, although some measures provide an important dimension at comparatively low cost, such as State leadership for coordinating rural development, others were perhaps intended to be mainly symbolic efforts.

However, 13 measures had budgets of \$10 million or more: farm machinery property and sales tax exemptions; National Guard funding; a loan guarantee program for alternative crops (available, but as yet, little used); funding assistance to county and secondary roads; Federal bridge replacement funds; assistance for development of primary road systems; the Job Training Partnership Act; the Iowa Agricultural Experiment Station; the Iowa Extension Service; the Iowa State University College of Veterinary Medicine; the area education services for planning, evaluating, and administration; and area education media supply services (appendix table 1).

Total 1988 State expenditures for rural development measures were \$570 million, about 24 percent of the total Iowa general fund expenditure of \$2.4 billion (estimated, Iowa Legislative Fiscal Bureau). Federal, State, and local governments together spent slightly more than \$1 billion for these rural development measures in fiscal 1988 (figure 3).

Participation by Government

Iowa's State government provided most of the funding and personnel and has been designated a "leading actor" in most of these rural development measures (figures 3, 4, 5).

However, the data also show much cooperative effort. The Federal Government contributed more than \$322 million in fiscal 1988, including 705 staff years, and was a leading actor in 38 percent of the measures. (More than one "leading actor" could be designated for any measure). The cities were leading actors in 33 percent, the school districts in 12 percent, and the counties in 10 percent of the measures. Nonprofit organizations and community organizations were also quite active. The private sector was a leading actor in 25 percent of these measures.

Rural development is often a cooperative endeavor. Cooperation has been achieved in the set of measures described here. The State, as a leading actor, has succeeded in mobilizing substantial resources from other governments and from the private sector.

The Trend of Efforts

Although the Federal Government is doing less for rural development now than in 1982, the States and other governments are doing more. The judgment of supervisors of Iowa rural development measures was that the combined efforts of national, State, and local governments are greater than in 1982 (figure 6). As for Iowa's State government, most supervisors thought that it was doing "somewhat more" than in 1982.

Supervisors responding to questions about their own measures provided these indicators of movement:

- Iowa measures were moving from enactment to implementation; few measures remained experimental or without funding. Seventy-nine percent of Iowa measures were reported as fully implemented, and most others were in process of being implemented (table 5).
- Some Iowa measures were acquiring more significant budgets. Forty-one percent of all budgets were less than \$100,000 in 1986, but that number had dropped to 32 percent by 1988 (table 4).
- The combined budget for all rural development measures grew slightly from \$1.01 billion in 1986 to \$1.09 billion in 1988 (estimated).

Adequacy of Measures

State budgets were heavily dependent on Federal subsidies until recently. State spending was usually small compared with direct Federal expenditures, and States lacked the professionalism of Federal bureaucracies. State programs were likely to seem small and symbolic in comparison with Federal programs, which often established specific goals and possessed outreach capabilities and the means to evaluate program results. There had been reason for apprehension that, in turning functions over to the States, performance would deteriorate.

However, States have now developed more competent bureaucracies. Iowa's government has some well-developed outreach mechanisms, examples of which include the regional, or area, agencies in education and for the aging. Iowa does not yet have specialized institutions for program evaluation.

Usefulness to Clients

Most client representatives found the State program or specific measures "very useful." No representatives thought the program should be terminated. Similarly, when asked to compare costs and benefits, most client representatives were satisfied that benefits exceeded costs. However, more than 42 percent of client representatives thought that their measure was reaching less than a fourth of those who could benefit from it, and only 29 percent thought their program was reaching more than three-fourths of those who could benefit from it (figure 7).

Supervisors provided a complementary assessment of the measures' adequacy of reach (table 6). A few respondents were still in the process of identifying clientele. Twenty-four percent had identified some clients while still possessing resources to serve more clients. Thirty-four percent felt that their measure had achieved its goals by reaching current clients. However, almost half felt that their measure should be expanded, based on existing demand. In short, some supervisors, as well as some client representatives, expressed a need for better reach.

Authority, Structure, and Funding

Supervisors generally saw no need for major revisions in the statutory authority or in the structure of their measures (figure 8). Only in 5 percent of the cases was statutory authority considered in need of major revision and in only 1 percent was program structure in need of major revision. However, 22 percent of measures were considered in need of minor revision in authority, and 40 percent needed minor structural changes.

Most supervisors felt that their measures were underfunded. Given the present capacity to deliver a measure, a fifth of the supervisors felt that their measure was seriously underfunded, and two-fifths thought it was somewhat underfunded.

Many supervisors thought the Federal Government should increase funding for rural development measures, but there was support for increased funding at all

levels. Supervisors were asked, relative to their own measure, whether the Federal Government should increase its contribution. About a third of the supervisors thought the Federal Government should provide more resources for their measure (table 7). In 30 percent of the cases, the Federal Government was contributing no funds, and supervisors preferred this existing situation.

When supervisors were asked about rural development activities as a whole, most felt that both the Federal and State governments should increase expenditures, and some supported increased expenditures by city and county governments as well (table 8).

In summation, supervisors and clients were generally satisfied with the existing structure and authority of rural development measures. A majority wanted increases in their own budgets, and believed State and Federal expenditures for rural development should be increased.

Analysis

In undertaking economic development, Iowa's State government directed many measures toward rural Iowa. These rural development measures offered grants, services, training, and leadership, and addressed a wide range of opportunities.

Although most authorized measures had been implemented, available resources were not overly generous. Many Iowa measures were capable of expansion, and many potential clients were unserved. In effect, potential clients, communities, and governments had to compete for limited resources.

The problem of limited resources in State, as well as national, economic development shaped Iowa's rural development strategy to one of providing adequate assistance for aspiring rural communities, while neglecting others that have not been as aggressive and consistent in seeking economic development. This selective development strategy may be acceptable for rural Iowa, where not all of the numerous communities are expected to make the transition from their earlier function as farm towns.

Table 1 - Response to Iowa survey questionnaires

Item	Response
	<u>Number</u>
Rural development measures identified	125
Nonrural development measures identified	28
Questionnaires not returned	15
Questionnaires retained and used	82

Table 2 - Goal and usefulness as rural development for Iowa

Goal	More useful rural	More useful metro	Equally useful	No response
	<u>Measures</u>			
Rural development not a goal	19	Excluded	Excluded	0
Rural development one of several goals	27	3	17	0
Rural development main goal	14	0	1	1

Number of measures is 82.

Table 3 - Function of Iowa rural development measures

Major function	Measures	
	<u>Number</u>	<u>Percent</u>
Agriculture-related	20	24.4
Transition from agriculture	8	9.8
Community and business development	48	58.5
Natural resource preservation, development	6	7.3
Total	82	100.0

Table 4 - Size of budgets for Iowa rural development measures

Budget ¹ (fiscal 1988)	Measures	
<u>Million dollars</u>	<u>Number</u>	<u>Percent</u>
0 - .1	24	31.5
.1 - .5	20	26.3
.5 - 1	4	5.3
1 - 5	10	13.2
5 - 10	4	5.3
10 or more	14	18.4
Total	76	100.0
(No Response)	(6)	

¹Source: Iowa Survey of Measure Supervisors

Table 5 - Implementation of Iowa rural development measures

Stage	Responses	Measures ¹
	<u>Number</u>	<u>Percent</u>
Experimental	1	1.2
Not yet funded	2	2.5
In process of being implemented	17	21.0
Fully implemented	66	79.0
No longer in effect	1	1.2

¹ Multiple responses permitted.

Source: Iowa Survey of Measure Supervisors

Table 6 - Reach of measures for Iowa

Group reach	Measures ¹
	<u>Percent</u>
In the process of identifying clientele	5.0
Some clients identified and being served, and resources available to serve more clients	23.8
Measure achieved goals in reaching current clients	33.8
Measure needs expansion to meet existing client demands	45.0
Fewer clients than expected with interest in measure	2.5

¹ Multiple responses permitted.

