

A STATE PROGRAM FOR RURAL DEVELOPMENT

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A STATE PROGRAM FOR RURAL DEVELOPMENT

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SUMMARY

The objectives of this thesis are: to identify and examine the primary administrative/planning organization that exists in the State of Georgia for planning and guiding rural development and recommend a state organization for administering and planning a comprehensive state rural development program.

Rural development must be state centered, with the state providing the hub around which local governments and federal programs revolve. The state must establish an effective and sound work relationship with the federal government and its own local governments. The re-organization of Georgia state government gives the governor more control over the operation of the state government than has ever been present in the past. The APDC's have wide latitude in fitting their operations to local problems, with minimum restrictions imposed by the state, although the governor, through the budget, can exercise considerable control. The current tendency of the federal government to shift its decision-making capability to the regional level and in

some cases lower is a factor in increased program management flexibility. Much needs to be done to improve the ability of small local governments to manage their own affairs and work with other governmental units.

The Rural Development Act of 1972 is a significant piece of legislation. Its passage and implementation at a time of national financial crisis and a major shift in the financial relationships between the federal government and local and state governments has created a climate of extreme apprehension among its supporters and prospective beneficiaries. The fact that Congress opted for the standard loan and grant system of financial support rather than establishing a self-perpetuating credit system is a major deficiency. Financially, as things now stand, the states will need to make some decisions as to how "rural development" will fit into a revenue sharing system. The lack of support for the planning provisions of the Act appear to be exceptionally short-sighted, if the eventual implementation of the Act is to avoid some of the "money wasting" and "wheel spinning" that other federal programs have experienced. The State of Georgia,

if the Act is ever implemented, is in a good position organizationally, and from an experience base, to utilize the provisions of the Act fully and rapidly.

The State of Georgia, through the Department of Community Development, the University system, and the Area Planning and Development Commission is committed to a program of rural development; however, the program does have some voids that mitigate against a completely comprehensive approach:

(1) Governmental organization has channeled "rural development" to one major department; this factor tends to tie "rural development" only to community development.

(2) The state has a good planning structure; however, it is more notable for what the state allows to be done than what it requires at the regional levels. There is definitely room for more definitive guidance by the state to the APDC's.

(3) Local governmental leadership is, in many cases, weak and revenue raising ability weaker. Assistance is needed if education is to be improved, local revenue sources enhanced, land use controls implemented. In short, there is much more room for state help, as

an interim measure to rural development plans being implemented.

Only the state can create equal school systems by setting standards and balancing funding between poor rural areas and more affluent areas. Only the state can keep the lid on poor land uses until efficient local governments can be developed to handle the problem. Only the state can make all major departments coordinate on agreed rural development objectives. The last process is difficult when one considers that labor, transportation and education are not, strictly speaking, responsive to the Governor. They are to the people and the ballot, but this does complicate achieving "unity of effort."

The existence of an overall state rural development plan that is based on the goals of the state administration and backed up by a planning hierarchy, representing all levels of government with clear lines established to the Governor, is a minimum for effective planning. The interior organization to cover all the established functions of a rural development program is the added measure that provides the required planning emphasis. Planning alone is not enough; how it works

is the real test and this is a function of citizen acceptance as well as state legislative and regulatory support. The state's ability to allocate resources is an area that deserves special attention because it usually benefits those things that develop the quality of human resources. Since rural development is special because of the urgency associated with it, close supervision by the state is essential as well as the establishment of the priorities that the regulatory powers of the state can provide. The legislative backing of innovative and controversial programs implemented by municipal governments is also very essential.

CHAPTER I

INTRODUCTION

Rural Development as a subject to receive "special" treatment is relatively new and can be dated to the passage of the Rural Development Act of 1972 (PL92-419), sponsored by Senator Herman Talmadge (D. Ga.). This Act provides comprehensive coverage of rural development needs and further connects the needs with the problems of urban areas. The Act assumed that the solution of rural problems is fundamental to the solution of many of the problems that exist in our rapidly growing urban areas. One of the main thrusts behind the Act is the provision for development opportunities in rural areas that, mainly, have been available only to urban areas. The key point in this philosophy is that the Act will provide the missing ingredient that will permit the nation to have "balanced growth." It is an established fact that the population of the nation is concentrating more and more in the "urban centers" of the country, and the rural

community that was oriented to the support of agriculture is becoming the "loser." Even though this trend has increased the population of the "urban" centers, these centers also become "losers" by acquiring people from rural areas ill-equipped to fit into the "big city," and, as a result, they become a social and economic burden. What to do about it is the question, and constitutes the basis for rural development programs.

What is meant by rural or rural area? The Rural Development Act of 1972 (PL 92-419) has become the focal point of rural development and it is difficult to see how any program of rural development conducted by a state or local government could be formulated without some involvement with the Act, so for this reason this discussion will use the definition of rural area that appears in the Act. A rural area is described as open country and towns up to 10,000 persons. However, when assistance to private industry is the purpose of the Act, then:

All areas not within the boundaries of cities of 50,000 or larger and not within the immediately adjacent urbanized or urbanizing areas which have a population density of more than one hundred persons per square mile

become the criteria.¹ There may be other definitions just as valid, but this one provides a useful and realistic base line.

In any concept of rural development that goes beyond population distribution, there is one other element that needs to be understood, and that is the general classification of the population into groupings of "farm" and "non-farm." The programs that emphasize agriculture and forestry are essential to rural development, but are highly specialized and affect this thesis only as they affect the economic and social well being of rural communities. Agriculture and forestry are vital elements in any rural economy, but constitute only a small part of non-farm or rural community development. It is the non-farm aspect that receives major emphasis in rural development programs. The major elements to be considered in rural community development are:

- (1) Creating and supporting improved community facilities and services to provide a high quality of life in rural America.
- (2) Taking the actions required to provide increased job places, economic opportunities, income, and business activity required to financially support the private and public expenditures and investments required to attain the desired quality of life.

- (3) Building and providing the additional public works and community facilities and services required to attract and support economic growth and a high level of economic activity.
- (4) Facilitating investment in rural development.
- (5) Attention to and accommodation of other sociological factors.
- (6) Establishment of a system that will provide continuous formulation of acceptable, widely known, well understood, coordinated general purpose plans for rural community improvement, including land use and environmental protection, enhancement plans, and enforcement codes.²

Why is Rural Community Development a special subject? The "small town" life style is alleged to have a certain appeal, and this appeal, under favorable conditions, would hold down out-migration from rural areas and induce in-migration. This effect, it is hoped, will eventually stabilize or even reduce the growth that is being experienced by our urban centers.

Another thing to examine, when considering the rural aspects of our nation, is the number of people who are still classified as rural and then compare the problems that this segment of our population is experiencing to the rest of the nation. Twenty-seven of the fifty states have over 50 per cent of their population in rural areas; this, converted to a national basis,

translates to about 36 per cent of the total population which can be considered as rural.³ Georgia is one of the states with a significant rural population. The 1970 census places it at about 50 per cent. It would seem that since twenty-seven of the fifty states are of significantly rural composition emphasis on rural development would about equal that of urban development: such is not the case, and the unequal balance is evidenced by federal spending patterns in 1970:

Fifty-seven percent of Federal outlays in fiscal 1970 went to the most urban counties, only 3.3 went to sparsely settled rural areas with no urban population.

Federal outlays per person were highest in the semi-isolated urban counties--\$835 per person. Least favored were the densely settled rural counties--\$449 per person. (Data reported by Calvin L. Beale, 1971, Economic Research Service of the U.S. Dept. of Agriculture.)⁴

The advent of revenue sharing has made any recent judgments of federal spending rather difficult to make. The above data is shown to indicate that the most rural areas have not received as much financial support as those places with an "urban tag."

Walter W. Wilcox, senior specialist in agriculture (U.S. Dept. of Agriculture) has looked at the population distribution in rural areas and initiated

a study that classified population groupings according to their ability to reach jobs. The study, "Characteristics of U.S. Rural Areas with Non-commuting Population," classifies the rural areas of the U.S. into two categories:

- (1) Those rural areas falling within the nearby orbit of urban centers and providing jobs that persons can commute to (50 miles is an approximate limit).
- (2) Those rural areas where jobs in urban employment centers are not within easy reach (non-commuter counties).⁵

When the population of the United States is examined in this way the 1970 population figure of just over 203 million is divided up as follows: 82 per cent of the population is living in 800 urban (employment center) counties, 6 per cent in 520 commuter counties: 1700 counties had no commuting linkage with any urban employment center; these counties accounted for 12 per cent of the national population total, or about 24 million.⁶ This way of looking at rural population is new and significant, since job availability is the key to any developmental problem. Mr. Wilcox's analysis of the social and economic conditions in these non-commuting areas bears this out. The non-commuter counties have:

- (1) Twenty-one percent of the total of inadequate or crowded housing units.
- (2) Local governments that spend only 83 percent as much per capita as local governments in commuter counties with only half as much spent on education, hospitals, sanitation, police and fire protection.
- (3) A ratio of revenue to personal income of \$66/\$1000 as compared to \$61/\$1000 per urban county to \$57/\$1000 for commuter counties.
- (4) Twelve percent of the national population, and 24 percent of the poverty population.

All of this further illustrates that the non-urban part of the nation does have significant economic and social problems and that a comprehensive rural development program is in order. Why rural development and not just development? It is well established that the well-being of our urban areas is tied closely to the well-being of our rural areas. Urban and rural problems appear much more manageable when they are separated.

The problems of the nation's rural areas are well defined and they have not been neglected as much as a cold analysis of statistics would suggest. Much has been done, particularly by the federal government, to alleviate rural problems. As a matter of record, there are and have been many programs enacted and funded by the state and federal governments. This

multitude of programs, sponsored and administered by many different agencies, has been part of the problem. The number is large enough so that small town mayors and their councils have been lost before they start. Governor Bruce King of New Mexico, in testifying before the Senate subcommittee for rural development, expressed the problem of the small town in this way:

A community that plans to be successful in obtaining Federal loans or grants must be willing to spend much time and money in getting through the bureaucracy. In fact, to become knowledgeable in the Federal programs available, a community must hire a full time specialist, just to do the paperwork. Who does this for rural areas? Most counties are already hard pressed for funds to pay adequate wages.⁸

Federal programs that offer technical and financial aid to community development leaders and others interested in expanding rural community development efforts number more than one thousand.⁹ These programs are administered by twelve U.S. cabinet departments and fifty independent agencies. From this it can be seen that the rural development problem has been acknowledged by many, but the legislation to assist in the solution is not coordinated to any great degree and does not reflect a comprehensive program.

It is evident that the federal government has been the "prime mover" in whatever "rural development" we have had up to this point. This is not necessarily because the states have voluntarily abdicated leadership, but more than likely because most of the problems in the rural areas, as in other areas, have needed money for their solution that went beyond the capability of the state to provide, and required resources that were available only to the federal government. The necessity for the federal government to handle major social problems got its start in the early 1930's and certainly has not been slowed down by the national emergencies that have occurred since then. The federal government has had the money and assumed the responsibility and this established a direct link between the recipient of the aid and the giver. There may be some advantages to this but certainly there are many disadvantages that occur when the state is eliminated from the process. The federal government is just too far removed from the rural development situation to be an adequate judge of need or the direction that various programs it is funding should take.

The shortcomings of the efforts of the federal government have been recognized and over the years the government has moved to correct the deficiencies, and much has been accomplished. By 1970, the approach to rural development had shifted from farm and farm oriented programs to programs that were more comprehensive, at least in concept. This is clearly brought out in the Agricultural Act of 1970:

The Congress commits itself to a sound balance between rural and urban America. The Congress considers this balance so essential to the peace, prosperity and welfare of all our citizens that the highest priority must be given to the revitalization and development of rural areas.¹⁰

The Act further provided for planning and technical assistance and required joint action by both the Department of Agriculture and the Department of Housing and Urban Development.

The latest major piece of rural development legislation (Rural Development Act of 1972) to be passed into law by the federal government is the most comprehensive rural development legislation to date, and as the sponsor of the legislation, Senator Herman Talmadge (D.-Ga.), stated, it is intended to: "Bring it all together." The remedies to correct rural ills

are not as extensive as earlier versions of the bill would have provided, particularly on the economic side. Still, in all, the Act does represent many steps forward. The specific elements required for effective rural development are recognized and provided for. Some examples are: A special Assistant Secretary for Agriculture, for rural development, is provided to insure coordination with other government programs and agencies; local government projects must have the approval of sub-state (multi-county) planning agencies. Money is provided for planning review as well as for general planning. These provisions move the state, to a slight degree, back into the governmental linkage that will direct Rural Development. Like most other federal programs, the Act is facing fund limitations and the full impact of the Bill is not likely to be felt for some time. The administration is approaching the whole concept of rural development cautiously, and has decided to try it out in one multi-county district per state first. The Slash Pine district and Area Planning and Development Commission is Georgia's candidate.

Up until now the federal government has been the leader in "rural development activities"; however,

recent trends in government indicate that the emphasis must shift to the state if progress is to continue.

Georgia, according to the 1970 census, had about 50 per cent of its population residing in rural areas, according to the definition used in the Rural Development Act of 1972. This means that if the problems plaguing rural areas nation-wide exist in Georgia, and many of them do, the state should be directing a large portion of its legislative and governmental efforts toward the rural areas, and, to a degree, this is so. Mr. James O. Bohanon (Deputy Commissioner, Dept. of Community Development) indicates that a major portion of the effort of the Georgia Department of Community Development is allocated to development of rural areas; the theory being that the larger metropolitan areas, such as Atlanta, have the capability to handle their own problems and do so.

Georgia is in an excellent position to make maximum use of the Act. The sub-state planning capability that exists in the eighteen Area Planning and Development Commissions (APDC's) more than meets the planning requirements of the Act. The real test of rural development in Georgia will be made around the

ability of the state to formulate and conduct a comprehensive program. Another factor will be the dependence that the state feels it has on the federal government for rural development leadership and funds.

The Slash Pine Rural Development Demonstration Project (the pilot project of the Rural Development Act of 1972 for Georgia) is being pursued with vigor and has expert guidance. The project stands an excellent chance to shape an effective policy for rural development in the state. The big question is whether or not the state can continue to pursue an effective rural development program in view of reduced federal funding and the declared intention of the federal government to turn back significant areas of responsibility in social and other developmental matters to the states.

Objectives

The objectives of this thesis are: to identify and examine the primary administrative/planning organization that exists in the State of Georgia for planning a comprehensive state rural development program.

Method and Scope

This thesis performs a critical analysis of the identifiable organizations in the State of Georgia that have a major designated responsibility for planning and assisting planning for rural development in Georgia. Material for this analysis has been obtained from current literature on the subject, with particular emphasis on recent U.S. Senate hearings and research, and by interviewing state officials who have clearly identifiable and assigned roles for rural development.

The organization of the Georgia State Government, state planning structures, local government planning and management capabilities and the impact of The Rural Development Act of 1972 are reviewed to determine how well the state is planning rural development on a comprehensive basis as well as to assess the state's full capability for supervising and planning rural development. Based on this critical analysis, an organization for planning a comprehensive state rural development program is recommended.

CHAPTER II

GOVERNMENTAL ORGANIZATIONS IN GEORGIA AND THEIR IMPACT ON RURAL DEVELOPMENT

Some Background

The State of Georgia has always had a strong rural flavor, and agriculture has always played a leading part in the affairs of the state. Even before the Civil War, the number of farms far exceeded the "plantations" and were the mainstay of agricultural production.¹¹ Rural communities, as support bases for agricultural production in Georgia, grew in numbers as the fortunes of agriculture flourished. Of course, as in everything else, technology's appearance in the agricultural process allowed for greater production with a smaller labor force, and has moved Georgia to the point that about five per cent of its population is now left on the farm; however, 50 per cent of the population is still located outside the major urban areas. As a result of this remarkable agricultural revolution, accompanied by improvements in transportation,

particularly the development of the automobile, the requirement for community centers to support agriculture was reduced and the requirement for rural communities to expand their economic potential became a necessity and forms the basis for rural development to be considered as a separate problem. The governmental structure in Georgia, because of the agricultural character of the state, has always had a rural leaning, though reapportionment in recent years has done much to establish an urban/rural political balance with an approach to a "one man, one vote" philosophy; the fact that Georgia has 159 counties, the majority of these being rural, does go a long way toward making the state government a rural government. If the county doesn't have a dominant urban center, then the county government becomes the dominant force. At any rate, the rural flavor of the state should be a decided "plus" in placing emphasis on rural development problems; at least the desire should be there.

The rural areas of Georgia have dominated the political scene up until recently and even now they still have significant influence throughout the state. Governor Eugene Talmadge used to say that he was

elected by people "who live where the trolleys don't run."¹² This was a true statement and indicated where the political power base of the state was and, to some degree, is still located. It would seem that with this rural leaning the state would have been one of the first states to utilize federal programs designed to bring the farm economy of the U.S. out of the slump of the depression years. Such was not the case. Governor Eugene Talmadge, in spite of his apparent rural leaning and overwhelmingly rural support, was vigorously opposed to the New Deal Programs and the significant farm support that was included.¹³ Governors subsequent to Eugene Talmadge did bring the state into the New Deal fold and continued participation in federal programs.

