

STATE OFFICE FOR
PLANNING AND PROGRAMMING



REPORT

 **Iowa**
a place to grow

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FROM THE DIRECTOR'S DESK...

Governor Ray has provided OPP with an exciting but demanding challenge by creating the Governor's Program for Rural Community Development (see following article). The sweeping scope of this work, which will involve many persons and agencies with primary emphasis on results, makes this assignment a very real challenge. Many citizens and government officials, including planners, declare that they support comprehensive, participatory, results-oriented planning, but observe that follow-through is all too often lacking. Implementation of plans, whether they be personal or public, requires a deep commitment to the ends to be attained. The Governor's leadership and strong personal involvement in this effort will help assure worthwhile results.

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I am pleased to have been appointed to serve on the Rural Policy Council, and I am also glad that OPP is in a position to provide the primary staff resources necessary. We hope that some of our previous and current work will directly supplement the new efforts particularly in the fields of transportation, education, manpower, housing, and area-wide planning. I am personally convinced that the Rural Policy Council will have to set some very difficult priorities, in order to make large gains on our most significant problems.

One more point should be stressed: the new effort in rural community development does not imply any neglect of State efforts for the urbanized areas of Iowa. Not only are the problems interrelated, but also Governor Ray and OPP will continue to devote attention to programs specifically designed for our cities.

LEROY H. PETERSEN
Director

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GOVERNOR'S PROGRAM FOR RURAL COMMUNITY DEVELOPMENT

In Executive Order III, released February 5, 1971, Governor Robert D. Ray proclaimed "that there shall be an organized commitment to marshal Iowa's public and private resources to rural development needs and priorities." This commitment, called *The Governor's Program for Rural Community Development*, consists of a major effort to improve planning, coordination, and program development for rural areas in Iowa.

Purposes

Governor Ray noted that the basic underpinnings of Iowa's quality life are "threatened by a continuing, extensive migration from Iowa's rural areas to larger cities, both here and elsewhere in the nation."

Outmigration is both a cause and effect of other rural problems and changes. Improved coordination and program development promised by the Governor's Program should help current and future generations of rural Iowans to help themselves, through a more equitable sharing of opportunities. The Governor expressed specific interest and concern for agricultural income, employment opportunities, local government capabilities, transportation services, education, health, law enforcement, manpower development, social services, housing, and the general living environment.

A State and National Effort

To assist him in this program, the Governor appointed a *Rural Policy Council*, composed of eight top State officials, which the Governor will personally chair. OPP Director Leroy H. Petersen is also a member, and he is joined by the Secretary of Agriculture, the Commissioner

of Public Health, and the directors of the Iowa Development Commission, the State Office of Economic Opportunity, the State Conservation Commission, the Cooperative Extension Service of Iowa State University, and the State Soil Conservation Department.

The Rural Policy Council approach is in keeping with the *President's Task Force on Rural Development* which recommended:

Each State government should be encouraged to establish a top-level rural development council in the State executive branch; name a State coordinator of rural development; and designate a department, agency or organization within the State to have primary responsibility for coordinating State governmental activity for rural development in the State.

-- A New Life for the Country, March 1970

Iowa is the first state to undertake such a program. The concern of Governor Ray for the well-being of the people in Iowa's rural areas has been one of the primary reasons for Iowa's leadership in this approach.

Indeed, President Nixon's choice of Des Moines as the location for a National Rural Development Conference is a primary indication of the leadership Iowa is exerting. During his Des Moines appearance, President Nixon called for states to exert greater responsibility for rural development:

If the lessons of the past decades mean anything, they mean that as power has been

(Continued on Page 3)

concentrated more and more in Washington, as decisions have increasingly been made by remote control, the special needs of our rural communities and of the great heartland of America more and more have either been neglected or even gone unrecognized.

I want those decisions that affect rural America made by people who know rural America. And the people who know a place best are the people who live there. . . .