Source: Iowa Survey of Measure Supervisors

Table 7 - Federal contribution needs for Iowa rural development measures

Federal Government should--	Measures	
	<u>Number</u>	<u>Percent</u>
Provide many more resources	15	19.5
Provide somewhat more resources	11	14.3
Maintain at current level	14	18.2
Make no contribution	23	29.9
Prefer not to judge	14	18.2
Total responses	77	100.1

Source: Iowa Survey of Measure Supervisors

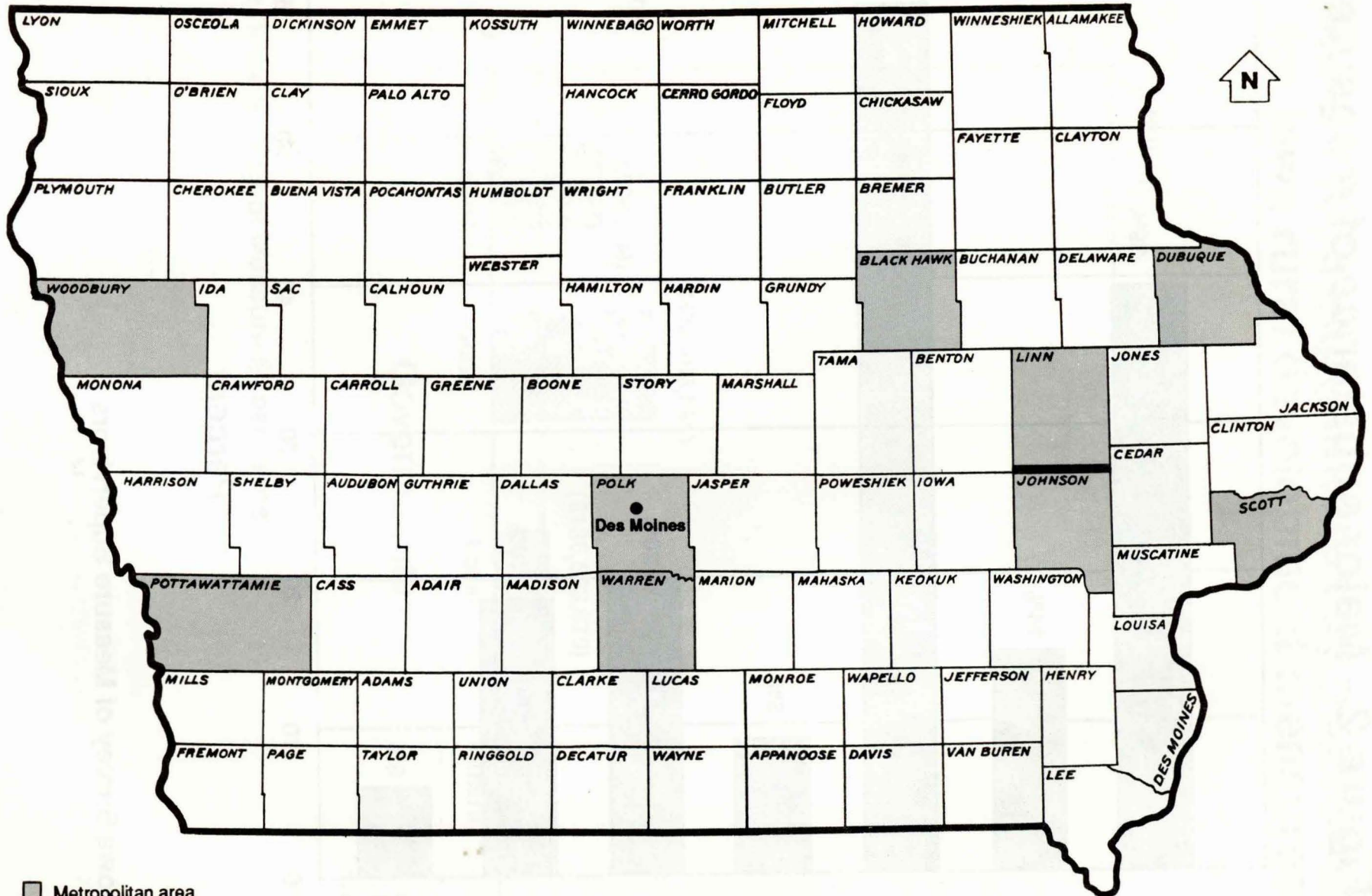
Table 8 - Preferred increases for all rural development activities in Iowa

Which levels of government should increase expenditures the most?	Measures ¹
	<u>Percent</u>
Federal	70.7
State	62.1
City	25.9
County	13.8

¹Multiple responses permitted.

Source: Iowa Survey of Measure Supervisors

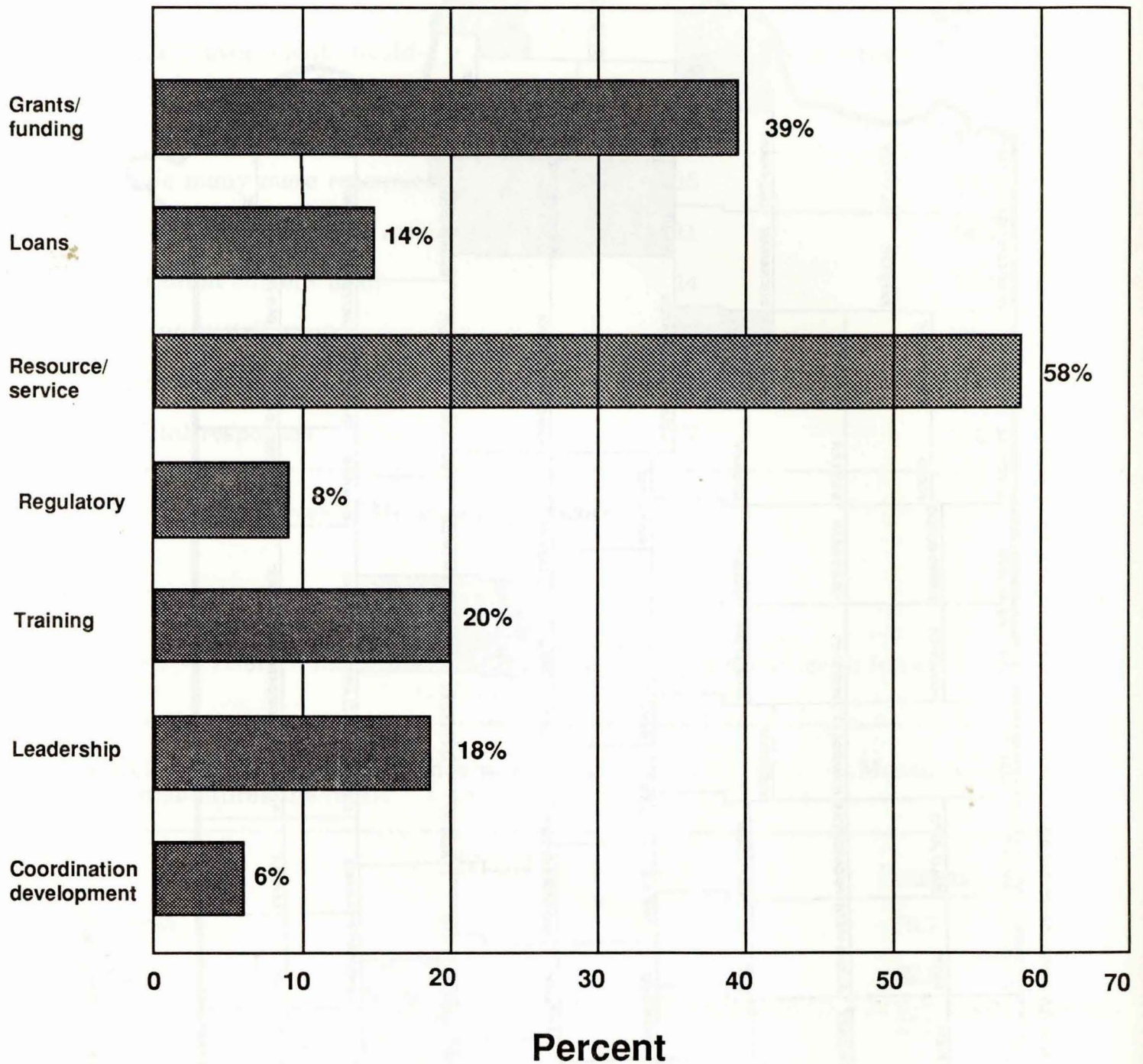
Figure 1. Iowa's metro and nonmetro areas