All in all, reapportionment, at least as far as the House of Representatives is concerned, is not all that it should be. A fairly good balance does exist between rural and urban areas in the General Assembly. If the state is to experience any difficulty in guiding a rural development program, it would probably not be because of competition between rural and urban law makers, but because of the excessive number of counties and the complex governmental problems they create.

Organization of the State Government and
Its Relation to Rural Development

General Considerations

In discussing governmental organizations and their ability to deal with the rural development aspects of their jurisdictions, it becomes necessary to define what it is that is meant by "rural development." In this respect, this paper primarily considers the non-farm aspects of rural development or "rural community development." Rural development consists of those programs designed to encourage urbanization of rural counties and municipalities. Mr. Bonsangue, Regional Planning Director, Dept. of Community Development, State of Georgia, looks at rural development as development, and looks on the term "rural development" as a "gimmick" to make the development programs for rural communities "something different." Development problems in rural areas are different than they are in higher density urban areas. One big difference lies in the abilities of local governments to handle them. The more urban an area, the more sophisticated and knowledgeable the government. This implies that the capability for planning and guiding development is

much more highly developed in the large urban areas. If progress is to take place in the less developed areas of the state it will be necessary to fill this planning void. Large urban areas can take care of themselves; rural communities that must urbanize to insure their own survival need the help, and it is to the state that these small local governments should look for help.

Organizations are frameworks that group functions and people and delineate lines of authority to accomplish certain goals. The State of Georgia has its goals which it discusses in A Blue-Print for Action-Goals for Georgia in the Seventies. The goals are listed under the general classifications as follows:

- (1) Education
- (2) Human Resources
- (3) General Government
- (4) Natural Environment
- (5) Protection of Persons and Property
- (6) Economic Development
- (7) Transportation

Nowhere will you see a mention of whether the programs apply to urban or rural areas. The degree and nature of the problems will vary by area, not the general category. The point made here is that the functions that affect individual or community welfare are generally

the same, priority and emphasis are not, and this allocation of effort and control becomes a state function, particularly where balanced results are required. The state government's function is one of service and also one of leadership. The leadership aspect is best expressed as follows:

Each state should be called upon to develop a state policy on community development in which specific assistance programs are identified and funding needs determined. A compilation from all states would provide the basis for future federal programs and necessary financial support.¹⁴

This statement by James W. Monroe, Executive Director, Economic Development Council, has certain merit. A policy of this nature, even though its primary intent would be to alert the federal government as to rural development needs and act as a federal coordination measure, would also have the advantage of alerting state departments on areas of possible emphasis and acting as an indicator of where coordination is needed. Georgia has no formally stated policy on rural community development; however, the state's functional area approach is comprehensive, but whether or not it is sufficient in itself to place the proper priorities on rural community development, particularly as far as coordinated action is concerned, is open to question.

Jimmy Carter, Governor, State of Georgia, in commenting on "rural development" had this advice to give to the Senate subcommittee on rural development:

- (1) Include state government as an active participant in coordinating and directing federally assisted programs which affect the rural and urban areas.
- (2) Provide financial incentives for planning and development on an area-wide basis. Most of the crucial problems facing rural areas--economic revitalization, transportation, pollution control, and development of human resources--cannot be dealt with on a county by county basis. Rather, they must be solved using an area-wide approach with strong support and guidance from the state.¹⁵

This plea for the state to be the major force in directing federal programs, plus the emphasis on sub-state regional solutions, certainly implies that the state should prepare and implement a comprehensive development plan and fully integrate regional plans into the overall state plan. Georgia has moved in this direction, but as yet has not progressed as far as the Governor's statement indicates that it should.

The effectiveness of rural development programs in Georgia is tied to the abilities of the sub-state planning organizations to plan and move ahead. The one hundred and fifty-nine counties in Georgia, as the next

step down from state authority, seem to present, on the surface, major political problems. The fact that most of these counties and incorporated municipalities have chosen to identify themselves with the eighteen Area Planning and Development Commissions (APDC's) is evidence of a move toward some government consolidation, at least as far as planning is concerned. On the other side of the coin, the state's role in assisting and guiding regional actions needs to be examined to determine the state's ability to coordinate with the APDC's planning efforts.

Organization at the State Level

The Georgia state government examined here is, in many respects, a new state government. In 1972, the General Assembly approved a reorganization that changed the structure of the state government along what was hoped would be more functional lines, and that would have a structure that promoted a much higher degree of coordination among the various state agencies, and that would lend itself to comprehensive and coordinated planning. Governor Carter, the architect of the reorganization, explains its goals in this fashion:

We in Georgia have initiated a reorganization of state government in order to maximize both the effectiveness of individual state agencies and to develop a better overall planning and management system for the total efforts of Georgia's governmental operations. As an integral part of our planning and management efforts, we are vitally concerned with the responsible management of the financial resources of all federal grant-in-aid programs so that they too will serve the goals of our people in the most effective and efficient manner.¹⁶

The Governor went on to state that the sub-state aspects of planning were solid and that his state reorganization was to insure state coordination and comparable planning at the state level.

One very important thing about the government of the State of Georgia: the governor is a one term (four year) governor, and his effectiveness will lie in the organization of the state government, and will specifically be determined by the number of critical state officials that answer directly to him, and tied in with this will be how many of these officials he appoints. A schematic diagram of the major state governmental departments appears in Figure 1. The organization shown is not in detail and does not show all state organizations, just those with a major impact on the "rural development" problem. Of the fifteen major departments three are headed by elected officials:

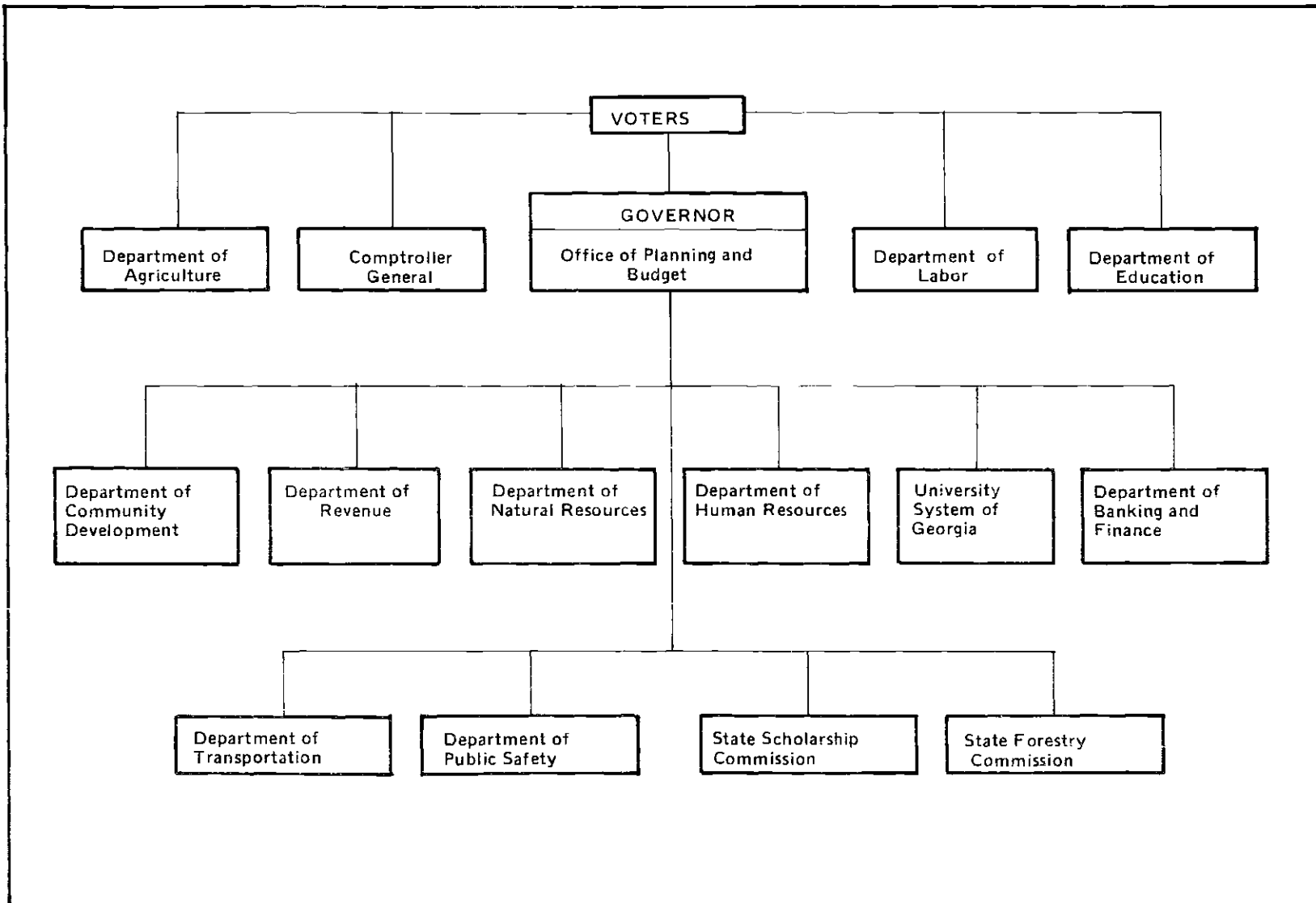


Figure 1. Georgia State Government

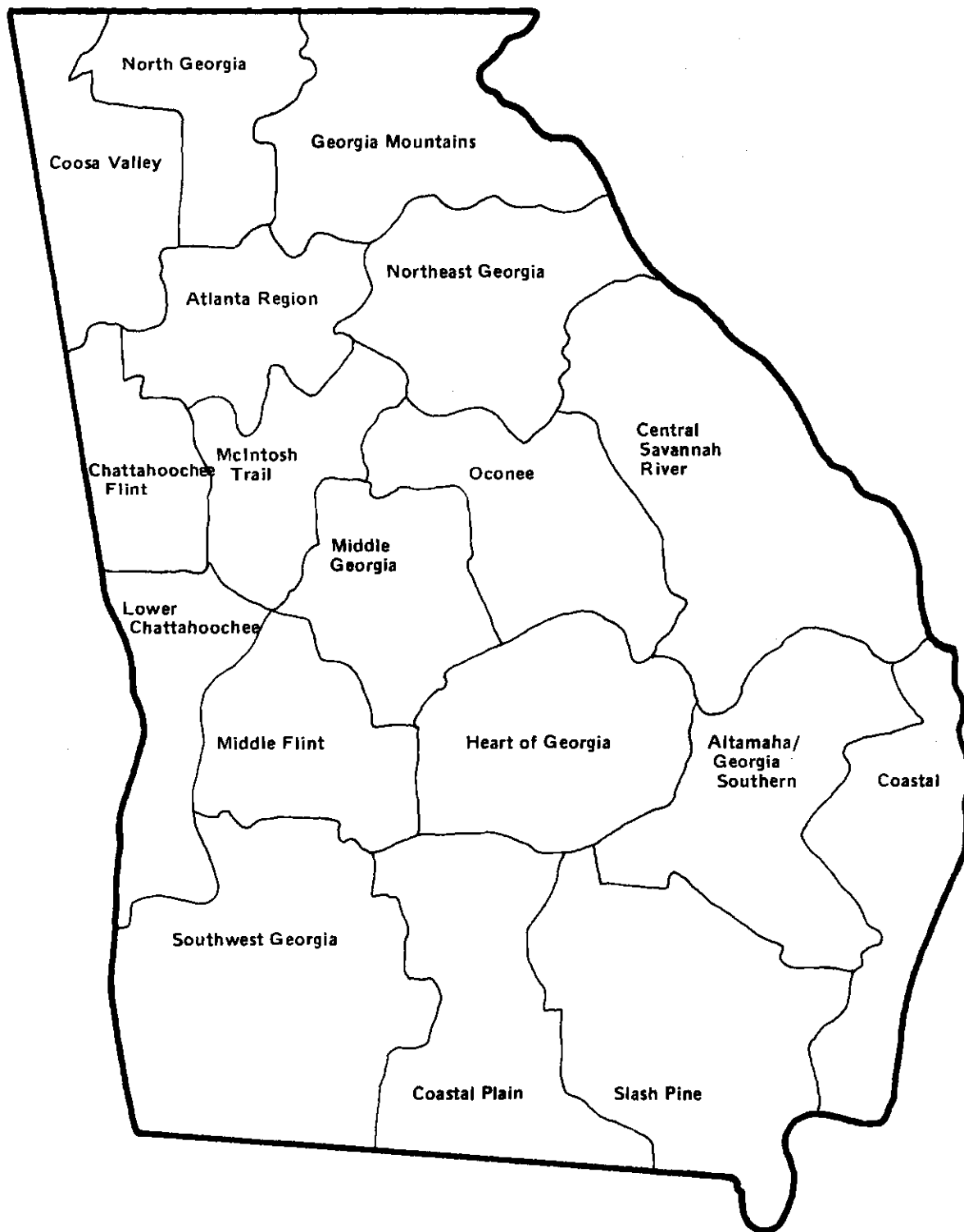
- (1) Department of Agriculture
- (2) Department of Labor
- (3) Department of Education

In the case of the Departments of Agriculture and Labor, they do stay outside of the Governor's appointive power. In the case of the Department of Education, even though the State Superintendent of Schools is elected, he and the Department of Education must contend with a state Board of Education which is appointed by the Governor and confirmed by the Senate. The Department of Transportation is another department that has escaped from the appointive power of the Governor. In this case, the commissioner who heads the Department of Transportation is elected by the State Transportation Board which is elected by the General Assembly. So this one major department whose activities are vital to any rural development program is also not under the Governor's direct influence. In the case of all the other departments, the boards that select the commissioner and directors are appointed by the Governor and are firmly established in the direct path of his influence. In spite of some fragmentation in the appointive power of the Governor, the most vital coordinating office in the

state government is highly responsive to the Governor's desires not only because he appoints its head, but by its location in the office of the Governor. This is the office of Planning and Budget.

Regional Organization. From the discussion so far it is evident that the state organization is capable, at least on the surface, of a coordinated effort. This, as Governor Carter indicated, was a goal of the state. The other part of the process was the sub-state planning capability that exists in the state, namely the eighteen Area Planning and Development Commissions (APDC's). See Figure 2 for locations and boundaries.

These commissions represent an attempt by the state to work around some of the problems caused by the many local governmental jurisdictions in the state, by establishing a planning mechanism that can cross county lines. The nature of the Area Planning and Development Commissions is best explained by Mr. Nicholas Bonsangue, Director of Regional Planning, Department of Community Development, State of Georgia, when in an interview with the author he described the APDC's as completely autonomous organizations, and a



Boundaries effective: July 1, 1972
Figure 2. Area Planning and Development Commissions

"mixed bag." This is an apt description, because the state exercises no firm line of control over them and their composition is anything but uniform. Area Planning and Development Commissions are authorized by state enabling legislation; membership in them is voluntary on the part of the local governments that fall within their area jurisdiction. The commissioners themselves pretty much determine what their composition will be. Section 13, Georgia Act No. 885, states the requirement as follows:

Each Area Planning and Development Commission, by law, shall provide for the selection of Commission Representatives; however, there shall be a minimum of one representative of each county and a representative of at least one municipality within each county.¹⁷

The minimum membership requirements specified by the state permit the utmost flexibility in putting an APDC together. This is a good concept; it allows the commission to be organized to reflect local needs and conform to political reality. An examination of the composition of the existing eighteen APDC's does show marked differences and gives credence to Mr. Bonsangue's remark that the APDC's are a "mixed bag." As to the autonomy of the APDC's close examination of Section 14,

Georgia Act No. 885, bears out this observation. The section lists the things that they can do, notably the commissions may: "Adopt by-laws and make rules and regulations for the conduct of its affairs."¹⁸ So not only do the commissions, considering certain minimum requirements of the state, determine their own composition; they also set their own rules and regulations. To emphasize this point of independence, the following two provisions, more than any of the others, indicate the broad operational latitude these commissions have:

Area Planning and Development Commissions may:

- (h) Cooperate with, and provide technical assistance to, all units of local government and planning and development agencies within the area and coordinate area planning and development activities with those of the state and of the units of local government, within the areas as well as neighboring areas and with the programs of federal departments, agencies and regional commissions; and
- (i) Carry out such other programs as the governing authority shall require from time to time.

Any way you take it, the APDC's have the authority to proceed in just about any way they think best. In fact, it appears that the very thing that Governor Carter was pleading for, namely a federal government guarantee that the state would have a major role in

supervising and administering federal programs, could easily be abrogated by the state in the latitude given to the ADPC's to coordinate directly with just about any one. It is a danger, but the state has held for itself certain "trump cards." First of all, the APDC's are creatures of the General Assembly, and enabling legislation can be changed, plus a significant part of their money comes from the state, currently up to \$65,000 (for each APDC) per year, and it is the belief of Mr. Bosangue, Regional Planning Director, Department of Community Development, that this would be doubled if the federal funds are curtailed.

Even though the state has allowed the APDC's great latitude in conducting their operations and deciding on the general policies they will pursue, there are some state requirements that must be met. These are generally in the area of coordinating requirements either as a planning service to the state or as an input to a coordinated state planning effort. The APDC's:

- (1) Are required to review and comment on applications that units of local government in their areas make for loans and grants whether these applications be to the state or federal government, to quasi-governmental or private agencies.