-- Address to the Iowa General Assembly
by President Richard M. Nixon
March 1, 1971

Rural Development Coordination

The Rural Development Program also calls for the designation of a *Rural Development Coordinator*. Governor Ray has appointed Wayne E. Laufenberg to this position. Mr. Laufenberg, a native of the Midwest, was raised on a dairy farm in Wisconsin. He has directed the research for the Institute for Rural America in Lexington, Kentucky, a nation-wide effort headed by the former Chairman of the President's National Advisory Commission on Rural Poverty, to design positive private and governmental programs related to rural development. Mr. Laufenberg has taught courses on government in several midwestern universities and is a public administration scientist by training.

The Rural Development Coordinator will serve as the professional staff director for the Rural Policy Council and prepare such background information analyses, proposals, and plans as may be required. He will also schedule the work of several *Rural Development Task Forces*, to be appointed from interested agencies and individuals from all levels of government and the private sector, which will address themselves to specific problems assigned by the Council.

The initial work of the Rural Policy Council, the Coordinator, and the Task Forces will be to prepare a detailed program schedule, listing the specific fields of endeavor which will be explored and accomplishments which will be sought. Preparation of this schedule will require an extensive survey of current problems and programs, and the Council will need to set clear priorities. This can only be done with the full cooperation of many people.

Need for Participation

Governor Ray stressed that the success of the program will depend on "full participation of agencies and individuals from the private sector and all levels of government." Ideas, comments,

and cooperation are needed now to provide a sound basis for setting initial goals and priorities.

Ultimate Results

The immediate purpose of the program is to improve the overall planning and coordination of those State, Federal and local government programs which are devoted to improving Iowa's rural areas and communities.

An important task of the Rural Policy Council will be to adopt a strategy for rural development that will be uniquely tailored to the needs and potentialities of Iowa. The adoption of such a strategy is an essential requirement for President Nixon's revenue sharing proposal for rural community development; Iowa will have a head start because of the Governor's program.

With a common set of goals and objectives the many agencies and branch offices of all levels of government can finally pull together to make their efforts more effective and efficient. The Governor has insisted that all participants continually focus on the ultimate results being sought, in terms of specific improvements in the quality of Iowa life. "At the end of two years of intensive effort," said the Governor, "I want to be able to document the new opportunities that we've provided Iowans."

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PRESIDENT NIXON'S REVENUE SHARING PLAN: WHAT IT MEANS TO LOCAL GOVERNMENTS

One of President Nixon's top priorities for the coming two years will be revenue sharing and reorganization of federal departments. In total, about \$16 billion would be distributed to the state and local governments the first year the program goes into effect.

Of this amount, \$6 billion would be allocated for states and cities under general revenue sharing. An additional \$10 billion in special funds would come from money currently earmarked for 105 specific federal grant programs. This money would be available for spending by state and local governments in 6 broad areas: education, urban development, rural development, transportation, law enforcement, and manpower.

If the "general revenue sharing" measure passes Congress as proposed, it will mean that Iowa cities and towns should receive about \$17 million and counties about \$18.5 million. There will be no strings attached except that the funds may not be used in violation of federal antidiscrimination laws.

DMA ASSISTANCE AIDS COMMUNITIES

Members of the Division of Municipal Affairs' (DMA) staff have been active in rendering assistance to local governments during the past month. The majority of assistance has been given in response to particular requests by small communities when deemed necessary. The following are but a few of such activities.

City officials in Pocahontas requested assistance in their efforts to annex outlying territory which adjoined the city. A DMA staff member attended a combined meeting of their city council and zoning commission and offered advice concerning the legal procedure for implementing annexation and the practical considerations involved in such an endeavor.

The City of Vinton inquired into the possibility of receiving a grant for construction of a baseball diamond. DMA provided them with information on programs offered by the Department of Interior and Department of Housing and Urban Development in this area. City officials were told of other communities which had received such grants and an outline was given of the eligibility requirements and funding procedure. A reference list of government officials who administered the program was also furnished.

A number of inquiries were made by communities wishing to secure federal aid for construction of sewer-water facilities. In each instance the local official was informed of available programs and directed to the appropriate source of contact for applying for a grant or loan.