■ Metropolitan area

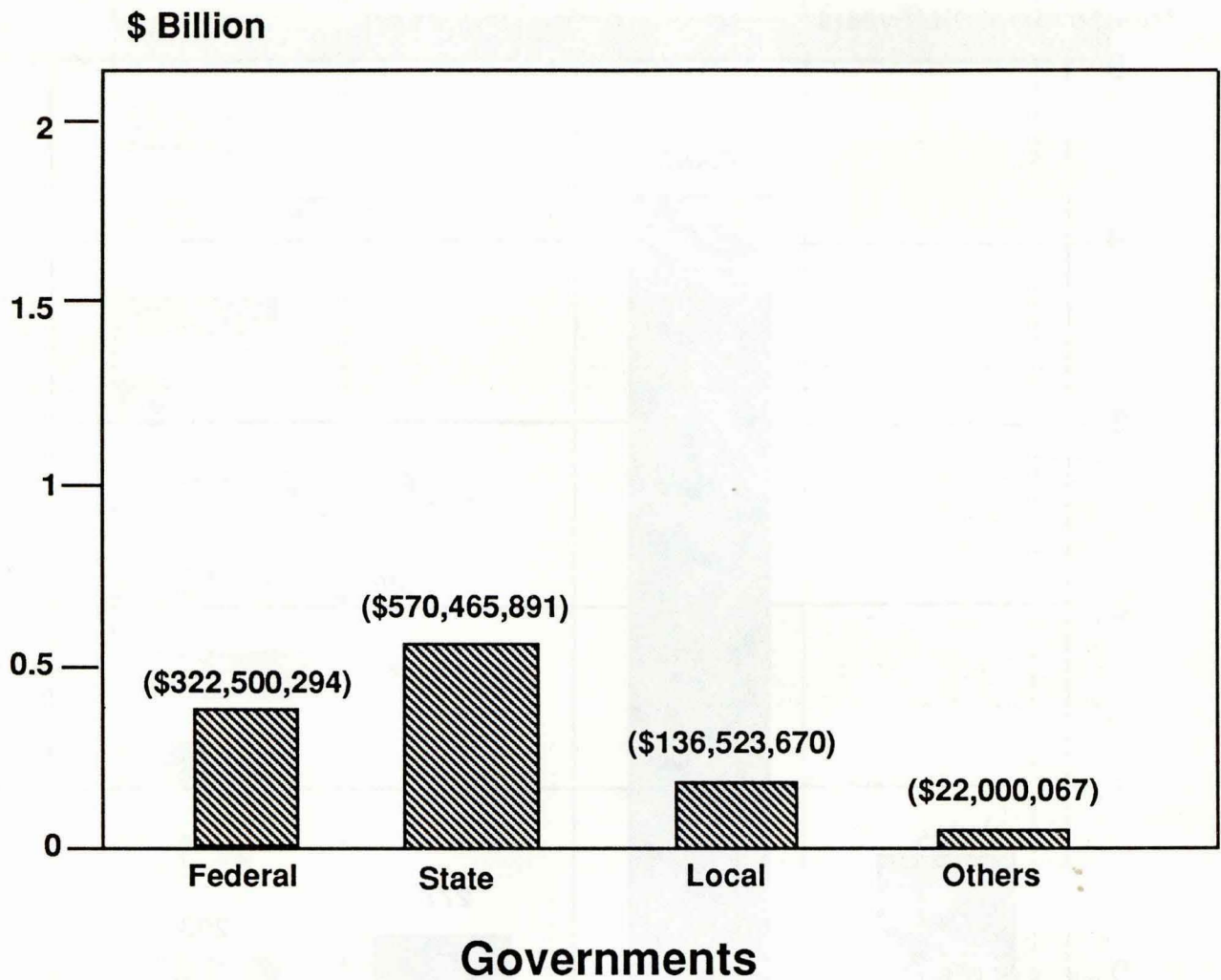
Source: 1980 U.S. Census of Population.

Figure 2 - Major substance of measure



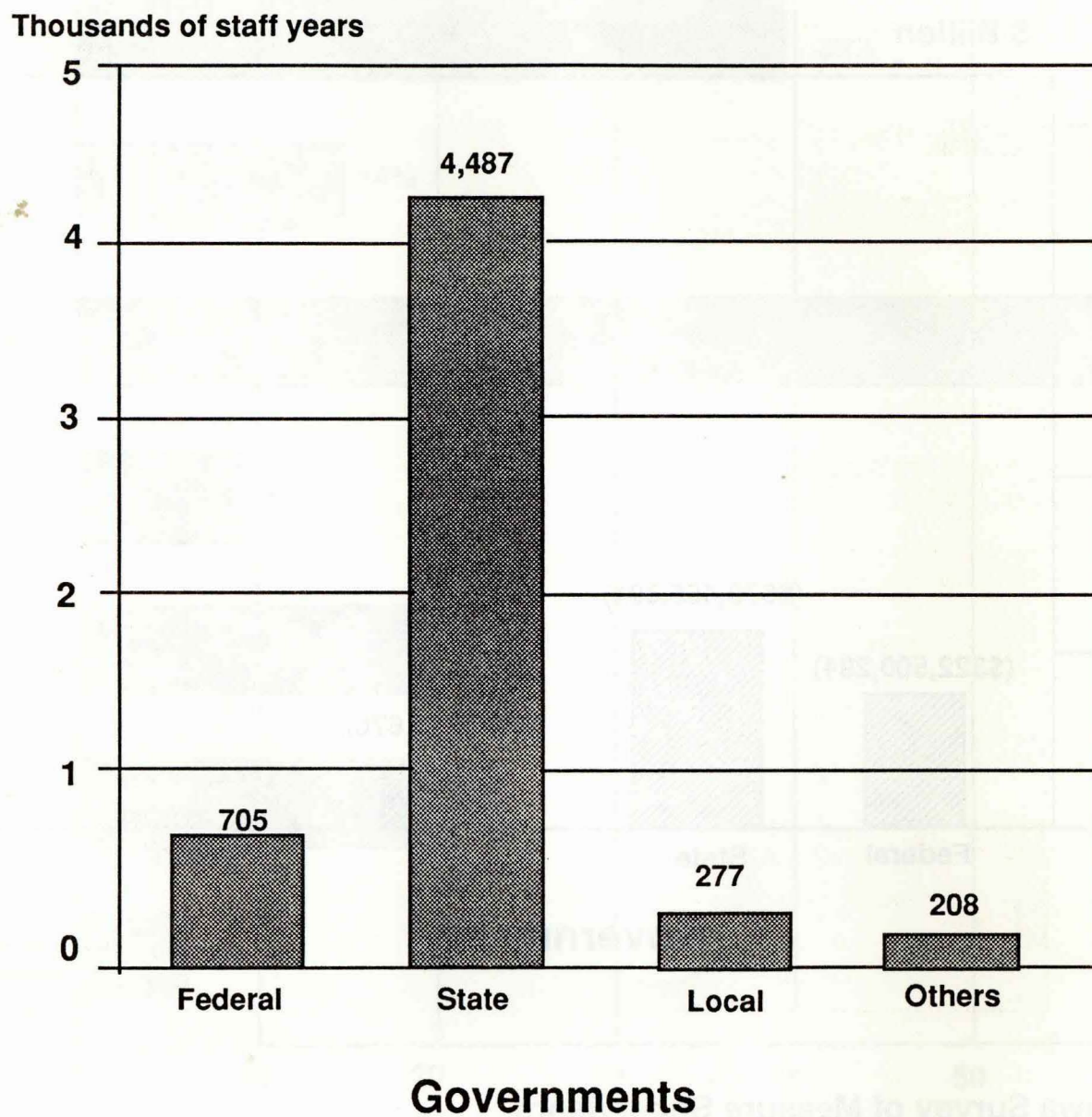
Source: Iowa Survey of Measure Supervisors