- (2) Must prepare biennial reports on both long and short range developmental projects. These are updated annually. All capital improvements programs are based on a six-year forecast.
- (3) Are required annually to conduct public hearings on their proposed projects.¹⁹

Obviously, these three requirements involve much more detail in their understanding than what is shown here: the purpose of including them is to show that, in spite of their virtual autonomy, the state has set some minimum control requirements. In addition, the eighteen APDC's are further linked in what can best be described as a "loose confederation" by the Georgia Regional Executive Directors Association on which each APDC has representation. Of the three requirements imposed by the state, number one is probably the most binding from the standpoint of exercising planning control. Rural development, in many cases, depends on financial assistance in some form, from either the state or the federal government. The state requires that applications for financial assistance made by local governments be reviewed by an APDC. This review, in addition to being an effective coordinating device for the state, also fulfills a significant federal requirement posed in circular A-95, Office of Manpower and Budget, which

in simple terms tells heads of federal agencies not to hand out any funds to cities or counties unless the application is first approved by the concerned "local development district": in Georgia, this is the APDC.²⁰ In addition to the state regulatory requirements listed in the enabling legislation, a "fact book" is kept by the Regional Planning Office of the Community Development Division. This is a summation of all pertinent data pertaining to the APDC's, projects in being, projects completed, budget levels, and many other items that give indications of progress. This book is used by the planning office to develop guidance for the APDC's as a basis for future actions and programs.

The emphasis on rural development in Georgia has been placed on the APDC's, and from a realistic point of view it is difficult to imagine any other course. The Rural Development Act of 1972 is a tool to help the APDC's, and the planning requirements listed in the Act facilitate APDC operations by providing money to finance planning and review functions. In this respect the Act is like many other pieces of federal legislation.

The Georgia Department of Community Development.

The Department of Community Development has dedicated a major part of its effort to the assistance of rural areas with both economic and general planning programs. When the reorganization of the state government redesignated the Department of Industry and Trade as the Department of Community Development, there was more than a name change involved; there was also a major realignment of functions. The most notable of these changes, as far as rural development is concerned, was the establishment, within the department, of a Community Affairs Division. The primary functions of the Division are community planning and assistance. The Division consists of three offices. These offices and functions are as follows:

- (1) The Office of Regional Planning: administers and manages the Housing and Urban Development (HUD) Community Planning and Management Assistance Program, sometimes known as the "701 program."
- (2) The State Model Cities Coordination Unit: is the primary contact on the state level for the five Georgia model cities located at Alma, Bacon County, Athens, Atlanta, Gainesville and Savannah.
- (3) The Local Assistance Coordination Office: is a focal point and clearing house, at the state level, for local governments and communities seeking information and assistance from various state agencies.²¹

At the present time the functions of the offices are primarily tied to federal programs, and this includes the community assistance office as many of the state assistance programs have federal origins. This emphasis on federal programs is a very important factor as far as the APDC's are concerned, because it accounts for a significant portion of their financial support, primarily the HUD 701 program. What happens to these offices as more federal programs are withdrawn from active federal financial support and more reliance is placed on "revenue sharing" is an interesting point and one with which the state must come to grips, if a long term approach is to be taken toward rural development.

The local assistance coordination office is a new office, but a very much needed addition to the division's rural development efforts. It is a well established fact that one of the main problems facing small local governments are the many aid programs, administered by a multitude of agencies, that are available, and the complex requirements that exist for obtaining them. In most cases small governments are not in a position to know what these programs are or

how to apply for them. This office, as a state governmental function, appears to be a step forward in solving the small government's assistance problems. The office does represent a new approach and will need an initial period of "trial and error" before determining exactly how to best operate. Mr. Walter Brown, currently heading the office, indicates that the following measures will constitute the major parts of his initial approach to local assistance:

(1) Publishing a catalogue of available assistance programs.

(2) Frequent visits of his staff to appropriate municipal and county government offices.

(3) Establish and publicize a toll-free "WATS" number that can be used to contact his office.

(4) Publication of a newsletter on an "as needed" basis.

(5) Orientation films.

(6) An extensive "public information" effort.

Mr. Brown foresees his initial task as one of information dissemination. The staff available to Mr. Brown consists of six persons; this is a small group with which to conduct a state-wide effort. To help

overcome this apparent manpower shortage, Mr. Brown indicates that the State Department of Agriculture has agreed to allow the resident county agents to be trained to assist his office. This concept is certainly an innovative one, but whether or not the agents are capable of this duty, in addition to their normal agricultural functions, remains to be seen. The concept is certainly worth a try and does represent an initial attempt to merge some of the efforts of the two departments that are most interested in rural progress. The office is prepared to handle both state and federal assistance.

One of the strong points of the office, in addition to the assistance that it can render directly to its clients, is the ability of the office to contact other state agencies or offices that can give further assistance or may have a vital interest. In this respect the office can be an exceptionally strong coordinating force. The one thing that only time can answer is whether or not a single office unit can be sufficiently responsive, or whether branch offices will need to be established to provide adequate service.

Summary

Georgia has a state governmental organization that can effectively plan, monitor and coordinate all of its rural development activities. The focus of planning, the Office of Planning and Budget, being in the Governor's office, is a very strong organizational tool that can insure coordination. The large number of departments influenced by the Governor's appointive power is also an organizational plus. On the other side of the coin, the autonomy that is permitted to the APDC's allows for the utmost flexibility in area planning. If any critique is to be made of these arrangements it would concern the state's inability to give definitive guidance to the APDC's. The political realities of the situation: the voluntary aspect of membership by member governments and the significant support given by the federal government certainly influence the amount of direct control the state can apply. Hopefully, the "new Federalism" will place much more financial power back in the hands of the state. The independence of local governments is another matter, and their views on rural development projects can make the difference between the success or failure

of these projects. Georgia is not a strong "home rule" state and local governments are still frequently creatures of the legislature, but the power of the ballot can cancel this out to some degree, and there is still the matter of one hundred and fifty-nine counties as a major governmental coordination barrier.

The Ability of the State to Work with
the Federal Government

Even with the apparent desire of the federal government to turn back to the state the maximum amount of control in developmental actions, the federal government will continue to take a significant part in rural development. The ability of the state to work with the federal government is becoming increasingly important. This has not always been the case, and many federal programs have dealt directly with "sub-state" levels of government (cities and counties). This has been effective as far as the two interested parties were concerned, but effectively removed from the state a large portion of its rightful responsibility, and to a large degree the states must accept the blame for this abrogation of authority.

The federal government has been moving in the direction of having the state assume the responsibility for the execution of programs, but not at the expense of foregoing basic controls, which it exercises through allocation of funds. In recent federal legislation it has become more and more apparent that the basic guidelines of federal programs must be met by the states before funds are released. The states will regain administrative control of federal assistance programs, but policy control, exercised through allocation of funds, will continue to be the province of the federal government. From a management viewpoint this trend represents an excellent approach, and one which states would do well to adopt.

One of the complaints that the states have always made about the administration of programs by the federal government is that the federal government is too far removed from local governments to fully understand the problems it seeks to correct and this leads to inefficient administration and less than practical solutions. Even with more and more programs administered by the state, the "coordination distance" between state capitals and the national capital is

still great enough to be a major source of problems. Mr. William Bonner, Member, Board of Governors, American Institute of Planners, expressed it in this way:

I wish to reiterate that the institute favors a national development policy. We believe in the area wide need to provide effective service to local governments on the one hand and on the other to provide linkages between local governments and state and federal governments to make Federalism work.²²

It is the concept of linkages between the state and federal governments that is of immediate interest.

The principle of the federal government placing maximum decision-making power as close to the people as possible is just as valid for the "Feds" as it is for the state. Mr. Ed Adams, Director of the Community Development Division, Georgia State Department of Community Development, says that it has been his observation that the federal government is delegating much more authority to regional offices than it did in the past and that this is promoting a much better relationship between federal and state officials. If this is the case, the "new Federalism" does have a better-than-even chance of working. To be most effective, this decentralization of authority must also be

accompanied by a decentralization of administrative facilities to make the physical distance between federal and state offices as small as possible.

If effective linkages are established between the state and local governments and between the state and federal governments, then the state is the intermediary between the federal and local governments, and this is as it should be and places the state in an effective position to control events. However, to exercise adequate control, and not create bottlenecks, the state must establish points of contact that are clearly identifiable to both local governments and the federal government. Basically, the concept for effective control is the same for both the state and federal governments: move the decision-making ability as close to the people as possible.

The ability of the federal government and the State of Georgia to work together seems to be effective enough, and procedures for this cooperation fairly well established.

Local Government Capabilities

Discussions in this chapter have dealt with the state's general political background, organization of

the state government, sub-state planning mechanisms and federal/state government relationships. All of this discussion is relevant to rural development. The one missing ingredient, and the one most concerned with rural development programs, is the local government. Local governments in Georgia consist of counties and incorporated cities. It is in the small cities and counties that the greatest governmental weaknesses exist, and it is at this level that the greatest rural development emphasis must be applied. The elements of local government that require the most emphasis and assistance are:

- (1) Leadership
- (2) Management Expertise
- (3) Ability and desire to work and cooperate with other governmental units

Leadership

This is the first element of the listing and the most important, as it is difficult to see how the other elements can be developed without first acquiring leadership. Many views of management include leadership as an inherent quality of management. This may be, but from the standpoint of rural development its

importance is such that it is best considered separately. Positive citizen motivation is absolutely essential if a rural development program is to work. This citizen motivation must be generated by the elected political leadership and the officials they appoint. If the required leadership is not present, it must be developed. Mr. Max Harral, the Executive Director, Slash Pine APDC in south Georgia, in his initial planning for the conduct of "The Pilot Rural Development Project," as part of the Rural Development Act of 1972, indicates that local leadership and accompanying citizen motivation is fundamental to the success of the project. Mr. Harral further ranks this leadership deficiency as the major barrier that exists to effective cooperation between local governments and the APDC's. This is not exactly surprising when you consider that rural development programs are aimed at places like Charlton County, Georgia, population 5,680, and less than half of this number are located in the single municipality of Folkstone. Leadership can and must be developed in these small places at least to the point where these small counties and communities can visualize the long-term gains that well conceived rural development programs can achieve.

Management Expertise

This community management requirement is often met by communities more wealthy than the ones the rural development program is meant to reach by hiring professional managers and planners. The financial situation of most communities that rural development programs are trying to reach will not permit such luxuries. Some system will be needed to assist these communities. In Georgia, the APDC's are the logical candidates to render such assistance. The concept of a "travelling City Manager" is a good one if local governments will cooperate and APDC staffing levels can support such an effort. Regardless of the solution, the ultimate objective will be to combine local leadership with quality management, if money allocated to development programs is not to be wasted. As an example, the lack of population centers in many rural areas and excessive population dispersal makes the delivery of essential public services very difficult and the achievement of "economies of scale" equally difficult. There are ways around these problems but generally some sort of management innovation is required. The capability to recognize and then move

toward such innovation is the talent that the small government manager must acquire. Those responsible for rural development programs will need to plan and implement the necessary management development programs.

Ability and Desire to Cooperate and
Work with Other Governmental Units

This sounds very much like a management function, and it is. For the small local government, it is much more; it is an element of survival. The small local government is small in every respect: in population size, in the amounts of revenue it can collect, and, in most cases, in per capita income. In the case of Georgia, the situation is further compounded by the existence of an excessive number of counties that create a multiplicity of political boundaries that act as barriers to governmental cooperation. A stated goal of rural development is to improve the quality of life in rural communities; to do this, public services and community facilities must be equal to the task. Many times this will require revenues and operational methods that exceed the capabilities of any single local government, but are within the capabilities of a "grouping" of local governments working together. This

concept is fundamental, because even with good leadership and excellent management within the confines of a local community, spatial distributions and a small population will require a consideration of inter-governmental arrangements to guarantee the delivery of adequate public services and the establishment of necessary community facilities.

Summary

Rural development must be state centered, with the state providing the hub around which local governments and federal programs revolve. The state must establish an effective and sound working relationship with the federal government and its own local governments. The reorganization of the Georgia state government gives the governor more control over the operation of the state government than has ever been present in the past. The APDC's have wide latitude in fitting their operations to local problems, with minimum restrictions imposed by the state, although the governor, through the budget, can exercise considerable control. The current tendency of the federal government to shift its decision-making capability to

the regional level and in some cases lower is a factor in increased program management flexibility. Much needs to be done to improve the ability of small local governments to manage their own affairs and work with other governmental units.

CHAPTER III

THE RURAL DEVELOPMENT ACT OF 1972

Purpose

The Rural Development Act of 1972, according to its authors and sponsor, was designed to provide a renaissance for rural areas primarily by "bringing it all together." These are the words of Senator Talmadge (Dem., Ga.). The "bringing it all together" is a recognition of the fact that there are many pieces of legislation administered by many separate government agencies to help "rural America" and this fragmentation represents a barrier to "rural development" that the Act of 1972 seeks to correct by putting all the developmental components (education, research, finance, planning) in one package.²³ The Rural Development Act of 1972 represents a federal commitment to rural development that is a stronger and more comprehensive commitment than any made by the federal government up to its enactment. The Act itself does not provide things that are, in themselves, so new and different.

Its strength is in the attempt to coordinate and strengthen existing legislation.

Concept and Philosophy

The Senate's concept of rural development is expressed as follows:

The planning, financing, and development of facilities and services in rural areas that contribute to making these areas desirable places to live and make private and business investments; the planning, development, and expansion of business and industry in rural areas to provide increased employment and income; the planning, development, conservation, and use of land, water, and other natural resources of rural areas to maintain or enhance the quality of the environment for people and business in rural areas; and processes and procedures that have said objectives as their major purposes.²⁴

Planning

Planning is a fundamental requirement that many federal programs have ignored in the past, not because its importance was relegated to a secondary role, but perhaps because it was assumed that recipients of federal aid would plan for its use and use the aid wisely. The Rural Development Act of 1972 does not contain stringent planning requirements, but it does contain some, and wisely their enforcement is delegated to the states.²⁵

The Senate's proposed bill (S3462, April 7, 1972) contained much stronger and more positive planning requirements:

- (1) That the governor of each state publish and submit to the Secretary of Agriculture a state rural development plan formulated through the state rural development planning system.
- (2) That the state form a State Rural Planning Advisory system.²⁶

These two requirements were a part of the section of the proposed Act that was to have provided for "rural revenue sharing." When this provision was "turned out" in the compromise that led to the final Act that was passed and signed into law, these two planning requirements were also casualties. From a planning viewpoint their inclusion in the final planning requirements would have made these requirements much more binding and certainly would have placed a great deal more emphasis on rural development. The accepted version of the Act provides funds for rural development planning, but specifies no minimum planning structure.

Adherence by Congress to some minimum planning requirements reflects only a small amount of the concern for adequate planning that was overwhelmingly expressed

in testimony received by the Senate subcommittee on rural development. The need for coordinated planning was also emphasized by President Nixon in his message to Congress relative to "rural revenue sharing," 10 March 1971, in which he urged a "state-wide planning process" that would establish strong planning linkages between state governments and the federal government, between state governments and local governments; he further favored that this planning effort revolve around the governor of the state.²⁷ Senator Talmadge also emphasized the planning aspects of the Act when he listed planning as one of the major elements that existed in the bill to put the many aspects of rural development together in one piece of legislation.

Financing

This is the crux of the entire rural development Act; in fact, it is the most direct way that the federal government can assist "rural development," and it is through the capability to provide financial backing that the federal government can require what it thinks is essential for planning and program administration. Adequate financing is fundamental in achieving all the "elements" of the Act. Small rural governments are the

base of rural development, and it is these governmental units that are, in many cases, nearly bankrupt and perform at levels that are, in most cases, marginal. It is these governments that possess tax bases which are in decline and simply do not have sufficient revenues to meet other than minimum daily operating requirements.

Investment to stimulate development is minimal because the private financial institutions in rural areas do not have the resources to undertake and back any forward looking programs that hint of innovation or more than minimum risk.²⁸ Financial power and know how are lacking, and this becomes a major roadblock to development in most rural areas that would try to "go it alone."

Industrialization is needed to provide jobs, which requires investment; community facilities are needed to support adequate industrial development, and this requires local governments to acquire revenue and funds for operations and capital improvements, and in many cases the revenue base is weak and the municipal credit rating is weaker. To place this cycle in operation something needs to be done to prime the "money pump." The rural development Act seeks to do this by loans and grants.

The Senate subcommittee in its proposed rural development Act would have acted in a much stronger, and perhaps much more effective, way to tackle the financial aspects of rural development, by establishing a "rural development financial system"--a system that would make investors of beneficiaries and establish special "rural development banks." In addition to establishing this "rural development banking system," the original Senate bill (S 3462, April 7, 1972) also included a provision for a special "rural development" revenue sharing proposal to offset the lack of revenue raising capability that plagues most rural governments.

This initial Senate approach was not one of the appropriations to meet rural needs but the development of a self-sustaining financial system to support rural development. The key to the proposal was the phrase "borrower-participant." The legislation intended to involve all levels of rural governments and all planning levels as participants. Participants could be any financial institution or "units of local or general government." The unique aspect of this proposal was that counties and municipalities could go into the

credit business. In addition to the business type organizations that one would expect to be eligible to borrow money through the rural banking system, "multi-jurisdictional general purpose area wide planning and development districts established by a legislature or a governor of a state" would be eligible to borrow as well as municipalities and "councils of government established under state law if rural areas are included within their jurisdiction." Under these provisions the Georgia APDC's, if they saw the need for a particular type project, could have obtained funds to set it in motion.