Officials in Harcourt had applied for a sewer loan with the Farmers Home Administration last November and had heard nothing since that time. DMA checked with federal authorities and found that their community had been declared eligible for a loan and was being processed accordingly.

If your community has a similar question or problem and feels that we might be of assistance, feel free to direct your inquiry to Kenneth C. Henke, Director, Division of Municipal Affairs, Office for Planning & Programming, State Capitol, Des Moines, Iowa 50319, (515) 281-3584.

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BUREAU OF AREA & LOCAL PLANNING AIDS MASON CITY DEVELOPMENT

Since 1965, Mason City has keyed its development to a well integrated system of Federal and State agency assistance and local resources. With the assistance of OPP's Bureau of Area and Local Planning (formerly of the Iowa Development Commission), the community completed a comprehensive plan in 1966. Following this, the community

established a full-time city planning department and proceeded with improvement of housing, community facilities, and the environment.

In 1971, Mason City is beginning to realize a return on its development efforts. A housing code and community shelter plan have been adopted and implemented in accord with the community plan. Also, a large area has been annexed, and water and sewer extensions are being constructed with the aid of a sewer grant from the Department of Housing & Urban Development.

In the future, Mason City will attempt to establish a Department of Community Development to coordinate planning, housing, and Federal and State programs. Also, a Low-rent Housing Agency may be established. Special emphasis in the immediate future will be on improvement of housing in the community and implementation of local policies for urbanization.

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IOWA COMMUNITY BETTERMENT PROGRAM

New this year, the Iowa Community Betterment (ICB) Program has the purpose of providing an incentive for communities to embark upon improvement projects in all areas by formulating an awards competition in which Iowa cities and towns compare their efforts with others of similar size. Cash prizes and achievement awards are earned in each of 6 population-size categories, the awards made possible by sponsors from Iowa business and industry. Present sponsors are Northern Natural Gas Company, Iowa Southern Utilities Company, Iowa Power and Light Company and Peoples Natural Gas Company.

More than 75 cities and towns of all sizes had indicated their intent to participate in the first year of this annual program. The official deadline for entry in the Iowa Community Betterment Program is April 15. Communities wishing to enter must submit an official entry form and an endorsement by their local governing body (city council or county board of supervisors), both forms available from the Division of Municipal Affairs, by the deadline date.

Regional meetings to explain the ICB Program to municipal officials, chambers of commerce, clubs and organizations were held in Ottumwa, Des Moines, Creston, Mason City, Fayette, Spencer, Cedar Rapids, Council Bluffs, and Burlington during March. Meetings are tentatively scheduled at Sioux City, Fort Dodge and Waterloo for early April. Staff members will also visit entering communities during the course of the program year to answer questions and provide counsel regarding the ICB Program.

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OPP TRANSPORTATION PROGRAM

OPP has recently assumed responsibility for two new projects in the area of transportation planning. Governor Ray has assigned responsibility to the Office for Planning and Programming for Iowa's participation in the 1972 National Transportation Planning Study (NTPS). In addition to this responsibility, the Office has been designated to develop the procedures and to accomplish the support tasks necessary to implement the Governor's objective of establishing a State Department of Transportation (DOT). These two activity areas will be reported on a regular basis. An overview of the scope and objectives of the NTPS is presented in this issue. The results of the analyses and progress leading to a State DOT will be documented as the project develops.

National Transportation Planning Study (NTPS)

The U.S. Department of Transportation has undertaken a National Transportation Needs Study which will be used as a basis for legislative and expenditure recommendations to the President and the Congress. It is intended that the study results will be forwarded to Congress early in 1972. This is the first study of what is intended to be a continuing assessment of the nation's transportation system, with biennial reports to Congress.

In addition to the statutory purpose of this study, the work requested of the states and urbanized areas should (1) encourage cooperative, comprehensive and continuing planning by each state and by each major metropolitan area for providing public transportation facilities and services; (2) help develop a recommended program of federal transportation expenditures up to 1990 which is coordinated with state and local plans and programs; and (3) collect information to increase the effectiveness of the allocation of federal resources.