Figure 3 - 1988 expenditures by governments for Iowa rural development measures



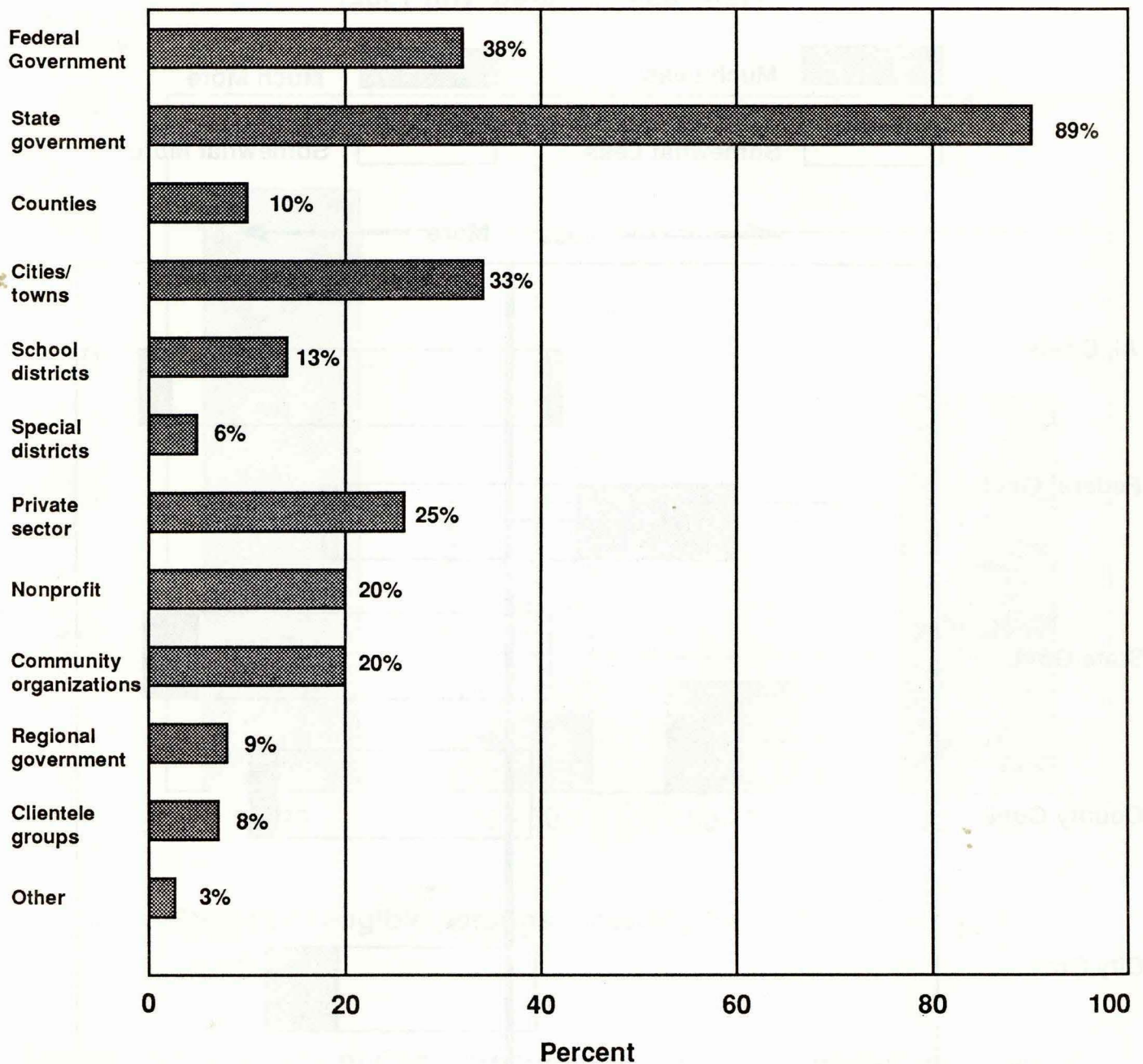
Source: Iowa Survey of Measure Supervisors

Figure 4 - 1988 staffing by governments for Iowa rural development measures



Source: Iowa Survey of Measure Supervisors

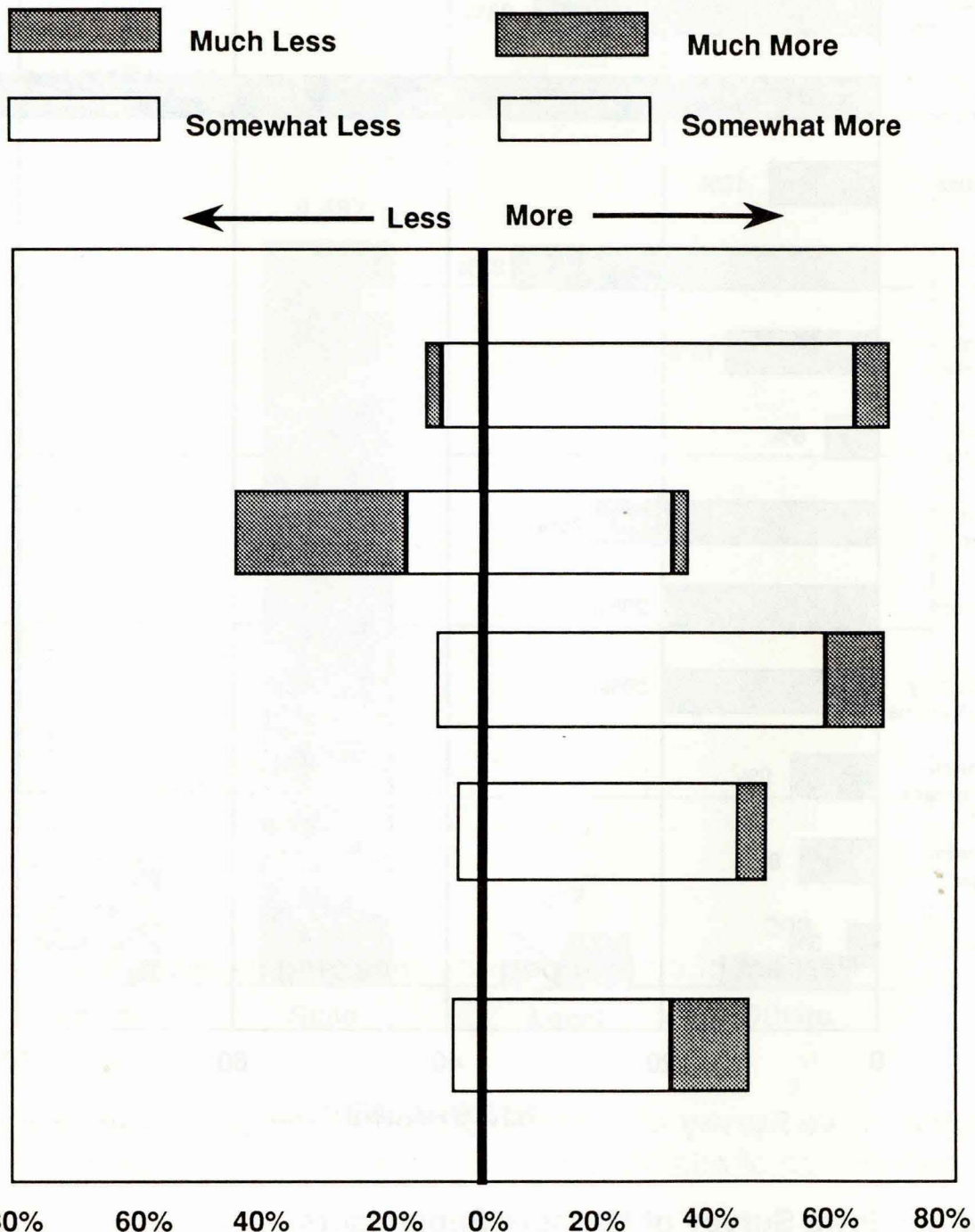
Figure 5 - Leading actors on measure for Iowa



Source: Iowa Survey of Measure Supervisors

Figure 6 - Perceived Trends in Governmental Effort

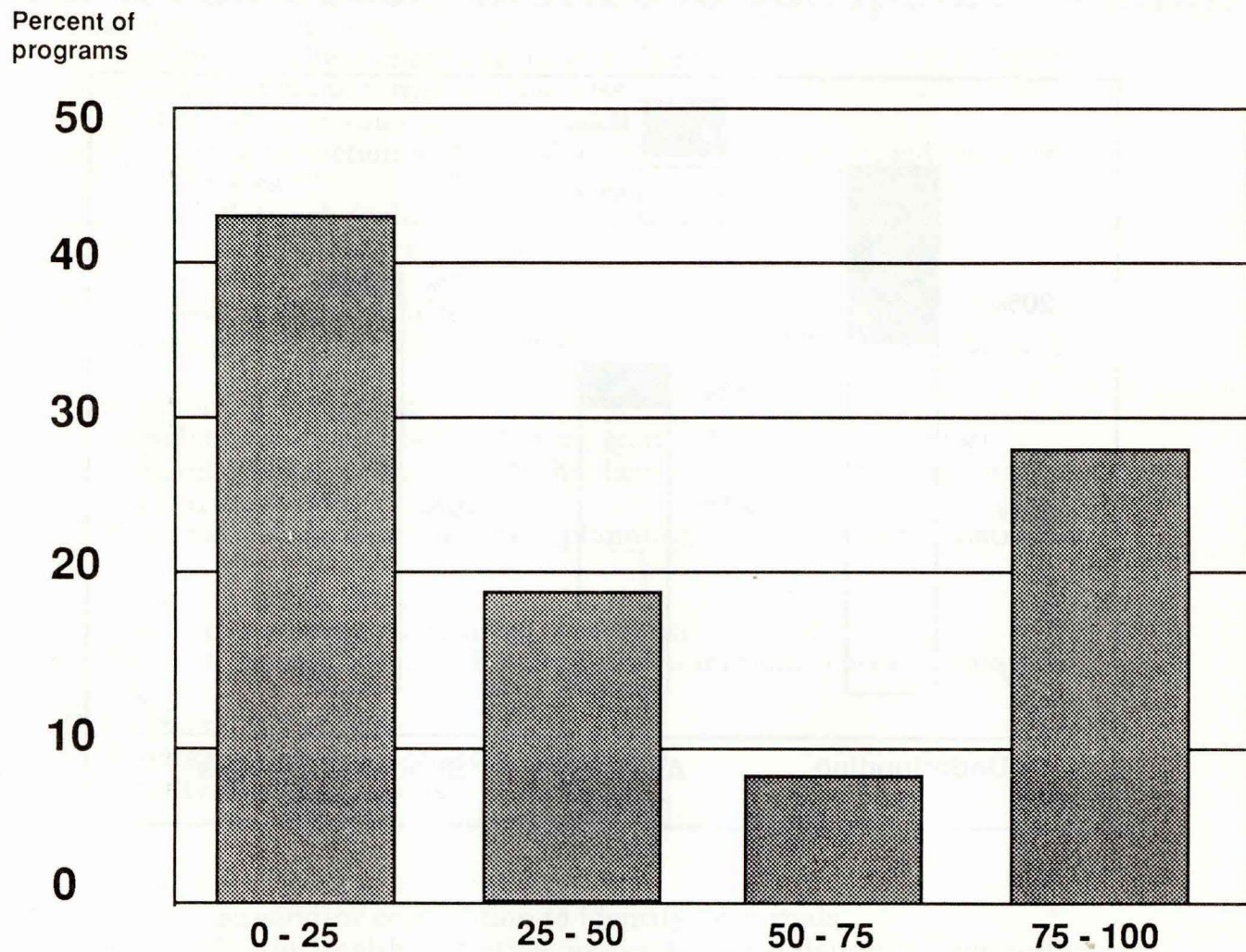
(1988 as compared with 1982)