This description of "what might have been" as far as financing rural development is concerned is included here because it represented an innovative approach that could be used in the future--if not by the federal government, perhaps by the state governments.

Development of Essential Facilities and Services

The Rural Development Act of 1972 as proposed and finally passed recognized the development of essential community facilities and services as fundamental to progress in rural development for two basic

reasons. One, that high quality community services and facilities are necessary, if the quality of life in rural places is to achieve a level that is adequate for current residents, but would also be attractive to persons who had the choice of locating there. Two, that business and industrial development must have adequate support services if they are to locate and operate in rural places. Both of these reasons are basic, the quality of life in a rural area must be adequate for those that are there and good enough to attract other people to the area who have the freedom of choice as to where they want to work and live, and, of course, this is an element in the personnel aspects of industrial location. The Act recognizes the extent of the services and facilities needed to support a community. Special emphasis is placed on the physical aspects of these requirements.²⁹ In this respect the Act represents no compromise with needs expressed in the original Senate bill, but does place full reliance on federal grants and loans which means speed of development must be keyed to the availability of federal money, and will give it a priority that is determined by whatever other goals an administration might set. Not exactly a stable planning situation.

Economic Development

The thrust of the Act is economic development. This does not mean that the social aspects of rural development are overlooked. It merely means that the Congress has assessed rural development requirements and has concluded that economic development is the basic requirement that it can influence most, and that success in this area must come first as a basis for all other improvements. The creation of jobs is the main intent and assistance to local governments to enable them to plan and manage the economic aspects of their functions follows this intent closely.

Judicious Use of Natural Resources

This thought is included in all aspects of the Act and gives particular attention to "fire" protection in rural areas. The Act concentrates on the development of water resources, the abatement of agricultural pollution, and soil and water conservation. The bill does recognize that with development comes a certain degradation of the environment, and in this respect it is the intent of the bill to avoid some of the less desirable environmental effects of development that more urbanized and earlier developing parts of our country have experienced.

Summary

The Act as passed does not invalidate the Senate's original estimate of rural development requirements. The adherence to loans and grants rather than establishing a separate "financial system" does tend to make the legislation highly vulnerable to federal fiscal policy changes.

General Provisions

The Rural Development Act as passed into law in August of 1972 has six titles (major parts) and these titles cover all the elements that bring "rural development together": planning; education and research; finance and credit; and provisions for coordination between the Department of Agriculture and other agencies and departments of the federal government. The general outline of the bill and its major purposes are as follows:

Title I: Provides amendments to the Consolidated Farmers Home Administration Act of 1961.

Title II: Provides amendments to the Watershed Protection and Flood Prevention Act (PL83-566).

Title III: Amendments to the Bankhead-Jones Farm Tenant Act.

Title IV: Rural Community Fire Protection.

Title V: Rural Development and Small Farm
Research and Education.

Title VI: Miscellaneous Amendments to the
Agricultural Act of 1970 and other pieces of legisla-
tion as coordinating measures.

As can be seen from the general content of the
"Titles," the Act performs its functions primarily by
amending legislation now in existence; however,
Titles IV and V represent completely new programs.

Title I

This part of the Act contains the major
financial aspects of the bill and the major credit
provisions. It uses guaranteed insured and direct loans
and grants to meet the credit and capital needs for
essential rural industrialization, job expansion, and
improved community facilities. This title also contains
the planning provisions of the Act. The provisions in
Title I that have the greatest impact on rural develop-
ment activities are:

Essential Community Facilities. This aspect of
the title broadens the scope of the Farmers Home
Administration Act of 1961 by permitting loans and

grants for a complete spectrum of essential community facilities and related equipment essential for a good quality of life in any town and fundamental for industrial development. The funds authorized for water, sewer and solid waste disposal systems have been tripled (from \$100 to \$300 million). Priority for certain water facility and waste disposal loans and grants is given to communities of 5500 or less where water or sewer systems are inadequate.

Rural Industrial Assistance. If funded, this part of the Act could be the most potent of the measures provided by the Act, since it authorizes up to \$50,000,000 annually in grants to "public bodies" to facilitate private industrial and business development. In the words of the bill, this money can be used for: "land, buildings, plants, equipment, access streets and roads, parking areas, utility extensions, water and waste disposal facilities, refinancing fees, services and other support facilities." Add to this another \$50,000,000 authorization for pollution abatement and you have a very significant industrial development package. The population restriction on this type community assistance is not nearly as rigid

as on other measures, allowing communities of up to 50,000 people to benefit.

Planning Provisions. Three sections of the title deal specifically with planning and primarily provide funds to finance planning tasks. Section 106 of the title requires that any local government applying for assistance under any provision of the Act have its request reviewed by multi-jurisdictional, sub-state planning agencies. This provision also allows the federal government to fund this service. Section 108 of the Act further emphasizes the importance that the bill places on water supply and quality and waste disposal by authorizing up to \$30,000,000 annually for planning of water and waste disposal systems. The planning body does not have to be one that prepares "official" comprehensive plans. This does give latitude to the provision and allows for planning by other than city and county planning agencies. In addition to the planning provisions indicated so far, Section III authorizes \$10,000,000 annually for: "comprehensive and other plans for rural development." The planning provisions are significant and, if funded, would provide the APDC's and all other planning agencies in

Georgia that have anything at all to do with rural development with significant financial support.

Other Provisions. There are other provisions that liberalize the extension of credit and expand amounts of money authorized in the areas of Guaranteed Rural Housing loans, small business loans, and watershed and resource development loans.

Title III

This title also deals with money assistance but in a more limited sense than Title I. This title amends the Bankhead-Jones Farm Tenant Act, as amended, and permits the Secretary of Agriculture to partially fund projects that develop storage for rural community water supplies to meet present and anticipated demands. The title also provides technical, cost sharing and other assistance for water quality management. This title requires the Secretary of Agriculture to carry out a "new program" of land inventory to assist rural development efforts. The main intent here seems to be environmental protection and the identification of "prime agricultural" land to insure that development in rural areas is balanced and land uses are proper.

Title IV

This title is designed to provide funds for the development of fire protection systems in rural areas and authorizes seven million dollars for each fiscal year through June 30, 1975. The program works through the state and is aimed at providing training and equipment. The rural communities that benefit are those with a population of 10,000 persons or less.

Title V

This part of the Act is specifically designed to bring the colleges and universities of the states into the process of rural development. The Act, if fully implemented, would permit these institutions to play a very significant role. In addition to the funds that the Act authorizes for this purpose, the Act also specifies a minimum organizational structure to administer this educational and research program. To insure a "rural flavor" the Act specifies that the responsibility for administration will be with the institution designated by the state to administer the "Smith-Lever Extension Program and Hatch Act Experiment Station Program." In Georgia, this places the controlling function with the University of Georgia. The Act

further specifies that the head of this institution will appoint a "State Rural Development Council." This council will have fifteen members, and it will be chaired by the "administrative head of the principle school of agriculture" and must have as a member "the administrative head of the principle school of engineering." As far as Georgia is concerned the Rural Advisory Council will be chaired by the Dean of the College of Agriculture, University of Georgia, and must have the President of the Georgia Institute of Technology as a member. The other members can represent: farmers, business, labor, banking, local government, multi-county planning and development districts, public and private colleges and federal and state agencies involved in rural development. A memorandum of understanding between the head of the University administering the program and the Secretary of Agriculture will form the basis for the advisory council operations.

To describe what this title of the Act hopes to accomplish in the overall framework of rural development, it is best to use the wording of the Act:

(a) Rural Development Extension Programs.--Rural development extension programs shall consist of the collection, interpretation, and dissemination

of useful information and knowledge from research and other sources to units of multi-state regional agencies, state, county, municipal, and other units of government, multi-county planning and development districts, organizations of citizens contributing to rural development, business, Indian tribes on Federal or State reservations or other federally recognized Indian tribal groups, or industries that employ or may employ people in rural areas. These programs also shall include technical services and educational activity, including instruction for persons not enrolled as students in colleges or universities, to facilitate and encourage the use and practical application of this information. These programs also may include feasibility studies and planning assistance.

(b) Rural Development Research.--Rural development research shall consist of research, investigations, and basic feasibility studies and technical knowledge, new technology, and other information that may be useful to agencies of Federal, State, and local government, industries in rural areas, Indian tribes on Federal and State reservations or other federally recognized Indian tribal groups, and other organizations involved in rural development programs and activities in planning and carrying out such programs and activities or otherwise be practical and useful in achieving increased rural development.³⁰

Title VI: Miscellaneous

As the name implies this is the catch-all part of the Act, but does contain some very important measures to increase the effectiveness of the Act and provide provisions for coordination with other pieces of federal legislation. The sections of this title that are most significant to rural development actions are:

Section 601. This section strengthens the provisions of the Agricultural Act of 1970, which required the heads of federal agencies, in so far as practical, to give first priority to locating offices in rural areas. The Act strikes out the words "in so far as practicable," hoping to give this requirement additional strength.

Section 603. Coordination of Rural Development Activities. This requires the Secretary of Agriculture to disseminate useful information on "rural development" as well as agriculture. The Secretary is also "specifically authorized to initiate or expand research and development efforts related to rural water supply, rural sewage and solid waste management, rural housing and rural industrialization." The Secretary is also directed to provide "leadership and coordination in the executive branch" for all rural development activities and also provide the major coordination effort with state and local governments. Those rural development responsibilities are centered around the Department of Agriculture field offices.

Section 604. Authorizes an additional Assistant Secretary of Agriculture. This additional position

is authorized specifically to supervise rural development.

Summary

The Rural Development Act of 1972 is probably the most comprehensive piece of legislation dealing with the overall well being of rural areas that has ever been passed. The problem areas that it identifies and the coordination measures it establishes are worthy of note and further study in themselves, and the whole subject of rural development certainly has been surfaced more clearly than it ever has been before by the research and hearings that formed the background for this piece of legislation. The question now becomes: will it or can it ever be fully utilized?

Implementation of the "Act"

The extent to which the Rural Development Act of 1972 will be implemented is the big question and one that concerns every person and agency connected with rural development. There is not much question that the Act is a "loan and grant" Act; consequently, the level at which the Act is funded is the significant factor in its direct effectiveness. Senator Talmadge,

as the Chairman of the Senate Committee on Forestry and Agriculture, has directed the subcommittee on rural development to hold quarterly hearings on progress in implementing the bill as well as progress on all "rural development" related matters. So at least there is a Senate query into the Act's progress once each quarter. At this point in time the Act is still too new to judge. All that can be done is to look at what has been accomplished as revealed by the first quarterly review held in March, 1973 by the subcommittee and attempt to reasonably forecast what will happen to the Act in the future.

First Quarterly Review

As of the first quarterly review (March, 1973) the administrator for the executive branch of government, the Secretary of Agriculture, had made some basic organizational arrangements within his own department to oversee the administration of the Act. The post of Assistant Secretary of Agriculture for Rural Development had been filled and was in operation. Primary responsibilities for major portions of the Act had been designated within the United States Department of Agriculture as follows:

Title I of the Act will be administered by the Farmers Home Administration. Titles II and III will be administered by the Soil Conservation Service. Title IV, Rural Community Fire Protection, has been assigned to the Forest Service. Title V will be administered by the Cooperative State Research Service and Extension Service. Title VI has been assigned to the Rural Development Service, except Sections 605 and 606, which will be administered by the Soil Conservation Service and Agricultural and Conservation Service, respectively.³¹

There are a great many programs that are administered by agencies of the federal government other than the department of agriculture. The Act recognizes this fact and makes the Secretary of Agriculture the overall coordinator within the executive branch. The Secretary of Agriculture has acknowledged this responsibility, and has specifically charged the new Assistant Secretary of Agriculture for rural development with this responsibility. The Department of Agriculture's concept for implementing this coordination responsibility is best expressed in the words of the Assistant Secretary for rural development, Mr. Erwin, who testified before the Senate subcommittee during its first quarterly review as follows:

The Secretary has delegated this responsibility to my office. Its successful accomplishment is dependent on the establishment of sound methodologies and on an approach that will engender the

climate of cooperation essential to an effective system of coordination. The process of developing these coordination procedures is under way. The Secretary of Agriculture, his Assistant Secretary for Rural Development, and the President's Counselor for Community Development have been analyzing proposals for coordinating federal assistance for rural development. These proposals address problems of coordination at the Secretarial and Assistant levels in Washington as well as at the federal, regional, state and substate levels. It is contemplated that the Federal Regional Councils will assume major responsibilities in connection with the coordination of existing federal programs with the new programs authorized under the Rural Development Act. The Department of Agriculture will assume formal membership in the Federal Regional Council and will chair a subcommittee for rural development which will be responsible for rural development coordination at the field level.³²

An organization for administration is being formulated and the ingredients for accomplishing overall coordination are being mixed in (see Appendix A). A structure that provides effective coordination and organization should extend even higher than major department levels if the coordination and implementation measures are inter-departmental, as they are with the rural development act, and should have its origin in "The Chief Executive's Office." In the case of rural development, it does.

Community Development Committee

The focus of this coordination effort at the chief executive level is located in the Community

Development Committee of The Domestic Council. The Community Development Committee includes the Secretaries of Agriculture, Commerce, and Transportation, Office of Emergency Preparedness, as well as the Department of Housing and Urban Development; all of these functions are essential ingredients for rural development. The Secretary of Housing and Urban Development chairs the committee and as such is Counselor for Community Development to the President. The main purpose of the committee is inter-departmental cooperation and arbitration of controversial issues that formerly were referred to the President. The Secretary of Agriculture is expected to make the policies on rural development, and major coordination, when required, will be handled by the committee.

Administration Views and Actions

It is the announced intention of the Nixon Administration to proceed slowly in implementing the Act. A pilot project or test will be conducted in one multi-jurisdictional planning district in each state. Theoretically, at the end of a year a decision can be made for full implementation of the Act or some other course of action adopted. Whether or not the Act is

fully implemented is a matter of some speculation. Many related programs have been taken from the federal government's assistance inventory and many de-emphasized with the institution of revenue sharing. It is the Secretary of Agriculture's recommendation that new funding be limited to support of the pilot projects. The pilot project aspect may be, in the long run, a sound implementation procedure, as there are numerous examples of federal projects that were and are mere "money wasters," simply because there was not adequate time to organize and put together an effective administrative structure. The pilot project concept is a sound approach if fully used as a test measure and not just as a delaying tactic.

The "Short-fall"

To make a meaningful analysis of what the Act does not do, it is necessary to take a look at the long term implications of the Act and make a forecast of "expected outcomes"; only in this manner can any valid judgments be made as to where the Act falls short. The first quarterly assessment fully indicated that the underfunding of the Act as evidenced by the almost

"shadowlike" appearance of supporting funds in the fiscal 1974 budget established immediate barriers to effective implementation. Table 1 shows the degree of financial support that is provided for the new programs of the Act.

Funding and Planning

The underfunding of the Act may be due to a "wait and see" and "let's try it first" attitude, and this approach has some valid basis. Yet it is difficult to see how any serious credit can be given to the stated interest of the Administration in rural development when the real basis for getting the Act started, the planning provisions, are not funded (see Sections 108 and 111 of Table 1). It is quite true that policies can change and where money doesn't exist today it can become available tomorrow, but this sort of condition certainly cannot provide the sort of stability over the long run that the Act envisions. It is certainly implied in a cautious approach that "planning" is a fundamental first step, yet the executive branch of the government completely ignores it. The real "short-fall" here is the delay that will occur in full implementation of the Act and the

Table 1. Proposed Funding or Program Level for
New Programs
(In Millions of Dollars)

	<u>Authorization</u>	<u>1974 Budget Request</u>
Sec. 104--Rural community facility loans (exclusive of rural electric & telephone loans). (1)		\$445
Sec. 105--Development grants for water & waste disposal systems. \$300		0
Sec. 108--Planning grants for water & waste disposal systems. 30		0
Sec. 111--Rural development planning grants. 10		0
Sec. 118--Grants to public bodies to facilitate developments of private business & enterprises. . 50		10
Sec. 118--Grants for pollution abatement & control projects. 50		0
Sec. 118--Rural industrialization loans . . (1)		200
Sec. 121--Grants for pollution abatement & control projects. 25		0
Sec. 302--Land inventory & monitoring . . . (1)		8
Sec. 401--Wildfire protection assistance. . 7		0
Sec. 503--Rural development & small farm research & education. 10		5
Sec. 605--Environmental quality cost- sharing & technical assistance. . (1)		10

(1) unlimited

Source: U.S. Department of Agriculture

accompanying waste of money, and perhaps the loss of public confidence in what is basically a sound and forward looking program.

Planning Requirements

Up to this point the discussion of "short-fall" dwells on underfunding as far as the planning aspects of the Act are concerned; however, positive planning requirements are by-passed in this Act. The Act requires that projects financed by the Act be reviewed by multi-jurisdictional planning districts who have jurisdiction over the area in which they are located and certify that they are not inconsistent with any existing or proposed plans. This is a backdoor approach. The Act is saying only that the projects must not interfere with plans as they exist; a more positive approach of requiring that they must be a part of a coordinated plan for the area would be much more effective. A requirement for a state rural development plan, as earlier envisioned, would also strengthen planning continuity.