A National Transportation Needs Study can have a number of benefits. First, it will develop a more complete picture of the nation's transportation system. The study will produce the first multimodal transportation report to the President and Congress. Second, it can improve the quality of transportation planning at all levels of government, as well as in the private sector, by stimulating more thorough multimodal efforts which treat transportation as a service and recognize the ability of transportation to shape the nation's development. Third, it will increase the relevance of planning by linking local, state and federal efforts into an overall planning, policy-making and implementation framework. Fourth, it will provide a firmer base for federal policy-making by presenting information and alternatives for the entire national

transportation system in a single, consistent manner. Fifth, it can stimulate the building of institutions at and between all levels of government and industry to encourage more rational and intelligent decision-making on the nation's transportation system.

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C.A.M.P.S. and RURAL DEVELOPMENT

Many of Iowa's rural residents, either by choice or necessity, will migrate to metropolitan environments. Too frequently, rural individuals lack the skills needed for earning an adequate living and for developing a meaningful life in the urban community. Rural individuals who migrate are not the only people who encounter manpower problems. Severe problems related to employment and to building a meaningful life also occur among rural individuals who choose to remain in a rural environment.

Rural Development's most important aspect is people. And the Cooperative Area Manpower Planning System (CAMPs) addresses itself directly to this aspect of Rural Development. Individuals from Federal, State, and local agencies are concerning themselves with Rural Development and our rural population.

One of their prime concerns is to provide rural residents (farm and non-farm alike) with equal opportunities to receive employability development services which meet their personal needs. In so doing, community growth is stimulated by aiding in the development of a work force readily available to industry.

CAMPs seeks to achieve this objective through Cooperative Manpower Development. Manpower development may be accomplished through: (a) expression of local needs by local people; (b) assistance in program design and provision for delivery systems to reach rural areas with programs and services to meet these needs; and (c) implementation.

Community development will tend to follow if the manpower development objective is achieved. Not only will marketable skills of individuals be improved, community attitudes regarding development will be improved and more readily apparent to new and/or expanding industry.

New industries and businesses, as well as expansion of existing facilities, require people having particular skills. It is natural to assume that locales equipped with an adequate supply of trained people would be a major influence on decisions concerning expansion and/or relocation. This will help to reverse the trend and bring industry to people rather than forcing people to migrate to industry.

ENVIRONMENTAL IMPACT CLEARINGHOUSE

Federally-approved projects which might have a significant impact on the environment must now undergo a special review. An *Environmental Impact Statement (EIS)* must be submitted by project sponsors to interested state and local agencies for comment before the project application can be sent to the federal government.

OPP is now integrating the EIS review system with the State Clearinghouse for federal grant application reviews. This merger should:

1. Substantially improve the efficiency of the EIS review system;
2. Insure a full opportunity for interested agencies to participate in the system;
3. Expedite the EIS reviews so that they are not an unnecessary paper log-jam in obtaining federal projects in Iowa; and
4. Provide a mechanism for resolving agency disagreements.

Federally-approved projects subject to EIS requirements fall into 3 major categories, each requiring its own set of review procedures:

1. Projects where the federal government provides funds for construction, as for a highway. Applicants for these grants already must submit a "letter of intent" to the State Clearinghouse prior to application; in the future, the letter of intent must specify whether the proposed project will affect the environment and, if so, whether an EIS is being prepared.
2. Projects where the federal government undertakes direct construction, as for a Corps of Engineers reservoir. Procedures are being developed to replace the current ad hoc reviews.
3. Projects where the federal government regulates construction, as for a power

plant. Environmental review procedures are to be developed for such projects.

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FORTHCOMING REPORTS

The Quality of Life in Iowa: An Economic and Social Report to the Governor -- 1970 has been released to the press and will be available to the general public upon the completion of printing.

The *Report*, which is required by law, consists of an assessment of economic and social conditions during 1970.

A summary of the *Report* will be published in a later edition of the OPP newsletter.

Another publication which will be of general interest is an analysis of population changes between 1960 and 1970. In addition, population projections to the year 2000 will be compiled for the State and various subdivisions by five-year age brackets. This publication will also be summarized in a future edition of the OPP newsletter.

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