Percentage of all program supervisors responding who perceived some change in effort between 1982 and 1988.

Source: Iowa Survey of Measure Supervisors

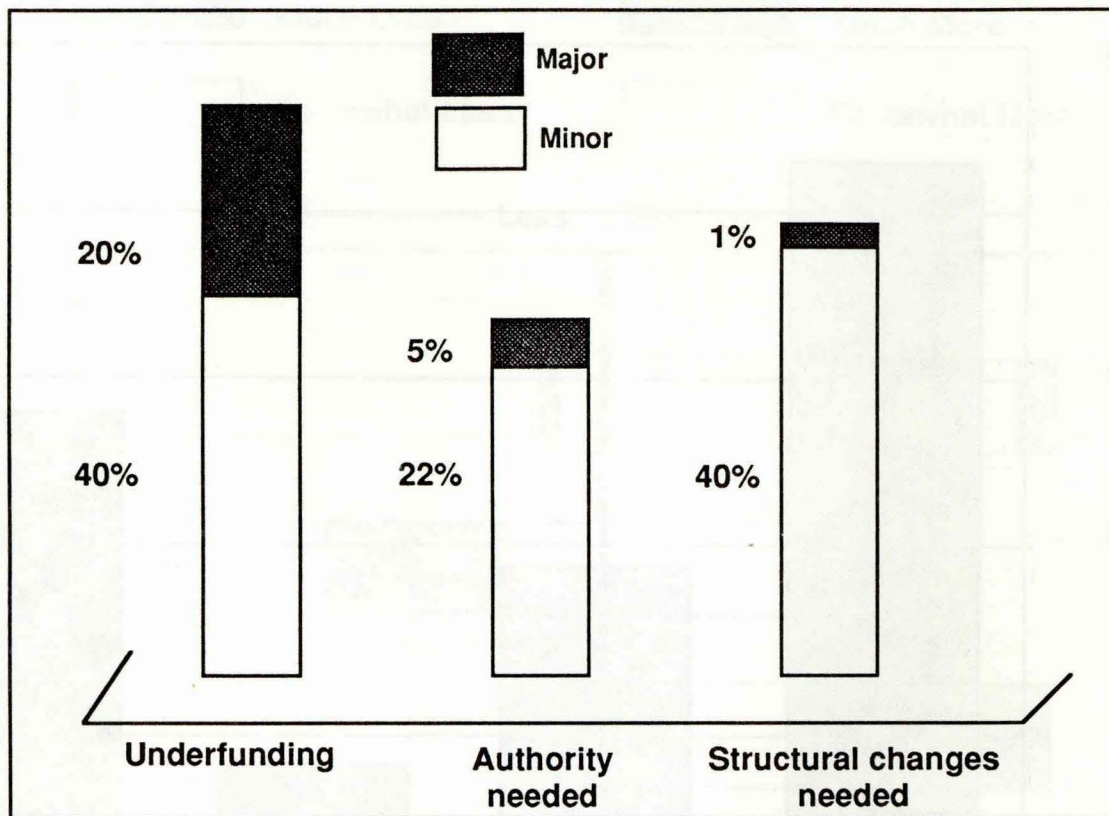
Figure 7 - Reach of measures for Iowa



Percent of eligible persons receiving benefits.

Source: Iowa Survey of Client Representatives, respondents' estimate of the percentage of eligible program users actually receiving benefits.

Figure 8 - Adequacy of current measures for Iowa



Source: Iowa Survey of Measure Supervisors

Appendix A. Rural Development Programs, Iowa State Government

Department of Cultural Affairs

- Traveling exhibits of art and historic items
- Touring artists to towns 2,500 or less
- Historic preservation office functions
- Library construction and remodeling for libraries in disadvantaged categories
- "I can" Network (volunteer coordination)
- State Medical Library resources

Department of Elder Affairs

- Funding for regional transport systems (Elder Affairs contribution)

Department of Education

- Supplemental weights for sharing staff (whole grade sharing)
- Federal Rural Initiative for technology and telecommunications (sharing funds)
- Regional Educational Services (planning, evaluation, administration aid)
- Regional Media Services
- Small community curriculum assistance
- Phase 1 district school aid to establish minimum teachers' salaries

Department of Public Health

- Emergency medical services assistance
- County health planning
- Environmental epidemiology ground water efforts

Department of Human Services

- County supervisor cooperation to identify joint goals
- Rural Mental Health Initiative, associated with depressed agricultural economy
- Food stamp income exemptions for farmers

Department of Natural Resources

- Rural fire department purchasing assistance
- Wood marketing Program
- Assistance to rural woodland owners for rural forests
- Habitat land acquisition
- Switch Grass Program
- Grants to unsewered communities for waste water protection plants
- Funding from oil overcharge to Mainstreet Iowa program
- Lottery funds to county conservation boards (with economic problems)
- Administering loans to small businesses in small communities (FRED Program)

Department of Commerce

Classification of loans so as to increase credit in rural areas

Department of Revenue

Funding to compensate displacement of livestock tax

Funding to compensate displacement of farm machinery tax

Exemption of farm machinery from sales tax

Department of Public Defense

National Guard Unit funding

Attorney General

Indemnity Program (90 percent reimbursement to farmers) for liquidated warehouses

Complaints and input, responding to general complaints and fraud in the agricultural sector, and input on farm credit programs

Facilitate mediation between farmers and creditors

Legal Services assistance at no cost to farmers in recession and credit crisis

Treasurer

Linked deposit program for horticulture and alternative crops

Department of Transportation

Formula funds allocated to regional transit systems

Technical assistance to transit operators for marketing, procurement

Planning assistance to regional transit systems

Airport assistance to 112 Iowa airports

Assistance for purchasing and upgrading rural rail lines

Rail Economic Development for building new rail spurs for industrialization

Iowa Rail Finance authority to enable rail acquisitions to continue rail service in Iowa

Assistance to counties for secondary roads

Federal bridge replacement or repair

Assistance in the development of primary road systems

Department of Human Rights

Employment project grant to find employment for women in their fifties

Department of Economic Development

Job training of farmers under Dislocated Workers Training Act

Iowa rural work group bringing people together to solve problems

Economic Development Setaside, Community Development Block Grants

Public Facility Dollar Put Aside (CDBG-PFSA)

Export Buydown Program

Community Economic Betterment Account (CEBA)

Self-employment Loan Program (SELP)

House File 623 Program (worker training)

Department of Economic Development (continued)

- Iowa Product Development Corporation
- Iowa Conservation Corps
- Job Training Partnership Act
- Mainstreet program activities and services
- Community Economic Preparedness Program (CEPP) services
- Community betterment program
- Rodale Regeneration Experiment at Greenfield, Iowa
- Satellite system and research center
- Office of Rural Coordinator (to coordinate Federal, State, local agencies)
- Community progress outreach program

Department of Agriculture

- Brucellosis eradication
- Pseudorabies control and eradication efforts
- Grain Warehouse Bureau (quality and quantity of grain in licensed warehouses in Iowa)
- Market News
- Beginning farmer loan programs
- Operating loan guarantee program for beginning farmers
- Rural consumer program