Financial Provisions

In the broad analysis, the major short-fall of the Act is that it still depends on grants and loans

for survival, and in this respect finds itself completely vulnerable to "shifting administration" fiscal policies. The initial proposed financial concept of establishing "rural banks" seemed to offer much more in the way of a stable financial concept, and perhaps future amendments will move toward this solution.

The Act and Georgia

The Rural Development Act of 1972 in many respects is "ready made" for Georgia, as one might suspect, with the Act's sponsor being the senior Senator (Senator Eugene Talmadge) from this state. This statement, on the surface, might indicate a certain amount of bias, but this is not what is meant. The State of Georgia has taken, organizationally, many steps that make the implementation of the Act in Georgia extremely easy and, in some cases, these steps have served as models for some of the provisions of the Act. Some of these measures are:

- (1) Enabling legislation that permits comprehensive and flexible planning structures.
- (2) A successful "rural model cities" program.
- (3) An operating multi-jurisdictional planning structure.

(4) Reorganization within the state government establishing a separate community development division.

(5) A developing sense of state responsibility for assistance to local governments.

These factors are all plus factors and all of them can enhance any effort to implement the rural development act.

Enabling Legislation

Planning organizations are "allowed" and even encouraged at all levels of state government. In addition combinations of planning organizations (city/county as an example) are permitted to encourage joint efforts and as a measure to help overcome some of the coordination problems that political boundaries can generate. Dedicated planning advocates might interpret the permissiveness of the legislation as a negative factor; however, initially the political realities in the state would not permit a requirement that was any more stringent. So permission to plan is given and leadership must take "good planning" the rest of the way. The enabling legislation permits full compliance with the planning provisions of the Act.

A Successful Rural Model Cities Program

This is an important point, not from any compliance aspect of the Act, but because the Alma/Bacon County model cities project is an aspect of "rural community development" that has given the state a certain amount of experience in what is required for rural community development, and has also acted as a model, in a limited sense, for the Act itself. In a letter to Senator Talmadge, Chairman of the Committee on Agriculture and Forestry, the Secretary of Agriculture, commenting on a report that described the Alma/Bacon County project, put it this way: "It can be used as a guide to revitalize a declining rural economy, particularly through the use of model cities programs and other Federal Authorities."³³ As far as Georgia is concerned, the Alma/Bacon County project was and is a good small government leadership exercise. Also the APDC of the area (Slash Pine) has had a chance to work with the project and this gives the APDC experience factors to use. This is a decided plus since this APDC will conduct the pilot project for Georgia.

Reorganization within the State Government
Establishing a Separate Community
Development Division

This is not only a positive feature from the standpoint of "community development" emphasis, but also from an assistance point of view. Assistance is given to local governments by supplying needed information and to APDC's by monitoring planning efforts and in coordinating federal programs. "Rural Development" not only involves the new Act, but many other pieces of federal legislation; the Community Development Division can and does facilitate the APDC contact with federal agencies, thus freeing the commissions of much administrative detail and permits a greater attention to fundamental planning. The division also facilitates contact between other state agencies and local governments. The division is a firm state point of contact for both the APDC's and the federal government on community development matters and could provide a staff contact for the governor with the Community Development Committee at the Federal Executive Branch level.

A Developing Sense of State Responsibility for Assistance to Local Government

Within the state government there does seem to be a developing sense of responsibility for the problems of the local government; this is being evidenced by the stated desire of the state to assume burdens that, in the past, have fallen to local governments. This concern is best illustrated in the published "Goals for Georgia in the Seventies" where the state indicated that it desired to: (1) establish a state housing office; (2) formulate a state development plan; (3) take over health costs now borne by counties; (4) provide more equal funding in school systems; (5) provide additional sources of income for cities and counties. These are some of the state goals and do reflect an increasing state awareness of its governmental responsibility to local governments.

Summary and Conclusions

The Rural Development Act of 1972 is a significant piece of legislation. Its passage and implementation at a time of national financial crisis and a major shift in the financial relationships between the federal government and local and state governments has created a

climate of extreme apprehension among its supporters and prospective beneficiaries. The fact that Congress chose the standard loan and grant system of financial support rather than establishing a self-perpetuating credit system is a major deficiency. Financially, as things now stand, the states will need to make some decisions as to how "rural development" will fit into a revenue sharing system. The lack of support for the planning provisions of the Act appears to be exceptionally short-sighted, if the eventual implementation of the Act is to avoid some of the "money wasting" and "wheel spinning" that other federal programs have experienced. The State of Georgia, if the Act is ever implemented, is in a good position organizationally and from an experience basis to utilize the provisions of the Act fully and rapidly.

CHAPTER IV

RURAL DEVELOPMENT PLANNING IN GEORGIA:

AN OVERVIEW

Rural development planning as a separate planning activity does not exist at the state level, yet rural development is a term that is well understood and discussed in the state planning office. As Mr. J. Waters of the Georgia State Office for Planning and Budget expressed it: "Planning for rural development is a matter of setting priorities--a matter of emphasis." As an example of this, one of the goals under the economic development program of the state is community development, and it is stated as follows:

Community Development Program

The objective of this program is to improve the viability of the underdeveloped areas of the state. An analysis of the economic conditions of the state indicates that severely depressed areas still exist and little progress in improving their economic viability is apparent. Median family income for the state in 1970 was \$8,167, about \$1,300 less than the national figure. However, sixteen of the eighteen Area Planning and Development Commissions showed a median income below the state figure. . . . Again the highly urbanized Atlanta area is the major exception to the general poverty conditions existing throughout Georgia.³⁴

This stated objective appearing in the State Policy Development Plan leaves no doubt that we are talking about a problem that has heavy rural overtones, even though no special tag is attached.

The State Policy Development Plan--
State of Georgia

The plan is the "blue print" by which the Governor of the state hopes to coordinate the efforts of all state agencies, the legislature, and inform the federal government of the state's plans. It is intended that the State Policy Development Plan be used as follows by the:

- A. Governor--(a) presentations of executive policy and policy implementation proposals to the Legislature; (b) guide in executive fiscal, administrative and development decision making.
- B. Legislature--(a) basis for Committee's decisions for formulation of legislation; (b) guide to the Governor's policies on specific issues; (c) basis for allocation decisions.
- C. State Agencies--a guide for functional and program planning and budgeting.
- D. Area Planning and Development Commissions--a comprehensive State policy guide to their planning and programming for area and local development.
- E. Federal Agencies--(a) for information of the State's policy positions; (b) a means to evaluate State policies for compatibility with Federal policies.

- F. Regional Commissions--(a) evaluation mechanism for State policies and plans against regional policies and plans to ensure compatibility; (b) ensure that local project funding requests comply with State policies; (c) fulfill Federal planning assistance and program funding requirements.
- G. Other--for information on request. This group includes other states, private development corporations, and public and private associations involved with development in Georgia.³⁵

The plan is direct in its approach to how the state will conduct its development operations. Inputs to the plan are provided by all major departments and the Area Planning and Development Commissions. The Executive Summary of the Plan sums up very concisely what the plan does: (1) it outlines the "state of the State"; (2) clearly states program goals and assesses the problems associated with goal accomplishment; and (3) details development policies and lists implementation actions.

The plan is the final output of the planning hierarchy in the state and it is the point in the overall planning process where state priorities are set and resource allocation recommended. The plan is a very straightforward guide of how the Governor hopes the state will develop.

In the area of rural development the ultimate objective of the state is expressed by this policy that is listed in the 1972 Executive Summary of the State Development Plan:

Economic Development

The goal for this major program category is to raise the quality of life for all Georgians to a level comparable or superior to the standard for the Nation as a whole. This goal includes raising the quality of life in the areas of the State which are in a relatively poor economic condition, as well as in those areas which are economically strong. The economic development goal involves efforts in upgrading the economic structure of the State, the development of Georgia's communities, and the provision of appropriate choices of jobs across the State so that individuals will be better able to live in the areas they prefer, rather than be forced to live only in major employment centers. The major program is made up of the following five program components: (1) Manpower Development; (2) Promotion of Economic Growth; (3) Science and Technology; (4) Agricultural Industry; and (5) Community Development. In the budget for F.Y. 1973, this major program accounted for 4.9 percent of the total state expenditures, making it the fifth largest State program category.³⁶

The Development Plan is comprehensive and gives guidance to all levels of government as well as acting as an information document for use by the federal government in its planning efforts. The plan does set state priorities and establishes development emphasis.

Rural development is primarily a community development problem, under the responsibility of the community development division, and is based on these operational functions: (1) community affairs; (2) industrial development; (3) international trade, research and tourism. These functions are the state's organizational ingredients for community development.³⁷ It is not implied here that the state considers these functions all that are involved in helping rural areas. The idea of not outlining by assignment or implication rural development responsibilities at the state level illustrates that "rural development" is not, at least as far as the state is concerned, a program requiring special emphasis. This does not mean that departments are slighting developments in rural areas, it's just that no special tags are attached. Certainly, with the operational latitude that the APDC's have, plus the priorities that can be given in the State Policy Development Plan, all departments can become heavily involved.

The "Slash Pine" Pilot Project

The Slash Pine Area Planning and Development Commission has been singled out by the State of Georgia

as its candidate to test the concepts and the provisions of the Rural Development Act of 1972. The reasoning behind the selection of this APDC and the purpose of the project are best explained in the words of Mr. Max Harral, Executive Director of the Slash Pine APDC:

The Commission was selected as representative of the problems and opportunities typical to rural Georgia, the South, and to some extent, the nation. It was also determined that our people would be willing to provide sufficient and private facilities to support more rapid development given the availability of outside assistance. Another plus factor was a demonstrated concern for total development--a willingness of localities to work on a regional basis and show broad city and county support for the APDC. . . .

. . . Slash Pine will become a laboratory for rural development and as such will not only aid other agencies throughout the country in the development field, but will assist the Department of Agriculture in developing new techniques to discharge its broadened responsibilities.³⁸

With emphasis on the Slash Pine APDC as the "rural development" APDC, it is quite likely that what is done here will have an overriding impact on any state policy or unified program that might be formulated. Table 2 shows the county and town composition of the APDC plus basic population figures and classification (urban, rural non-farm, rural farm). Table 3, Indicators of Current Problems, when taken along with the contents

Table 2. Population of Counties and Major Towns,
Slash Pine Area, 1970

Place	Population		Urban	Rural Non-farm	Rural Farm
	Percent 1970	Change 1960-70			
Atkinson County	5,879	-5.0	--	3,324	2,555
Pearson	1,700	+5.3	--	--	--
Willachoochee	1,120	+5.6	--	--	--
Bacon County	8,233	-1.5	3,756	2,222	2,361
Alma	3,756	+6.9	--	--	--
Brantley County	5,940	+0.8	--	4,311	1,629
Nahunta	974	+2.3	--	--	--
Hoboken	424	-23.2	--	--	--
Charlton County	5,680	+6.9	--	5,135	545
Folkston	2,112	+16.7	--	--	--
Clinch County	6,405	-2.1	3,025	2,728	622
Homerville	3,025	+14.8	--	--	--
Argyle	206	-8.4	--	--	--
Coffee County	22,825	+4.0	10,195	8,662	3,971
Douglas	10,195	+16.7	--	--	--
Nicholls	1,150	+25.7	--	--	--
Broxton	957	+5.5	--	--	--
Ambrose	253	+3.7	--	--	--
Pierce County	9,281	-4.1	2,624	4,369	2,261
Blackshear	2,624	+5.7	--	--	--
Patterson	788	+9.6	--	--	--
Ware County	33,525	-2.0	22,011	9,619	1,956
Waycross	18,996	-9.3	--	--	--

Sources: Statistical Abstract, 1972, and
Slash Pine APDC

Table 3. Indicators of Current Problems

	<u>Atkinson*</u>	<u>Bacon*</u>	<u>Brantley*</u>	<u>Charlton</u>	<u>Clinch</u>	<u>Coffee*</u>	<u>Pierce*</u>	<u>Ware#</u>
Unemployment Rate								
Total	4.7	3.7	6.0	3.4	7.0	3.5	6.0	3.9
Blacks	7.9	4.3	13.6	5.5	9.5	4.9	3.8	5.3
Outmigration Rate	21.6	11.5	10.3	11.2	21.4	10.0	13.7	13.3
Median Education	8.4	8.6	8.9	9.4	8.5	9.3	9.3	10.2
Percent Commuting Out of County	18.4	12.8	41.6	17.9	6.5	3.8	24.7	5.5
Percent Families Under Poverty Level								
Total	45.9	32.9	30.6	25.7	36.7	32.7	35.9	22.7
Black	66.9	69.7	61.0	40.9	61.4	54.1	50.4	45.0
Gross Profit Per Commercial Farm	\$7427	\$3336	\$6591	\$7200	\$3674	\$5265	\$5465	\$4853
Median Family Incomes								
Total	\$4386	\$5323	\$6449	\$5469	\$5925	\$5828	\$7357	\$7092
Blacks	\$2713	\$3100	\$3586	\$4113	\$3607	\$3767	\$3652	\$3652

Table 3--Continued

	Atkinson*	Bacon*	Brantley*	Charlton	Clinch	Coffee*	Pierce*	Ware#
Gap Between Co. & State Median Incomes								
Total	\$3781	\$2844	\$1718	\$2698	\$2242	\$2339	\$ 810	\$1075
Blacks	\$2042	\$1655	\$1169	\$ 642	\$1148	\$ 988	\$1103	\$1103

Note: * = Redevelopment Counties, Economic Redevelopment Programs
 # = Area Growth Center

Source: Slash Pine APDC

of Table 2, gives a fairly good indication of the situation in a region that requires rural development.

Exactly how the Slash Pine experiment will be conducted and the degree that federal funding support will be forthcoming is still not certain. Table 1 indicates that federal monies for 1974 cover only a few classifications of the rural development spectrum with the major emphasis on development grants for rural community facilities, and rural industrialization loans and with zero money allocated to plan it all.

Assistance from the Experts

The idea of a rural development experimental project developed at the same time as the Rural Development Act was being put together and before the "pilot project idea" became the administration's implementation alternative. An ad hoc committee was formed by Senator Talmadge to formulate rural demonstration projects and implement them. This committee had two overriding goals: One was to find new ways to develop rural areas more rapidly and effectively than ever happened before; a secondary goal was to develop guidelines and insights for administering the Rural Development Act of 1972 when it became law.

In these goals are a concept relating to rural development that does make rural development "special," the idea of speed of development more rapid and effective than ever happened before, giving rural development an emergency flavor. Senator Talmadge charged the committee to perform the following functions:

- (1) To help establish and provide overall coordination of a project in Georgia.
- (2) To select the demonstration area in rural Georgia.
- (3) To assist the leadership of the selected areas in defining elements of the program, determining what accomplishments are desired and reviewing and evaluating the results of completed and on-going action programs.
- (4) To serve as a sounding board for alternative project proposals.
- (5) Perhaps most important, to help in securing the needed resources and other support necessary for a successful demonstration.

What has happened here is that a state level committee has been designated to work with Congress, but in the interests of the state. Committee membership includes

representatives from: The United States Senate Committee on Agriculture and Forestry, the University System, Area Planning and Development Commissions (APDC), Georgia Power Company, Electric Membership Cooperatives, Georgia Planning Association, State Government, Georgia Chamber of Commerce, Federation of Women's Organizations, Georgia Bankers Association, Farm Credit Association, the Georgia Municipal Association, the Association of County Commissioners, and the Farm Bureau Federation.

Once the selection of the APDC for the pilot project had been made, the committee selected a subcommittee headed by Dr. Gene A. Bramlett, Institute of Community and Area Development, University of Georgia, to work with the Slash Pine APDC in planning and conducting the pilot project. It is interesting to note that of the seven members on the subcommittee four of these, to include the chairman, are connected with the University system, one is an Executive Director of an APDC, other than Slash Pine, one is the Assistant Deputy Director of the Community Development Division, and one is from the State Department of Planning and Budget. The responsibilities of the subcommittee are:

- (1) Becoming thoroughly acquainted with the problems and opportunities for improving the quality of life in the Slash Pine area.
- (2) Acting as a sounding board for, and generator of, new ideas in its regular encounters with the APDC's staff.
- (3) Helping determine resource needs and acquire the resources necessary to launch and pursue the demonstration with maximum effectiveness.
- (4) Serving as a liaison to the full committee not only to report project development but to call upon its individual and collective power in pursuit of additional resources to accomplish objectives.

The thing to note about the committee and subcommittee is the broad spectrum of membership and the fact that this talented group is involved in "rural development" as a special "thing." This provides a sound leadership base for present as well as future actions in rural development, particularly at the state level.

Planning

At this stage the pilot project is still in the planning stage; however, preliminary development

concepts have been formulated and some goals decided upon and some problems are identified and development potentials recognized. A general plan has been developed with the following objectives that also serve as major program elements.