Board of Regents

- (University of Iowa)
- Public policy research to study problems of rural areas
- Strategic planning sessions for city councils in cities of 5,000 to 25,000
- Developmental training for county officers
- (Iowa State University)
- The Iowa Agricultural Experiment Station in all its activities
- The Iowa State Extension Services in all their activities
- The activities associated with the College of Veterinary Medicine teaching, diagnostic lab, research
- Farm operation teaching program
- Agricultural biotechnology research

Appendix Table 1 - Funding by Measure for Iowa

Funding measures	Budgets					
	Funding		Share of 1988 budget			
	1986	1988	Federal	State	Local	Other
	<u>1,000 dollars</u>		<u>Percent</u>			
1. Traveling Art Exhibits	22	28	100	0	0	0
2. Touring Arts Teams	25	27	100	0	0	0
3. Historic Preservation	36	110	100	0	0	0
4. Library Service and Construction	300	300	50	0	50	0
5. "I can" Network (Volunteers)	230	230	100	0	0	0
6. State Medical Library	420	459.2	4	96	0	0
7. Regional Transport, Elderly	0	0	0	0	0	0
8. Education Staff-Sharing	16.8	16.8	0	100	0	0
9. Economic Development Surveys	329.2	452.5	100	0	0	0
10. Emergency Medical Services	350	350	65	35	0	0
11. County Health Planning	0	18.9	0	100	0	0
12. Ground Water Epidemiology Studies	0	0	0	0	0	0
13. Cooperative County Goal-Setting	0	0				
14. Rural Mental Health Initiative	0	150	100	0	0	0
15. Food Stamp Waiver for Farmers	7.8	0	100	0	0	0
16. Rural Fire Department Purchasing Aid	104.5	104.5	50	0	50	0
17. Wood Marketing Program	0	43.4	12	88	0	0
18. Rural Foresters' Program	500	510	12	88	0	0
19. Habitat Land Acquisition	774.8	693.1	19	72	0	0
20. Switch Grass Program	101.5	0	30	70	0	0
21. Waste Water Protection Plants	1,500	1,500	100	0	0	0
22. Mainstreet Iowa Program	0	125	0	100	0	0
23. County Conservation Funding	250	250	0	75	25	0
24. Rural Small Business Loans	0	1,045	0	0	0	0
25. Loan Classification Waivers	0	0	0	100	0	0
26. Livestock Tax Replacement	8,000	5,057.4	0	100	0	0
27. Farm Machinery Tax Replacement	21,645	25,875	0	100	0	0

Appendix Table 1 - Funding by Measure for Iowa (Continued)

Funding measures	Budgets					
	Funding		Share of 1988 budget			
	1986	1988	Federal	State	Local	Other
	<u>1,000 dollars</u>		<u>Percent</u>			
28. Farm Machinery Sales Tax Replacement	0	30,300	0	100	0	0
29. National Guard Unit Funding	102,264	110,000	97	3	0	0
30. Grain Warehouse Indemnity	6,000	6,000	0	0	0	100
31. Agricultural Sector Fraud Prevention	100	100	0	100	0	0
32. Farmer/Creditor Mediation	20	4	0	40	0	60
33. Farm Credit Legal Assistance	40	20	0	100	0	0
34. Loans for Alternative Crops	40,000	40,000	0	100	0	0
35. Regional Transit Planning	255.3	242.6	80	0	20	0
36. Airport Assistance	1,000	2,000	0	70	30	0
37. Rail Assistance Upgrade	1,535.2	1,745.3	20	20	0	0
38. Rail Economic Development	0	200	0	45	0	55
39. Rail Finance Authority	150	500	0	100	0	0
40. Assist. to Secondary Roads	320,000	310,000	6	57	37	0
41. Federal Bridge Replacement	37,000	24,000	80	9	11	0
42. Assistance to Primary Roads	337,000	334,500	35	65	0	0
43. Women in Fifties Employ.	38	40	90	10	0	0
44. Dislocated Farmers Training	300	300	100	0	0	0
45. Iowa Rural Work Group	0	0	0	0	0	0
46. Community Development Block Grants (EDSA)	4,000	5,700	100	0	0	0
47. Community Development Block Grants (PFSA)	0	2,090	100	0	0	0
48. Export Buy-Down Program	500	0	0	100	0	0
49. Community Economic Betterment (CEBA)	2,133	8,000	0	100	0	0
50. Self Employment Loan (SELP)	0	15	0	100	0	0
51. House File 623 --Worker Training	0	150	0	0	0	100
52. Iowa Product Development Corporation	1,320	1,500	0	100	0	0
53. Iowa Conservation Corporation	1,600	1,600	0	65	35	0
54. Job Training Partnership	28,778	29,200	100	0	0	0

Appendix Table 1 - Funding by Measure for Iowa (Continued)

Funding measures	Budgets					
	Funding		Share of 1988 budget			
	1986	1988	Federal	State	Local	Other
	<u>1,000 dollars</u>		<u>Percent</u>			
55. Mainstreet Program Activity	275	395	0	100	0	0
56. Community Economic Preparedness	45	45	0	100	0	0
57. Community Betterment	50	50	0	100	0	0
58. Rodale Regeneration Experiment	5	3	0	50	50	0
59. Satellite Systems and Resource Center	450	450	0	100	0	0
60. Office of Rural Coordinator	0	0	0	100	0	0
61. Community Progress Outreach	90	75	0	100	0	0
62. Brucellosis Eradication	2,000	2,000	25	25	0	50
63. Pseudorabies Control, Eradication	400	800	65	35	0	0
64. Grain Warehouse Bureau	749.8	1,088.1	0	100	0	0
65. Marketing Division, Department of Agriculture	110	120	0	100	0	0
66. Beginning Farmer Loans	115	125	0	0	0	0
67. Operating Loan, Beginning Farmers	18.8	.3	0	0	0	100
68. Rural Consumer Program	43	58	0	0	0	100
69. Public Policy Research	55	52	0	100	0	0
70. Training City Councils	38	50	0	95	5	0
71. Council, County Leadership Training	80	70	0	98	2	0
72. Iowa Agricultural Experiment Station	27,118	29,000	29	43	0	28
73. Iowa State University Extension	23,500	24,000	28	47	25	0
74. ISU College of Veterinary Medicine	14,110.3	16,752.5	6	68	0	26
75. ISU Farm Operations	28	30	0	100	0	0
76. ISU Agricultural Biotechnology	0	3,750	0	100	0	0
77. Administration Aid to Small School Districts	12,000	12,900	5	0	95	0
78. Area Education Media Services	11,000	11,700	0	100	0	0
79. Small Community Curriculum Assistance	600	660	85	15	0	0
80. Transit Assistance, Formula Funds	0	3,312.6	39	61	0	0
81. Technology Assistance to Transit Operation	40	50	0	0	100	0
82. Federal Rural Initiative Telecommunication	200	400	60	40	0	0

Appendix Table 2 - Characteristics of Measures

Funding measures	Function					Substance					
	Agriculture	Transition	Community	Natural Resources	Grant	Loan	Service	Regulatory	Training	Leader Development	Coordination
1. Traveling Art Exhibits			X			X					
2. Touring Arts Teams			X		X						
3. Historic Preservation				X	X						
4. Library Service and Construction			X		X						
5. "I can" Network (Volunteers)			X				X				
6. State Medical Library			X				X				
7. Regional Transport, Elderly			X		X						
8. Education Staff-Sharing		X					X				
9. Economic Development Surveys			X		X		X				
10. Emergency Medical Services			X					X			
11. County Health Planning			X				X		X	X	
12. Ground Water Epidemiology Studies				X			X				
13. Cooperative County Goal-Setting			X		X		X				
14. Rural Mental Health Initiative		X					X		X		X
15. Food Stamp Waiver for Farmers	X						X				
16. Rural Fire Department Purchasing Aid			X		X		X		X		
17. Wood Marketing Program			X								
18. Rural Foresters' Program				X			X				
19. Habitat Land Acquisition				X			X				
20. Switch Grass Program				X	X						
21. Waste Water Protection Plants			X		X						
22. Mainstreet Iowa Program			X		X						
23. County Conservation Funding		X					X				
24. Rural Small Business Loans			X			X					
25. Loan Classification Waivers			X					X			
26. Livestock Tax Replacement	X				X						
27. Farm Machinery Tax Replacement	X				X						

Appendix Table 2 - Characteristics of Measures (Continued)

Funding measures	Function				Substance						
	Agriculture	Transition	Community	Natural Resources	Grant	Loan	Service	Regulatory	Training	Leader Development	Coordination
28. Farm Machinery Sales Tax Replacement	X				X						
29. National Guard Unit Funding			X								
30. Grain Warehouse Indemnity	X						X	X			
31. Agricultural Sector Fraud Prevention	X										
32. Farmer/Creditor Mediation	X										
33. Farm Credit Legal Assistance	X						X				
34. Loans for Alternative Crops	X					X					
35. Regional Transit Planning			X		X						
36. Airport Assistance			X		X						
37. Rail Assistance Upgrade			X		X						
38. Rail Economic Development			X		X						
39. Rail Finance Authority			X			X					
40. Assist. to Secondary Roads			X		X	X	X				
41. Federal Bridge Replacement			X		X						
42. Assistance to Primary Roads			X		X						
43. Women in Fifties Employ.		X							X		
44. Dislocated Farmers Training		X					X		X		
45. Iowa Rural Work Group		X									
46. Community Development Block Grants (EDSA)			X		X	X					
47. Community Development Block Grants (PFSA)			X		X						
48. Export Buy-Down Program			X		X						
49. Community Economic Betterment (CEBA)			X		X	X					
50. Self Employment Loan (SELP)			X			X					
51. House File 623 --Worker Training			X		X				X		
52. Iowa Product Development Corporation			X			X					
53. Iowa Conservation Corporation				X	X						
54. Job Training Partnership		X					X		X		

Appendix Table 2 - Characteristics of Measures (Continued)

Funding measures	Function				Substance						
	Agriculture	Transition	Community	Natural Resources	Grant	Loan	Service	Regulatory	Training	Leader Development	Coordination
55. Mainstreet Program Activity			X						X	X	X
56. Community Economic Preparedness			X				X		X		
57. Community Betterment			X				X				
58. Rodale Regeneration Experiment	X						X		X	X	
59. Satellite Systems and Resource Center			X				X				
60. Office of Rural Coordinator			X				X				X
61. Community Progress Outreach			X				X		X	X	X
62. Brucellosis Eradication	X			X			X	X			
63. Pseudorabies Control, Eradication	X			X			X	X			
64. Grain Warehouse Bureau	X						X	X			
65. Marketing Division, Department of Agriculture	X						X				
66. Beginning Farmer Loans	X					X					
67. Operating Loan, Beginning Farmers	X					X					
68. Rural Consumer Program			X							X	
69. Public Policy Research			X				X				
70. Training City Councils			X				X		X	X	
71. Council, County Leadership Training			X				X		X	X	
72. Iowa Agricultural Experiment Station	X										
73. Iowa State University Extension	X						X		X	X	
74. ISU College of Veterinary Medicine	X						X				
75. ISU Farm Operations	X										
76. ISU Agricultural Biotechnology	X			X							
77. Administration Aid to Small School Districts			X				X			X	
78. Area Education Media Services			X				X				
79. Small Community Curriculum Assistance			X				X		X	X	
80. Transit Assistance, Formula Funds			X	X							
81. Technology Assistance to Transit Operation			X				X		X		
82. Federal Rural Initiative Telecommunication			X	X							X

Appendix Table 3 - Program Development

Funding measures	Stage						Reach			
	Experimental	Not Yet Funded	Not Implemented	Being Implemented	Fully Implemented	No Longer in Effect	Conceptualizing Clients	Some Reached	Achieved Client Goals	Should be Expanded from Clients
1. Traveling Art Exhibits					X				X	
2. Touring Arts Teams					X			X		
3. Historic Preservation					X				X	
4. Library Service and Construction					X		X			
5. "I can" Network (Volunteers)					X			X		
6. State Medical Library					X		X		X	
7. Regional Transport, Elderly			X						X	
8. Education Staff-Sharing				X					X	
9. Economic Development Surveys				X				X	X	
10. Emergency Medical Services			X					X		
11. County Health Planning			X			X				
12. Ground Water Epidemiology Studies	X						X			
13. Cooperative County Goal-Setting				X						
14. Rural Mental Health Initiative				X					X	
15. Food Stamp Waiver for Farmers				X			X			
16. Rural Fire Department Purchasing Aid				X				X		
17. Wood Marketing Program										
18. Rural Foresters' Program				X					X	
19. Habitat Land Acquisition				X					X	
20. Switch Grass Program					X			X		
21. Waste Water Protection Plants				X				X		
22. Mainstreet Iowa Program			X				X			
23. County Conservation Funding				X					X	
24. Rural Small Business Loans	X		X						X	
25. Loan Classification Waivers				X				X		
26. Livestock Tax Replacement				X				X		
27. Farm Machinery Tax Replacement				X				X		

Appendix Table 3 - Program Development (Continued)

Funding measures	Stage						Reach			
	Experimental	Not Yet Funded	Not Implemented	Being Implemented	Fully Implemented	No Longer in Effect	Conceptualizing Clients	Some Reached	Achieved Client Goals	Should be Expanded
28. Farm Machinery Sales Tax Replacement					X				X	
29. National Guard Unit Funding					X				X	
30. Grain Warehouse Indemnity					X				X	
31. Agricultural Sector Fraud Prevention					X					X
32. Farmer/Creditor Mediation					X				X	
33. Farm Credit Legal Assistance					X					X
34. Loans for Alternative Crops					X			X		
35. Regional Transit Planning					X				X	
36. Airport Assistance					X				X	
37. Rail Assistance Upgrade					X					X
38. Rail Economic Development					X			X		
39. Rail Finance Authority					X			X		X
40. Assist. to Secondary Roads				X	X				X	
41. Federal Bridge Replacement					X					X
42. Assistance to Primary Roads					X					X
43. Women in Fifties Employ.					X					X
44. Dislocated Farmers Training				X				X		
45. Iowa Rural Work Group				X				X		
46. Community Development Block Grants (EDSA)					X				X	X
47. Community Development Block Grants (PFSA)					X			X		
48. Export Buy-Down Program					X					X
49. Community Economic Betterment (CEBA)					X				X	
50. Self Employment Loan (SELP)					X			X		
51. House File 623 --Worker Training					X				X	
52. Iowa product Development Corporation					X					X
53. Iowa Conservation Corporation					X				X	X
54. Job Training Partnership				X				X		

Appendix Table 3 - Program Development (Continued)

Funding measures	Stage						Reach			
	Experimental	Not Yet Funded	Not Implemented	Being Implemented	Fully Implemented	No Longer in Effect	Conceptualizing Clients	Some Reached	Achieved Client Goals	Should be Expanded Low Interest from Clients
55. Mainstreet Program Activity			X						X	
56. Community Economic Preparedness			X						X	
57. Community Betterment				X			X			
58. Rodale Regeneration Experiment	X		X						X	
59. Satellite Systems and Resource Center			X	X			X			
60. Office of Rural Coordinator				X		X				
61. Community Progress Outreach				X					X	
62. Brucellosis Eradication				X				X		
63. Pseudorabies Control, Eradication			X			X	X		X	
64. Grain Warehouse Bureau			X					X		
65. Marketing Division, Department of Agriculture				X				X		
66. Beginning Farmer Loans				X					X	
67. Operating Loan, Beginning Farmers				X						X
68. Rural Consumer Program			X				X			
69. Public Policy Research				X					X	
70. Training City Councils				X					X	
71. Council, County Leadership Training				X					X	
72. Iowa Agricultural Experiment Station				X					X	
73. Iowa State University Extension				X					X	
74. ISU College of Veterinary Medicine				X				X		
75. ISU Farm Operations				X		X				
76. ISU Agricultural Biotechnology				X			X			
77. Administration Aid to Small School Districts				X					X	
78. Area Education Media Services				X			X			
79. Small Community Curriculum Assistance				X					X	
80. Transit Assistance, Formula Funds				X				X		
81. Technology Assistance to Transit Operation				X				X	X	
82. Federal Rural Initiative Telecommunication			X						X	

Appendix Table 4 - Adequacy of Program

Funding measures	Authority				Structure				Funding			
	Major Revision	Minor Revision	Good as Is	No Judgement	Major Revision	Minor Revision	Good as Is	No Judgement	Major Revision	Minor Revision	Good as Is	No Judgement
1. Traveling Art Exhibits		X				X				X		
2. Touring Arts Teams	X				X					X		
3. Historic Preservation			X		X				X			
4. Library Service and Construction				X				X				
5. "I can" Network (Volunteers)	X						X			X		
6. State Medical Library			X				X		X			
7. Regional Transport, Elderly	X				X					X		
8. Education Staff-Sharing	X				X						X	
9. Economic Development Surveys			X		X					X		
10. Emergency Medical Services	X				X				X			
11. County Health Planning				X			X		X			
12. Ground Water Epidemiology Studies				X				X				
13. Cooperative County Goal-Setting				X				X				
14. Rural Mental Health Initiative			X				X		X			
15. Food Stamp Waiver for Farmers			X				X				X	
16. Rural Fire Department Purchasing Aid			X		X				X			
17. Wood Marketing Program	X						X		X			
18. Rural Foresters' Program												
19. Habitat Land Acquisition			X				X			X		
20. Switch Grass Program			X				X				X	
21. Waste Water Protection Plants			X				X				X	
22. Mainstreet Iowa Program	X						X				X	
23. County Conservation Funding	X				X				X			
24. Rural Small Business Loans				X				X				
25. Loan Classification Waivers			X				X				X	
26. Livestock Tax Replacement			X				X				X	
27. Farm Machinery Tax Replacement			X				X				X	