Objectives

The principal objectives or major thrusts of the plan are:

- (1) To further the area's economy.
- (2) To further develop the productiveness and capabilities of the area's human resources.
- (3) To extend the range and quality of public services, and improve efficiency of delivery of those services.³⁹

The general outline of the plan and a forecast of what subsequent steps might be necessary appear as Appendix B. Mr. Harral, Executive Director of the Slash Pine APDC, feels that extra staffing will be needed to implement the project and initially the staff will work as a separate group under his direction. As the project proceeds and experience factors are developed, then the project probably will merge into the overall mechanism of the APDC structure.

Some Points of Caution

When the question is asked: what is the state doing in regard to "rural development"? the answer must give a great deal of attention to the Rural Development Act of 1972 and the Slash Pine APDC. In fact, there is a distinct danger that because of this emphasis other APDC's with significant developmental problems will be "short changed" by the state. Hopefully, the Office of Planning and Budget and the General Assembly will not let this happen. There is an indication in this direction. As an example, there is ample evidence that real estate development in North Georgia (primarily for second homes) is rapidly getting out of hand. This type development if properly coordinated and accompanied by proper land use controls and planning could be a definite plus to these rural mountain areas; without it, a first step to disaster. In this case many local governments involved cannot or will not apply the proper controls. Legislative action will be necessary by the state until local governments can fill the void. The point to be made here is that all eyes can be on the demonstration project while other areas continue to decline for lack

of state help and in this case application of state authority.

Summary

The State of Georgia, through the Department of Community Development, the University system, and the Area Planning and Development Commission, is committed to a program of rural development; however, the program does have some voids that mitigate against a completely comprehensive approach:

(1) Governmental organization has channeled "rural development" to one major department; this factor tends to tie "rural development" only to community development.

(2) The state has a good planning structure; however, it is more notable for what the state allows to be done than what is required at the regional levels. There is definitely room for more definitive guidance by the state to the APDC's.

(3) Local governmental leadership is, in many cases, weak and revenue raising ability weaker. Assistance is needed if education is to be improved, local revenue sources enhanced, land use controls implemented. In

short, there is much more room for state help, as an interim measure to rural development plans being implemented.

Only the state can create equal school systems by setting standards and balancing funding between poor rural areas and more affluent areas. Only the state can keep the lid on poor land uses until efficient local governments can be developed to handle the problem. Only the state can make all major departments coordinate on agreed rural development objectives. The last process is difficult when one considers that labor, transportation and education are not, strictly speaking, responsive to the Governor. They are to the people and the ballot, but this does complicate achieving "unity of effort."

CHAPTER V

RURAL DEVELOPMENT PLANNING:

A RECOMMENDED SOLUTION

Principles

Rural development planning is difficult because of the "catch up nature" that must be applied to rural development as the result of the in-balance between urban and rural community development that has occurred, primarily because of the extreme attention that has been given to the problems in the highly urbanized areas of the country. Since rural development is different because of the emphasis required, principles associated with rural development planning should reflect this emphasis. The following principles can be used as a guide for rural development planning.

Rural development planning should:

- (1) Be state centered
- (2) Be part of an overall state development plan
- (3) Reflect a sense of urgency

- (4) Be mission oriented
- (5) Provide unity of direction
- (6) Be responsive

State Centered

Planning for rural development must be centered on the state, because of the many regional and federal aspects. For this planning to be effective the state must assume a "take charge" attitude. Professor William I. Goodman has expressed what he thinks is happening in this regard as follows:

The State is no longer permissive; the municipalities are no longer insular and untouched. Indeed, the two jurisdictions seem to be moving in the direction of one another, as measured by the extent of their responsibilities and initiative, on the one hand, and their conformance to overall policies on the other hand.⁴⁰

In any event, requirements for state rural development planning dictate an overall "state rural development plan" and clearly stated policies that guide the plan.

Part of an Overall Development Plan

This overall development plan should be a plan that is identified with the Governor and one which has his support and that reflects his goals. This is essential if the plan is to have the required stature and act as a basis for "administration programs" that

require legislation. The coordination that is provided by an overall state plan is a requirement of rural development for several reasons: (1) Rural development must be balanced with urban development; after all, this is one of the reasons for emphasizing rural development and stressing the "catch-up" nature of the programs it fosters. (2) Many aspects of rural development will have regional impact. (3) All major departments of state government are involved. (4) Working arrangements with the federal government are involved. In addition to the coordination aspects at the state level, a state plan is the only way to fully coordinate plans of the sub-state regions.

A Sense of Urgency

Rural development planning as something different from other planning has this special emphasis because it is generally conceded that development of rural areas has generally lagged behind the development in the most urban areas. The emphasis therefore is one of catching up and compressing the time that it takes for things to occur. Special emphasis can be given by formation of a "task force" that concentrates on the problem, very similar to a project management arrangement in private

industry. Whatever the organizational solution, this sense of urgency must be accommodated.

Mission Orientation

This facet of planning is basic. You must know what you want to do before you do it. The determining of what is to be done in rural development is not always a simple matter, particularly if the problem is ill defined. The point made here is that the mission of the planning body must be clearly defined and its components separated out into understandable functional areas. When this is done a planning framework can be put together to accomplish the task because then a reasonable and proper "staffing guide" can be formulated.

Unity of Direction

Unity of direction/unity of command is a necessity in any planning/management organization. This is best accomplished by a clearly understandable delineation of responsibilities and by establishing management/planning levels that are capable of controlling the organization in question. The state cannot always adopt the best organization for planning. It is stuck with whatever political organization the constitution of the state adopts. In establishing intermediate

levels of planning the number of levels and the effectiveness is pretty much a matter of how many local governments are involved, as well as spatial considerations. Certainly, the State of Delaware, with its three small counties, has a far different requirement of reference planning levels than does the State of Georgia with its 159 counties. Planning for rural development must be done by or for rural municipalities and towns. This planning then needs to be consolidated and amplified to express regional requirements; this then becomes the basis for an overall state plan. This seems basic, yet if the planning framework does not provide for this pyramid type planning it is not a complete framework.

Responsiveness

A planning framework that is not responsive needs adjustment or restructuring. Planning must rise to the occasion and provide answers when and where needed. This is particularly true in rural development activities, and is directly related to our first principle of a sense of urgency. The ability to act rapidly is a necessary one if confidence of the local governments is to be gained and retained, and it must

be, because without it very little will be accomplished. Local governments in the rural setting need help and when they turn to their immediate echelon of planning a rapid response needs to be made. There are many ways to build responsiveness into a planning network; just how it is done will depend on the planning task at hand. The only point made here is that responsiveness to the client in rural development is essential, and planning organizations must tailor themselves to be responsive.

State Support Requirements

The state as the focal point of rural development must establish the basic planning framework. Just how well knit this framework will be depends on the situation that exists in the state and how much importance the state attaches to the planning function. If the state desires to emphasize rural development, the planning framework must be structured to reflect this emphasis. The type of planning framework that evolves will be defined by the enabling legislation that authorizes it, and this, of course, reflects the political realities as they exist in the state. Some semblance of state planning exists in most states.

The degree of centralization is variable and runs to highly centralized control, such as found in Hawaii, to a much more permissive situation, such as found in Georgia. The point to make here is that each state is unique and the planning framework should reflect the requirements of the state. Organization is a requirement for any directed activity. Innovation in organization is a highly desirable quality provided it does not waste or throw away usable existing capability. This is best stated as far as rural development is concerned as follows:

The need for considerably decentralized control over development planning stems from the uniqueness of each area. We must recognize that old rural communities and all areas except wilderness have some sort of institutional structure, that this varies from area to area, that there is in every community some past history of organizational development at work that will have an important effect on the creation of new organizations and the potentialities of new developments.⁴¹

The point made here is that, whenever possible, organize around what you have at hand that is usable and of value. Further, a state planning framework should strive to keep the planning as close to the problem as possible. The "Feds" have been accused of violating this principle on numerous occasions. The state can make the same mistake.

A Planning Hierarchy

Rural development requires planning at the local and multi-county level. An overall state development plan gives direction to these plans and acts as a priority establishing mechanism. Also far more effective legislative support is likely to accrue, both state and federal, if the state can demonstrate that it "has it together." This hierarchy of planning should have a clearly charted line relationship leading to the governor, in order that there be no misunderstanding as to requirements at each planning level.

Policy

What is policy? For the purpose of this discussion, policy is a constraint. It is a measure used to define limits of plan implementation and as such is directly related to plan implementation. The basic policy for rural development must be set by the governor because only he can judge the administrative capability that exists at the state level. The setting of policy involves a determination of how much control to retain and only the governor can make this determination, based on his judgment of subordinate effectiveness and capability. Policy follows the planning hierarchy and

is a function found at each level of the hierarchy but vitally dependent on the levels above.

Leadership for Local Government

Counties and municipalities are described as the base of rural development because it is here that the improvements and changes are made. One fundamental factor at this level that must exist, or if it doesn't must be created, is the will and desire for improvement. This is basically a people oriented thing. What the people at the rural level want and will accept as a "good quality life" and the concept of this "good quality life" in the state capital may be two different things, and the result of this difference as far as planning is concerned is expressed as follows:

To try to develop rural area blueprints in Washington or in state capitals would result in faulty, inaccurate and unworkable plans. The data needed to intelligently develop rural America are not and cannot be made available to any master planner in any central city--state or Federal.

Even if partially intelligent plans could be centrally drafted it is doubtful that the people of rural America would accept them.⁴²

If the above quotation is taken literally then all hope is gone, because there is more than adequate evidence that in most cases the rural community and county do

not possess either the expertise or resources to pursue any significant developmental effort. Blueprints must be drawn in Washington, federal regions and state capitals and also in counties and rural communities. The point is that they must be drawn at the level to which they apply. The state has the support responsibility to furnish the means to the rural community to acquire the expertise to draw the "blue print" that it wants and will accept. This support is not only material but also a matter of leadership and motivation. This leadership starts in the governor's office and extends to the office of the small town mayor, or county commission. This motivation and/or leadership is not always a structured thing that is prescribed in the accepted political structure; it can be private organizations, i.e. the Rotary, Grange, Veterans organizations, or simply people who care and will influence their neighbors. The point to make is that the state must work through its own formal structure as well as the semi-formal and informal citizen groupings. Support of rural leadership is much more encompassing than just the support given to official bodies and agencies.

Allocation of Resources and Services

In this discussion of the measures a state can utilize to influence rural development planning we are trying to isolate those that can help rural areas help themselves. The power that the state has to allocate resources and services is probably the most potent weapon it has to help influence any development action. The power is an economic based one. As Werner Hirsch explains it: "Governments can and do effect resource allocation, distribution, economic stability, and economic growth."⁴³ One of the elements in the decline of rural areas has been the revenue raising deficiency that exists in many rural community governments; this has led to inadequate community facilities and mediocre educational systems, simply because of a "pay your own way" syndrome. In general, the small government in many cases felt that with its limited revenue raising power there was nowhere to go since the state had severely limited the money it could have. The state has the same view of the federal government. The federal government has started to correct its monopoly of tax monies with revenue sharing programs. The states can do likewise. The state can do even more by

assuming responsibility for education, health services and other services that are poor because of fund limitations. In fact, there is little or no chance of an equitable education system unless the state takes over. In some states, particularly Maryland, the state will on request of the local government take over waste disposal.⁴⁴ These things are not "big brother" approaches but reflect a capability to help that is due to position and scale of operations. This concept does not in any way violate local government autonomy. The Federalist concept is: "Have the smallest unit of government that is appropriate for the scale of the problem assume responsibility for that problem."⁴⁵

Ability to Shape the Environment of Development

This capability is primarily found in the state's ability to regulate and establish rules for the private sector of the economy, and if a state is to fully support a rural development program it must be willing to make the concessions and establish the necessary regulations to support rural development programs. This regulatory ability has as its basis the state's legislative capability. This regulatory power covers

just about every element that has an influence on rural development: communication, transportation, land use, corporate taxes, pollution control. These are just a few of the items pertaining to the general welfare.

One other intangible that can have a significant impact on any rural development program is the favorable consideration generally given by the courts to measures taken by local governments that have specific backing by state legislation. This has been particularly true in eminent domain condemnations for renewal purposes.

Planning Organization

Sources of Input to the Overall State Plan

The governor's objectives are fundamental to the overall state plan as the foundation for the plan. As indicated in Figure 3, these objectives are inputs to each level of the planning hierarchy. If the governor's objectives are noted at the sub-state levels of planning, the assembly of the overall state plan is facilitated. Rural development is an effort that will also require inputs from each of the major departments. Last, but not least, are the federal requirements. Though the federal government is returning much in the

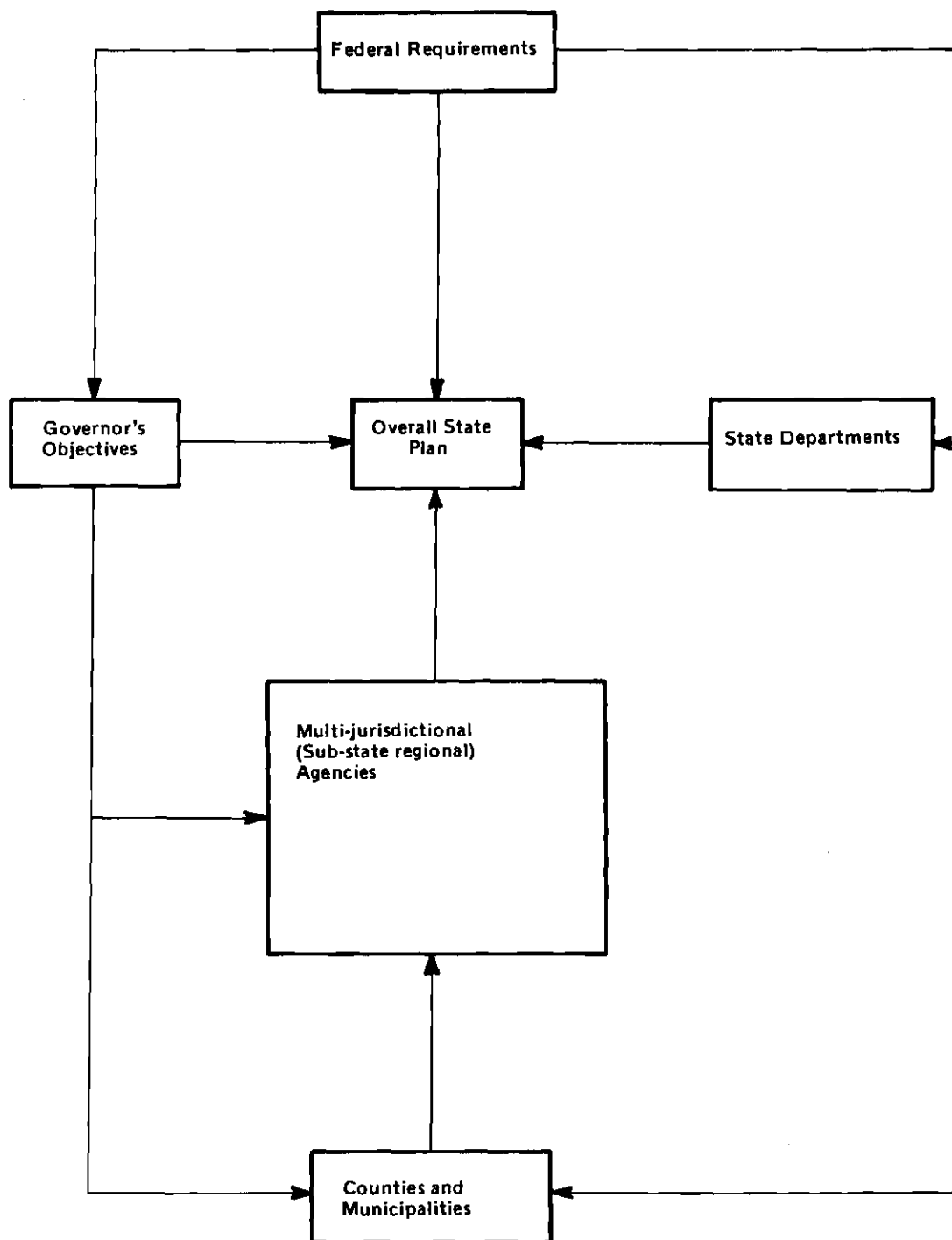


Figure 3. Inputs to an overall State Rural Development Plan

way of power and control to the state, the "Feds" will continue to be very active in those areas that are interstate in nature, and few are not, and will continue to enforce its policies by the withholding of funds for noncompliance. As Figure 3 indicates, federal requirements should be inputs at each level. The state level must insure they are included when the overall state plan is published for implementation.

The state is the hub of rural development planning and an overall state plan for "rural development" should be the "prime mover" for rural development. The existence of an overall state plan is the only way that the "urgency" requirement will be met; "rural development" must stand out and not run the risk of being placed on the "back burner."

A Flexible Organization

The organization of a state for overall "rural development" planning is dependent on many factors: (1) the degree of control that the governor possesses over the planning process; budget power is the ultimate power; (2) the control that the governor has over the major departments; (3) dependability and effectiveness

of sub-state levels of government, i.e., counties and towns; (4) constitutional requirements. In Georgia, the state government gives the governor partial control over the departments of the state by giving the governor considerable appointive power over major departments, but he is still denied the control over some major departments such as agriculture and labor. This is a weakness. The ability of the governor to appoint the heads of the major departments makes for a much more directable organization. The budget office directly under the governor is another plus in effective state control.