Appendix Table 4 - Adequacy of Program (Continued)

Funding measures	Authority				Structure				Funding			
	Major Revision	Minor Revision	Good as Is	No Judgement	Major Revision	Minor Revision	Good as Is	No Judgement	Major Revision	Minor Revision	Good as Is	No Judgement
28. Farm Machinery Sales Tax Replacement			X				X				X	
29. National Guard Unit Funding			X				X			X		
30. Grain Warehouse Indemnity	X			X								
31. Agricultural Sector Fraud Prevention			X		X					X		
32. Farmer/Creditor Mediation			X				X				X	
33. Farm Credit Legal Assistance			X				X			X		
34. Loans for Alternative Crops			X		X						X	
35. Regional Transit Planning	X						X					
36. Airport Assistance	X						X		X			
37. Rail Assistance Upgrade	X						X			X		
38. Rail Economic Development			X				X				X	
39. Rail Finance Authority			X				X		X			
40. Assist. to Secondary Roads	X						X			X		
41. Federal Bridge Replacement			X				X			X		
42. Assistance to Primary Roads	X				X				X			
43. Women in Fifties Employ.			X				X		X			
44. Dislocated Farmers Training			X				X				X	
45. Iowa Rural Work Group			X				X			X		
46. Community Development Block Grants (EDSA)	X						X			X		
47. Community Development Block Grants (PFSA)				X				X			X	
48. Export Buy-Down Program				X			X				X	
49. Community Economic Betterment (CEBA)	X							X				
50. Self Employment Loan (SELP)			X				X				X	
51. House File 623 --Worker Training			X				X				X	
52. Iowa Product Development Corporation	X				X				X			
53. Iowa Conservation Corporation			X				X		X			
54. Job Training Partnership	X				X				X			

Appendix Table 4 - Adequacy of Program (Continued)

Funding measures	Authority				Structure				Funding			
	Major Revision	Minor Revision	Good as Is	No Judgement	Major Revision	Minor Revision	Good as Is	No Judgement	Major Revision	Minor Revision	Good as Is	No Judgement
55. Mainstreet Program Activity			X				X			X		
56. Community Economic Preparedness			X						X			
57. Community Betterment			X				X				X	
58. Rodale Regeneration Experiment		X						X		X		
59. Satellite Systems and Resource Center			X			X				X		
60. Office of Rural Coordinator				X				X				
61. Community Progress Outreach		X					X		X			
62. Brucellosis Eradication		X				X				X		
63. Pseudorabies Control, Eradication	X			X					X			
64. Grain Warehouse Bureau		X					X			X		
65. Marketing Division, Department of Agriculture		X					X			X		
66. Beginning Farmer Loans			X				X				X	
67. Operating Loan, Beginning Farmers			X				X				X	
68. Rural Consumer Program		X									X	
69. Public Policy Research		X		X						X		
70. Training City Councils			X				X			X		
71. Council, County Leadership Training		X				X				X		
72. Iowa Agricultural Experiment Station		X					X		X			
73. Iowa State University Extension			X				X			X		
74. ISU College of Veterinary Medicine			X				X			X		
75. ISU Farm Operations			X				X				X	
76. ISU Agricultural Biotechnology			X				X				X	
77. Administration Aid to Small School Districts		X					X			X		
78. Area Education Media Services		X				X				X		
79. Small Community Curriculum Assistance		X					X			X		
80. Transit Assistance, Formula Funds			X				X				X	
81. Technology Assistance to Transit Operation		X					X				X	
82. Federal Rural Initiative Telecommunication				X				X		X		

Appendix Table 5 - Governments as "Leading Actors"

Funding measures	Federal Government	State Government	County Government	Cities	School Districts	Special Districts	Private Sector	Non-Profits	Community Organizations
1. Traveling Art Exhibits		X						X	
2. Touring Arts Teams	X	X		X					X
3. Historic Preservation	X			X		X			
4. Library Service and Construction	X	X		X					
5. "I can" Network (Volunteers)		X		X					
6. State Medical Library		X							
7. Regional Transport, Elderly	X	X		X					
8. Education Staff-Sharing					X				
9. Economic Development Surveys							X		
10. Emergency Medical Services		X		X				X	X
11. County Health Planning		X	X						
12. Ground Water Epidemiology Studies			X						
13. Cooperative County Goal-Setting	X	X						X	X
14. Rural Mental Health Initiative	X	X						X	
15. Food Stamp Waiver for Farmers	X								
16. Rural Fire Department Purchasing Aid	X	X		X					
17. Wood Marketing Program									
18. Rural Foresters' Program		X							
19. Habitat Land Acquisition		X							
20. Switch Grass Program	X	X							
21. Waste Water Protection Plants	X	X		X					
22. Mainstreet Iowa Program		X							
23. County Conservation Funding		X	X						
24. Rural Small Business Loans	X	X						X	
25. Loan Classification Waivers		X							
26. Livestock Tax Replacement		X							
27. Farm Machinery Tax Replacement		X							

Appendix Table 5 - Governments as "Leading Actors" (Continued)

Funding measures	Federal Government	State Government	County Government	Cities	School Districts	Special Districts	Private Sector	Non-Profits	Community Organizations
28. Farm Machinery Sales Tax Replacement		X							
29. National Guard Unit Funding	X								
30. Grain Warehouse Indemnity		X							
31. Agricultural Sector Fraud Prevention		X							
32. Farmer/Creditor Mediation		X						X	
33. Farm Credit Legal Assistance		X						X	
34. Loans for Alternative Crops		X					X		
35. Regional Transit Planning		X		X					
36. Airport Assistance		X		X					
37. Rail Assistance Upgrade	X	X					X		
38. Rail Economic Development		X		X					
39. Rail Finance Authority		X					X		
40. Assist. to Secondary Roads	X	X	X						
41. Federal Bridge Replacement	X	X	X	X					
42. Assistance to Primary Roads		X							
43. Women in Fifties Employ.	X	X		X	X	X	X	X	X
44. Dislocated Farmers Training	X	X			X		X	X	X
45. Iowa Rural Work Group	X	X			X		X	X	X
46. Community Development Block Grants (EDSA)	X	X	X	X			X		
47. Community Development Block Grants (PFSA)	X	X		X					
48. Export Buy-Down Program		X							
49. Community Economic Betterment (CEBA)		X							
50. Self Employment Loan (SELP)		X		X				X	X
51. House File 623 --Worker Training		X							
52. Iowa Product Development Corporation		X							
53. Iowa Conservation Corporation		X		X	X				
54. Job Training Partnership	X	X		X	X		X	X	

Appendix Table 5 - Governments as "Leading Actors" (Co



Funding measures	Federal Government	State Government	County Government	Cities	School Districts	Special Districts	Private Sec	Non-Pro	Comm. Organiz.
55. Mainstreet Program Activity		X		X			X		
56. Community Economic Preparedness		X		X			X		
57. Community Betterment							X	X	X
58. Rodale Regeneration Experiment		X		X			X	X	X
59. Satellite Systems and Resource Center		X							
60. Office of Rural Coordinator		X							
61. Community Progress Outreach				X			X	X	
62. Brucellosis Eradication	X	X							
63. Pseudorabies Control, Eradication	X	X					X		
64. Grain Warehouse Bureau	X	X							
65. Marketing Division, Department of Agriculture	X	X							
66. Beginning Farmer Loans		X							
67. Operating Loan, Beginning Farmers		X							
68. Rural Consumer Program		X			X		X		X
69. Public Policy Research		X	X	X	X				
70. Training City Councils				X					
71. Council, County Leadership Training			X	X					
72. Iowa Agricultural Experiment Station	X	X					X		
73. Iowa State University Extension		X		X			X		X
74. ISU College of Veterinary Medicine	X	X					X	X	
75. ISU Farm Operations									
76. ISU Agricultural Biotechnology		X					X		
77. Administration Aid to Small School Districts		X			X	X			
78. Area Education Media Services		X			X	X			
79. Small Community Curriculum Assistance	X	X							
80. Transit Assistance, Formula Funds	X	X							
81. Technology Assistance to Transit Operation		X							
82. Federal Rural Initiative Telecommunication	X	X				X			