Planning Assistance for the Governor

The governor as the chief executive determines the goals of "rural development planning" and as such establishes the base of the overall state rural development plan. To adequately set goals, review plans, and implement developmental programs, the governor needs a staff or council or special committee, call it what you will, to help him with the urban/rural development task. This is taking a leaf from the current federal executive branch organization with its councils (I.e. the domestic council). This type of organization

is well within the power of most governors to establish and can be easily accomplished without any legislative "hassle." The composition of this "Committee for Urban/Rural Development" would have a minimum membership and organizational location as shown in Figure 4. By including all the major department heads or heads of functional groupings of like functions, unity of effort is assured. The selection of the chairman is left to the governor's discretion, but should be filled with the head of a major department. The position should be up for reconsideration at a specified time interval to allow the governor to shift with the political power shifts in the state. This committee performs similar to the Federal Community Development Committee at the federal level and provides a "Technical Channel (not policy making)" between the "Feds" and the state. The head of the University system is included because of the significant part the state University plays in rural development at the insistence of most federal legislation on the matter. The fact that the committee is designated an Urban/Rural Development Committee is to emphasize that at the governor's level the final balance is determined for the development effort.

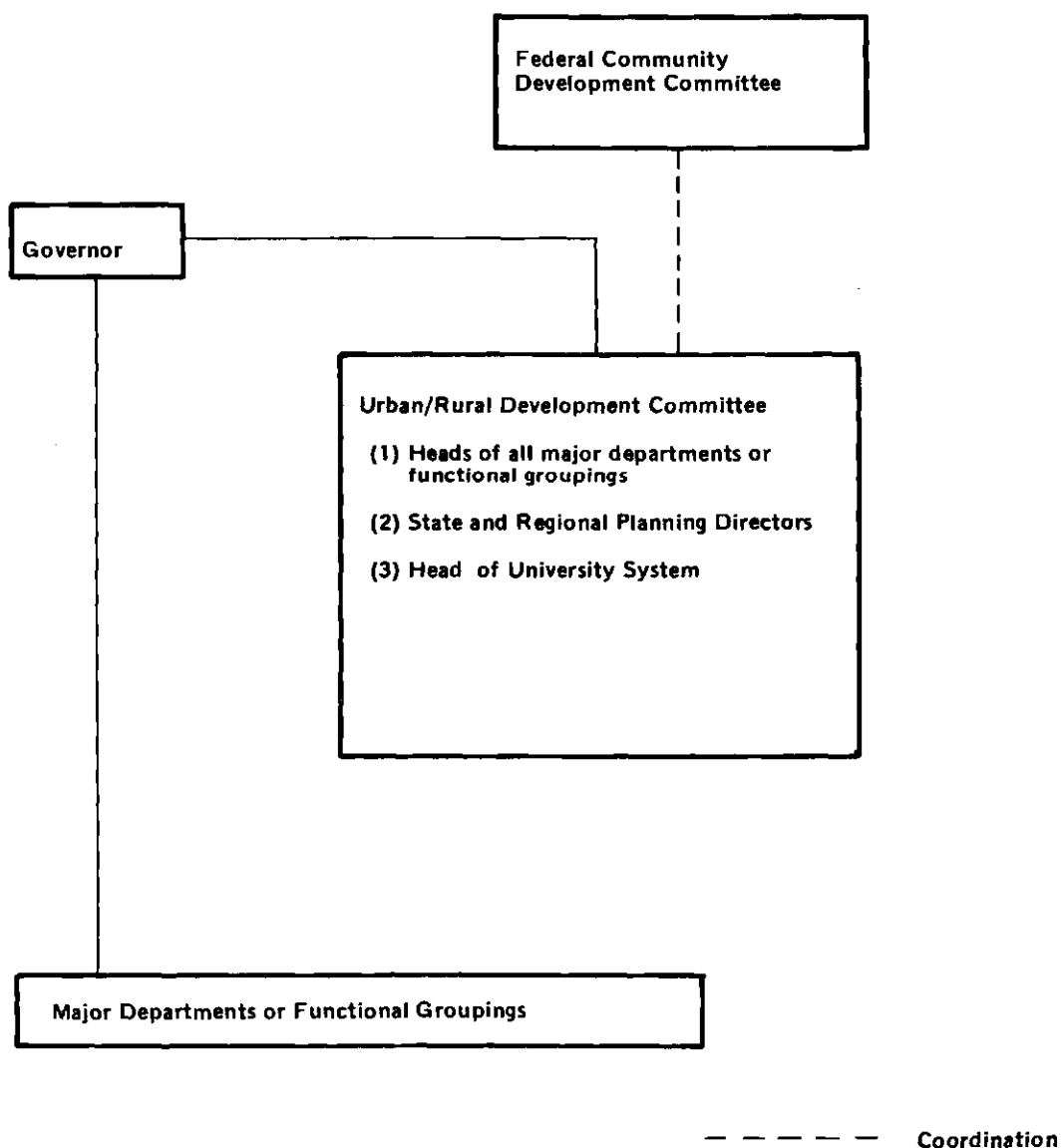


Figure 4. Urban/Rural Development Committee

A Task Force Concept

Throughout this discussion it has been stressed that rural development is different from other development because of the urgency that is connected with its programs and the extra emphasis given to planning and implementation of plans. This "urgency" and emphasis should be reflected in the organizations for planning. One way to achieve this special emphasis for rural development planning is to establish, where required, a rural development "planning task force." This device would set aside rural development in a way that those involved would be expected to give the problem separate and concentrated attention. Figure 5 indicates where in the planning hierarchy the task forces would be located.

At the state level the rural development task force will be a long term organization staffed by people who have no concern other than rural development, and headed by a separately appointed director of rural development planning. At the regional planning level it is quite possible that the task force will be composed of people who have other planning duties, and the task force is just a special designation for

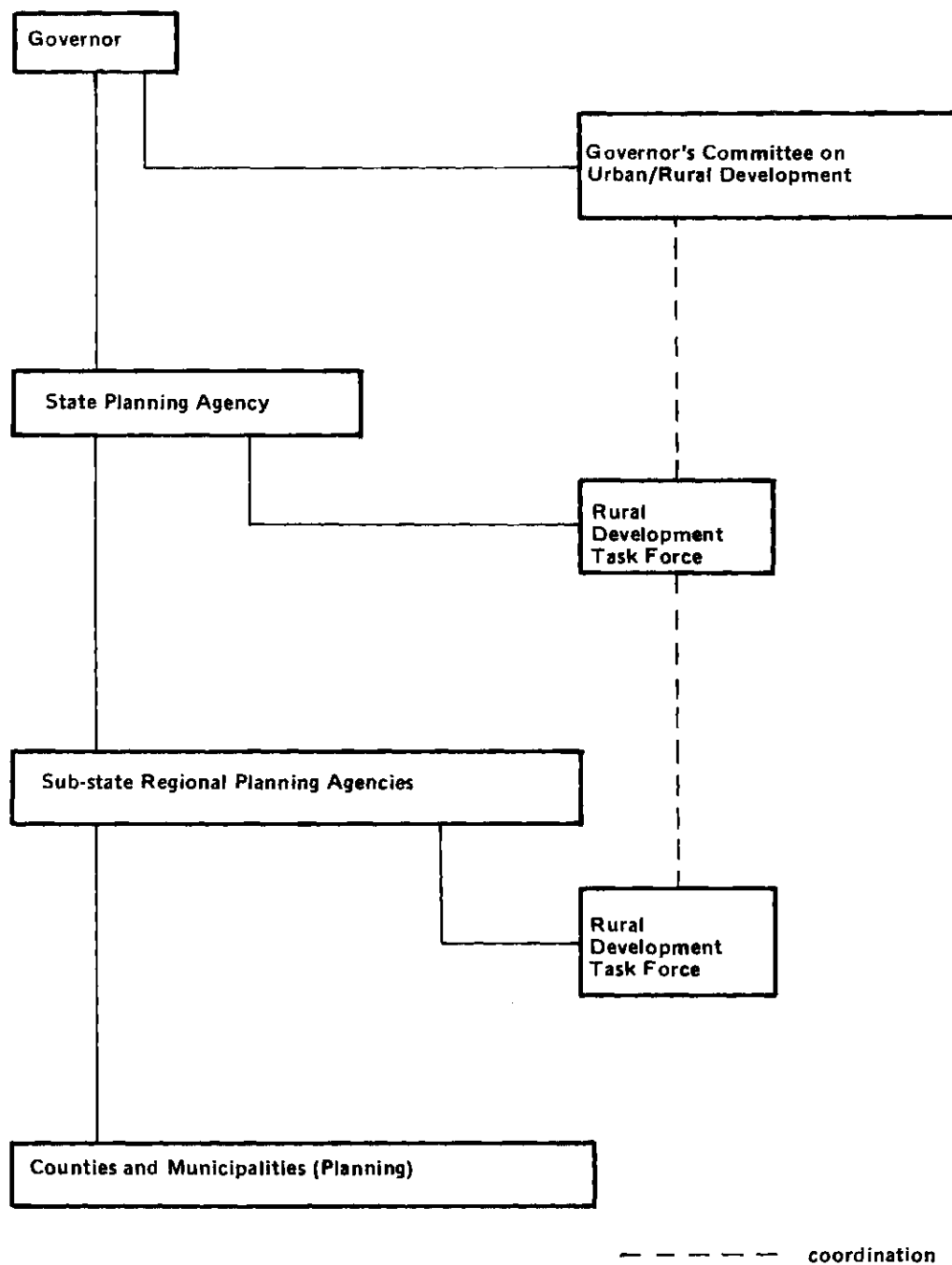


Figure 5. Composite Planning Structure for the State

emphasis with one major staff member designated as the coordinator for all rural development matters. A completely rural region needs to make no distinction. Whenever there is a situation that involves planning for both rural and heavily urbanized areas in the same planning organization, the distinction should be made and the task force organization used. The normal planning chain would be followed insuring completely integrated urban/rural planning. Technical coordination should be authorized between the rural planning elements at all levels of planning to insure that all rural development considerations are met. Figure 6 is a type task force that could be used at the state level. The same general functions would be established at the regional level; only at the regional level the legislative liaison function and the regional liaison office would be omitted and the "regional liaison office function" performed by the local government management assistance office.

At the state level the task force for rural development would be directed by an assistant State Planning Director for rural development, answering directly to the State Planning Director. This

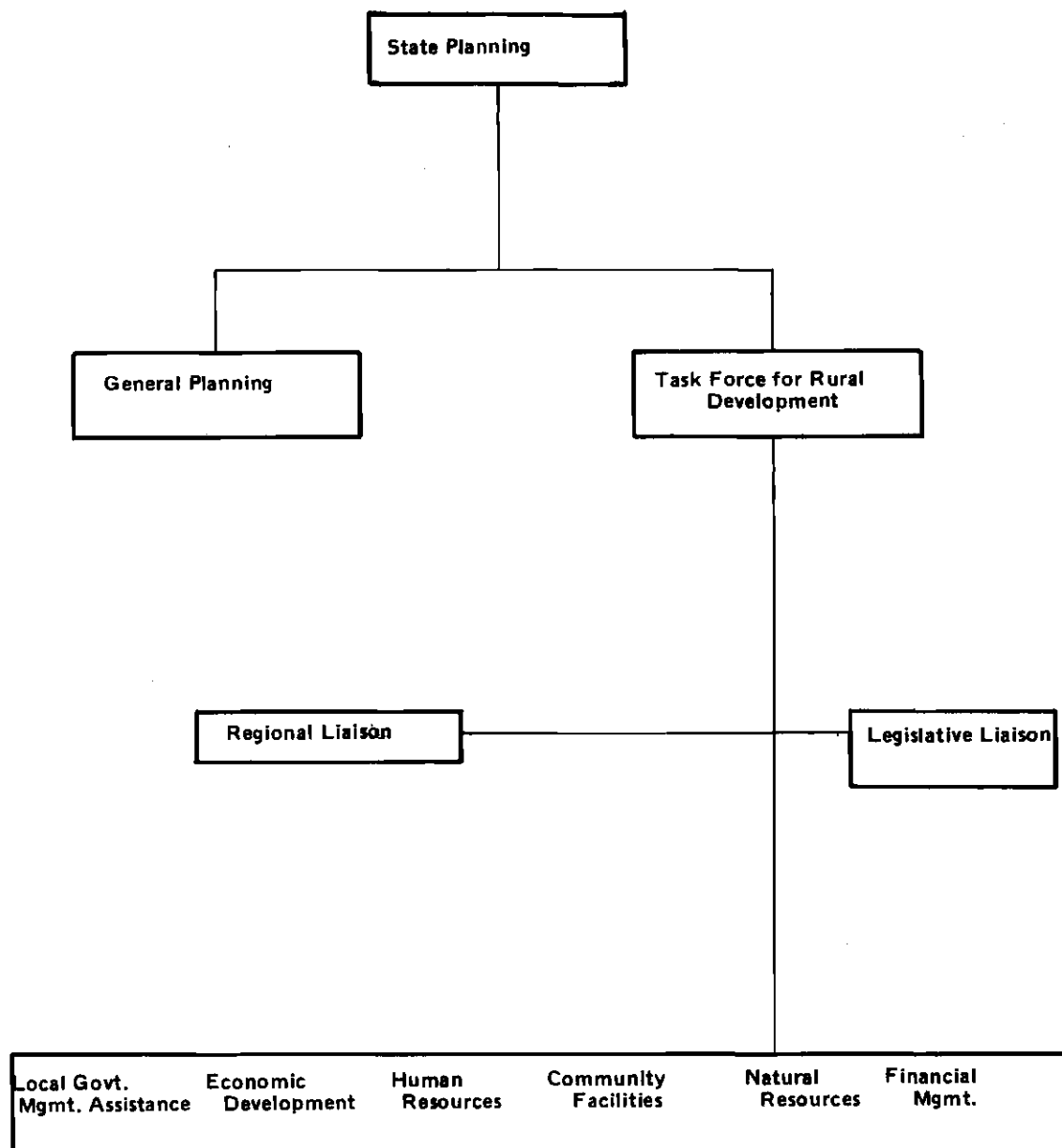


Figure 6. Task Force for Rural Development Planning at State Levels

planning function should be directly under the governor and not subordinate to another department. The legislative liaison office is established to furnish information to the legislature on rural development and support the necessary legislative committees as well as to advise the director for rural development planning on anticipated legislative "hang-ups." Informed legislators are essential for support of programs. Why not formally facilitate legislative support?

Liaison between state and sub-state regional planning agencies will facilitate and enhance the coordination between these two planning levels. This liaison will probably work better if the personnel are state personnel, but based in the sub-state regional planning offices. By being state personnel the funds to support them will, in most cases, be more obtainable; by being based in the offices of the sub-state regions, their effectiveness will be enhanced by placing them next to the sub-state planning director to facilitate communications between the two, and this places them in the center of the applicable sub-state agency problems. The same line of thinking would be

followed at the sub-state level by placing representatives of the local government management assistance office in each county courthouse and available to the county commissioners and rural municipalities.

Financial Management. This function is included because of the extreme problems that exist in raising money, acquiring capital, and, in general, financing rural development programs. A special section to concentrate on this is in order and it should have separate and special emphasis. It is true that this is closely allied with economic development, but if the hearings to support the Rural Development Act of 1972 proved nothing else, they proved that the financial structure in rural areas was inadequate to support any innovative development programs. The "Feds" refused to establish a rural development financial system. The problem must be dealt with and the states will need to do it. The other sections represent functional areas that are essential to rural development, and can be tailored to the situation.

Summary

The existence of an overall state rural development plan that is based on the goals of the state administration and backed up by a planning hierarchy, representing all levels of government, with clear lines established to the governor, is a minimum for effective planning. The interior organization to cover all the established functions of a rural development program is the added measure that provides the required planning emphasis. Planning alone is not enough; how it works is the real test and this is a function of citizen acceptance as well as state legislative and regulatory support. The state's ability to allocate resources is an area that deserves special attention because it usually benefits those things that develop the quality of human resources. Since rural development is special because of the urgency associated with it, close supervision by the state is essential as well as the establishment of the priorities that the regulatory powers of the state can provide. The legislative backing of innovative and controversial programs implemented by municipal governments is also very essential.

The special task force emphasizing rural development is an organizational tool to allocate planning effort and does not imply a requirement for resources, above and beyond those resources required for planning that has other emphasis. None of the functional elements represented in a rural development task force, except regional and legislative liaison personnel, represent allocations of personnel or other types of resources that are beyond what a well staffed and supported State Planning Agency would normally have available.

Regional liaison personnel represent an extra resource requirement but would fully justify the expense in any state planning effort by insuring rapid state response to local and regional needs. This response could well "spark" citizen support and thus "more than pay for itself," particularly in those regions collecting local funds, by showing citizens that they are receiving "good service" for money paid.

The concept of legislative liaison is nothing new and the fact that a planning agency organizes to help the legislature better understand the goals and plans it formulates is a common sense move toward

effective plan implementation. Legislative liaison, in some form, should be utilized to facilitate implementation of any type plan, so once again "nothing new is added." Rural development planning organization is "slanted" toward the job to be done by providing legislators with expert help and saving the professional planners time for planning.

Maximum use of existing resources to foster plan implementation is what yields benefits, and the rural development planning organization just discussed does do this.

CHAPTER VI

CONCLUSIONS

Emergence of the State

Initially, the driving force in rural development was the federal government, and at the time that this federal interest in rural areas reached its highest point no one else could possibly have done the job. The economic disaster that is sometimes known as the "great depression" had crippled government at all levels. The federal government had to "take charge." Rural Development was one of the areas that received significant federal attention, with the TVA being perhaps its biggest developmental program. Emergencies and crisis, since 1929 up until the present, have become a national way of life, with the federal government assuming increasing amounts of control in domestic affairs and, as a result, monopolizing revenues and, in many cases, in the interest of expediency, bypassing state governments in administering the many programs. There is ample evidence that the large

amounts of control that the government retained for itself and the practice of dealing directly with the sub-state levels of government were, in many cases, extremely inefficient, wasteful, and, worst of all, ineffective. The trend now is for the state to assume major administrative responsibility. Revenue sharing and the curtailment of many federal programs confirms this decentralization of many federal controls to the states. Rural development is one example.

Rural Development Act of 1972 and Dependence
on the Federal Government

The Rural Development Act of 1972 promises much, but as time goes on may deliver little. Dependence on the Act has caused a slowdown in rural development planning. Federal involvement cannot be taken for granted; at most it should be considered a supplement.

Rural development must proceed with or without the federal government. It is the firm belief of the author that the federal government will always play an important part in rural development, but will render little assistance to the state that is not willing to organize itself to "take charge" and plan and implement a program that is not completely dependent on federal loans and grants.

Rural Development Planning

Rural development is special because of the urgency required to permit rural areas to "catch up." Planning for rural development then becomes an exercise in recommending priorities and resource allocation. To accomplish this the state must be the hub around which "rural development" revolves and is the center link for all planning activity. The state must have an overall "rural development" plan that is part of an overall state development plan. The overall "rural development" plan will assure two things: (1) overall coordination of programs; and (2) unity of effort in implementation.

With a state oriented "rural development" plan that truly reflects the governor's goals, it then becomes far easier to enlist both state and federal legislative support, and to organize internally to project the "emphasis" that is required for rural development.

Implementation of Rural Development Planning

The lower the level that planning and implementation control can effectively occur, the better. Highly

decentralized operations require highly capable administrators at all levels; thus the effectiveness of county and municipal governments determines the degree of decentralization. Georgia, for example, has given its APDC's virtually a free hand, almost to the point of abandoning state control over planning. Decentralization does give flexibility but the state must insure that it knows what is going on at all times and can step in when sub-state elements appear to be getting off course. Each state is unique in its rural development requirements and has individual peculiarities, based on constitutional provisions and political realities. Planning organizations should reflect these requirements.

The Urban/Rural Balance

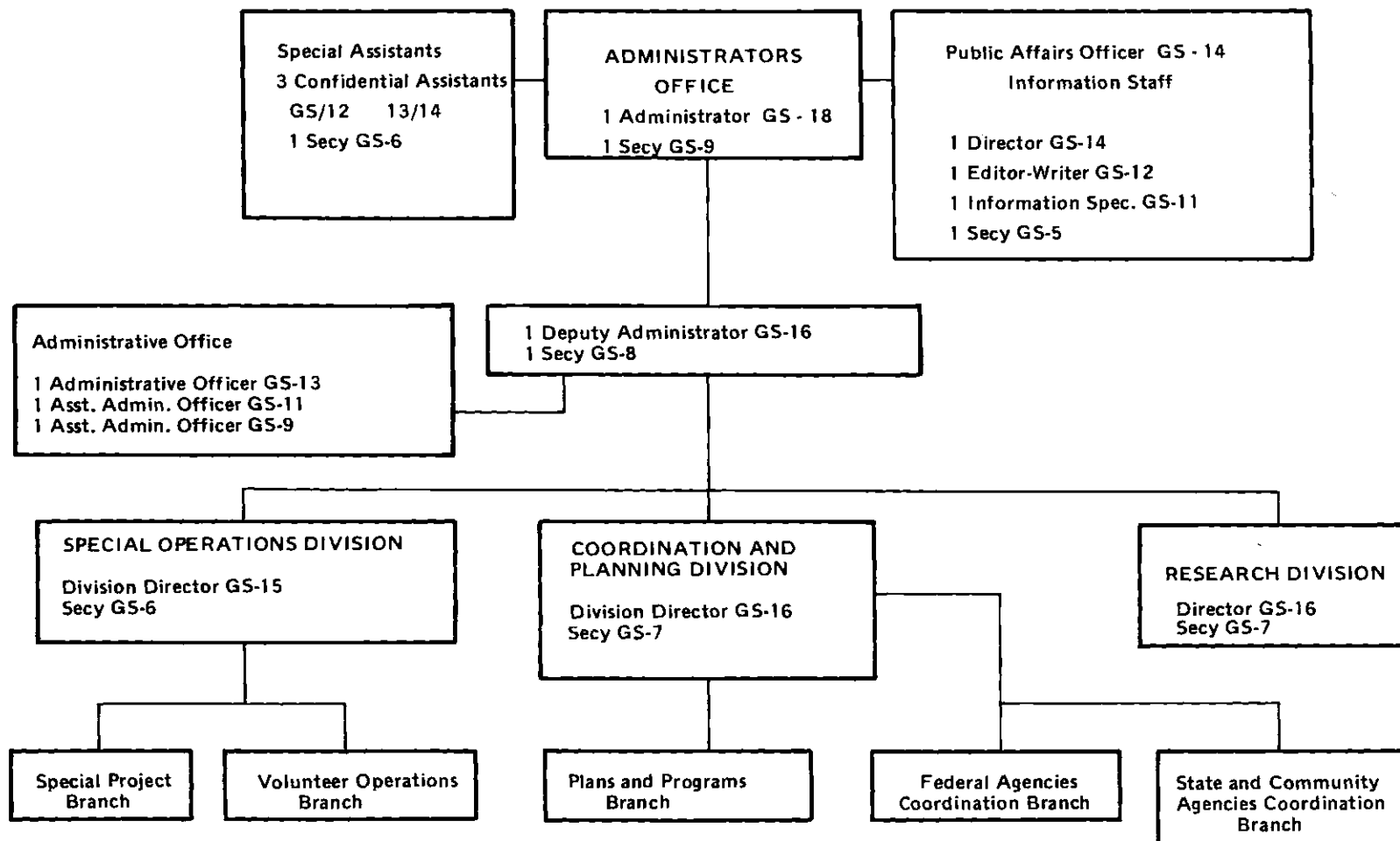
The fact that rural development requires special emphasis to "catch up" does make it a unique planning situation. The uniqueness and emphasis, however, is for the benefit of the overall development process: that is why special planning measures and plans must be an integral part of an overall development plan. A perfect example of this is found in a statement of

policy pertaining to economic development in Georgia's overall plan where it is clearly stated that economic development has as one of its objectives: "To afford viable choices of living patterns by promoting balanced living advantages in both the rural and urban areas of the state."⁴⁶

Future Requirements

The Rural Development Act of 1972 has made the United States Department of Agriculture the primary government agency for rural development actions. The department has been charged with the responsibility for information dissemination and program coordination. The department at this point in time is in the formative stage of organizing to meet these responsibilities. Any planning programs and organizations that a state formulates will need to be adjusted to fit the coordination measures and organizations developed by the Department of Agriculture. This need for federal/state coordination will generate a need for further study to devise ways for these two levels of government to keep rural development in step.

APPENDIXES



Source: Rural Development Service United States Department of Agriculture

Figure 7. Rural Development Service -- Staffing Plan
August, 1973

APPENDIX A

Mission Statement, Duties of Major Sections and Staffing Plan, Rural Development Service, USDA

The mission of the Rural Development Service is to promote the development of rural America, with primary emphasis on community development, by:

(a) Coordinating a nationwide Rural Development program utilizing the services of Executive Branch departments and agencies;

(b) Insuring that available federal resources and services are effectively applied to the needs of rural America; and

(c) Carrying out research, information dissemination, and other activities which contribute to the economic, social and cultural development of rural America.

Special Operations Division:

Develops, recommends, and administers innovative policies and programs that contribute to greater efforts and better leadership in rural development

activities at the community level to include the following areas:

- (1) Education.
- (2) Community organization.
- (3) Health services.
- (4) Leadership training.
- (5) Volunteer participation.
- (6) Other related activities.

Administers and implements selected short-term special projects as designated by the Administrator to include preparation of Congressional reports required by Section 603 of the Rural Development Act.

Provides limited Congressional liaison services, as requested by the Administrator, relating to special projects and program activities within the division.

Coordination and Planning Division:

Formulates, recommends, and administers comprehensive plans, programs, and policies in support of the Administrator, relating to coordination responsibilities as prescribed in Section 603 of the Rural Development Act of 1972 to include the following areas:

- (1) Interdepartmental liaison.
- (2) Intradepartmental liaison (USDA).
- (3) Regional, state, and community liaison.
- (4) Program planning, review, and evaluation.
- (5) Other related coordinating activities.

Research Division:

Administers national and regional programs of research and associated service work related to economic development of rural areas; rural local government, housing, population and manpower, health and education of rural people, indicators of well being, level and distribution of incomes, and other related activities.

Participates with the Administrator and Deputy Administrator in formulating long range and current policies and programs relative to assigned functions and responsibilities.

Provides administration and research coordination in execution of approved policies and programs for Division operations. Reviews and evaluates research programs to evaluate their effectiveness and to determine research program deficiencies.

Represents Rural Development Service in maintaining and developing relationships with federal, state and other public and private agencies in the conduct of research, obtaining and furnishing technical information, and promoting effective relations and cooperation.

Maintains liaison with key officials of the Office of Management Services in developing Division recommendations on administrative policies, management, and program performance as they affect or relate to programs assigned to the Division. Provides Internal Division management support services.

APPENDIX B

General Outline

Goals

The overall goal of the project is to improve those conditions in the Slash Pine Area that affect the ability of local citizens to successfully pursue their own goals and aspirations. Thus, the end result to be sought is a greatly improved quality of life for a larger number of local citizens and others who might be attracted to the area. This suggests the remaking of certain conditions in the area that would provide greater opportunities for its youth and adults, and thereby curb outmigration.

Objectives

The principal objectives or major thrusts of the Plan are:

1. To further develop the area's economy
2. To further develop the productiveness and capabilities of the area's human resources
3. To extend the range and quality of public services, and improve efficiency of delivery of those services

Major Program Elements

A. Develop the Area's Economy

1. Develop basic economic activities through one or more of the following:
 - a. Agriculture and agri-business
 - b. Manufacturing
 - c. Commercial recreation and tourism
 - d. Regional trade and services
 - e. Mining or mineral processing

It is likely that further study will reveal that some of the factors identified above have much greater potential for development than others. Nevertheless, all should be considered carefully before deciding where to place the emphasis. A necessary condition for improving quality of life in the area is that substantial improvement be made in one or more of the basic economic activities since they are the building blocks on which any economy is based. On these activities rest the major employment and income opportunities, and the ability of the area to develop successful trade and service operations.

2. Local trade and services

- a. Retail trade

- b. Wholesale trade
- c. Personal services
- d. Business services

The trade and service components of the local economy are ultimately dependent upon the primary economic activities. They are needed not only as a matter of convenience to local citizens and businesses, but also as a source of employment and income. Future action steps may take the form of improvements in central business districts, including access, parking, the range and quality of goods and services, merchandising techniques, and general appearance. It is not essential that all goods and services needed by local residents be available locally; in many instances greater efficiency can be achieved by purchasing from other locations in the area or from outside the area.

3. Transportation services

- a. Rail
- b. Bus
- c. Truck
- d. Air passenger and freight service
- e. Highways, streets and traffic flow

Again, some of the factors listed are more important than others. Each one needs to be considered, however, from the standpoint of weaknesses that can be corrected. Moreover, transportation is involved in each of the three main thrusts: the economy, human resources and public services.

4. Labor force

- a. Participation rates (factors affecting)
- b. Available skills and work habits
- c. Number of males and females in labor force
- d. Availability of training facilities
- e. Employment information services

Although the quality and extent of available labor is closely related to human resource development, it is an immediate force in the development of economic activities. The overlap with human resource development should be recognized and properly coordinated when formulating detailed plan and action programs.

5. Other factors affecting the economy

- a. Energy--costs availability of electricity, natural gas and fuels
- b. Capital--costs and availability of operating funds and venture capital;

availability of banking and lending institutions

- c. Effectiveness of communications-- newspapers, radio and television, other
- d. Working environment and environmental consideration associated with local economy
- e. Water and sewerage treatment; housing; basic health services; solid waste disposal

Each of these factors has an effect upon the potential to develop the local economy and its ability to be self-sustaining. Further elaboration of the outline is needed; and special studies and action plans will be required as the project progresses.

B. Human Resource Development

1. Formal schooling and training services

- a. Early childhood development, e.g., kindergarten and day-care centers; also support for pre-school family-type training, particularly among the disadvantaged
- b. Quality and efficiency of training in primary and secondary schools
- c. Availability, efficiency, scope and quality of educational services among colleges, professional and vocational-technical schools serving the area

- d. Availability, quality and efficiency of special training facilities, e.g., for the physically and mentally handicapped, and for gifted children
- e. On-the-job and apprenticeship training
- f. Continuing education for professional groups and citizens generally

Some deficiencies in training programs in the area are well known. Other types of formal training programs are not available within the area, or are not accessible to many citizens. Special studies will be needed in full cooperation with public school officials. Action plans, priorities, and funding sources also need to be explored. Innovations may be possible, e.g., through new teaching procedures such as educational television. Always, the central focus should be that of how to enable a larger proportion of local citizens to acquire skills and eventually move into the mainstream of life.

2. Citizen attributes

- a. Promote greater and more effective citizen involvement
- b. Improve self-image and aspirations among a greater proportion of local citizens

- c. Stimulate development of leadership, entrepreneurship and management skills
- d. Strengthen family structure, basic honesty and sense of justice

These elements of the development plan are difficult to define and may be very difficult to improve through deliberate efforts. Nevertheless, they should be recognized as playing a significant role in the area's long-term progress. Perhaps improvements can be made through local churches, programs of the Cooperative Extension Service (e.g., 4-H Clubs) and scouting, since each of these further considerations is warranted.

C. Public Services and Facilities

Most of the public services listed below have been mentioned previously as elements of economic and human resource development. In each case, however, the service was treated as a supporting factor contributing to economic development or human resource improvement. In this section, emphasis is given not only to the service needs as end products, but also to the delivery systems which greatly affect the efficiency of providing the services. Here, public services are treated

as a bundle of activities carried out in the general interests of citizens as well as means to more specific objectives.

1. Efficiency of political processes, including form, rules and procedures of political processes; voting on public issues and elected representatives; and tax/public revenue considerations.
2. Efficiency of delivery systems for public services
 - a. Local planning and zoning
 - b. Educational services
 - c. Public health services, including nutritional and emergency medical service
 - d. Housing assistance
 - e. Law enforcement
 - f. Fire protection
 - g. Public recreational and cultural opportunities
 - h. Waste management
 - i. Streets and traffic flow
 - j. Public transportation services
 - k. Employment services
 - l. Social services
 - m. Public welfare and assistance
 - n. Regulatory and control functions

Two general problems exist in the Slash Pine Area with regard to public services: (1) most of the services listed above are deficient in some form at one or more locations; and (2) local public revenues are inadequate to solve the problem. Both the delivery systems of the various services and possible sources of funds need careful study. This should be carried out systematically, with the full involvement and co-operation of local governments.

Next Steps

The following steps are suggested for early implementation in order to get the project underway.

1. Further refine the overall approach, strategy and details of the development plan. Revise, make modifications and restructure the outline as new ideas and objective information are received.
2. After tentative agreement has been reached on the general approach and project outline, proceed to sharpen definitions and formulate measurable quantities for the goals and objectives. For example, clarify the concept of "Quality of Life." (Note: Inputs leading to more precise definitions can be obtained through implementation of Item 3 below.)
3. Involve local citizens in a constructive way to help identify the major strengths and weaknesses of the area. One possibility is to implement in each major town of the eight-county area the "Relative Valuation

Techniques for Determining Program Priorities."

4. Identify major study needs. Single out those projects for which action planning and implementation can begin on a quick start basis.
5. Begin the preparation of project statements or proposals for staff, planning grants, or for direct action projects.
6. Establish a liaison with other development organizations that have an interest in the Slash Pine Project, e.g., the state-wide Rural Development Advisory Council. Invite the full participation in the project of any local or state group having an interest in rural development.
7. Develop plans for a public information program to explain to local citizens what is being done, why, and how. Also obtain feedback from local leaders and citizens about the potentials and needs of the area. If possible, set up a continuing project to ensure that plans and action steps are not carried out in isolation of the people.
8. Identify any major long-term study needs, e.g., an economic base study, that would provide essential information needed to refine plans and to develop action programs.
9. Develop standard reporting procedures to groups that need to know about the progress and status of the project on a periodic basis, e.g., Slash Pine APDC Directors, appropriate state agencies, Senate Committee on Agriculture and Forestry and the Rural Development Advisory Council.
10. Define the future role of the subcommittee.

Source: Slash Pine Area Planning and Development Commission

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