CREATING RURAL OPPORTUNITY-CGPA'S STATE POLICY ACADEMY ON RURAL COMPETITIVENESS

Final Report

Submitted to:

T. Meriwether Jones The Aspen Institute

Dr. E. Walter Coward, Jr. Chris Page The Ford Foundation

Dr. Thomas Thorburn W.K.Kellogg Foundation

Prepared by:

Tom Bonnett, Project Director COUNCIL OF GOVERNORS' POLICY ADVISORS (CGPA)

November 4, 1993

Project Summary

The Council of Governors' Policy Advisors is a non-profit organization affiliated with the National Governors' Association and partly supported by dues from state governments. Its members are appointed by the governors and include chiefs of staff, policy advisors, cabinet officers, and budget and agency directors. Beginning in the mid-1908s, this organization contributed to the general understanding of the dynamics of rural economies, particularly entrepreneurship, and the capacity of states to address rural issues. This initial work was supported by the Ford Foundation's Rural Poverty program and the Human Rights and Governance program, the W.K. Kellogg Foundation, the Joyce Foundation, and the Northwest Area Foundation.

This submission is the final report of a three year project originally entitled the "Rural Economic and Community Development State Policy Academy." The project was jointly funded by the W.K.Kellogg Foundation, the Ford Foundation, and the Aspen Institute. The project proposal identified these broad challenges for organizations committed to promoting rural development:

- Translating research results on rural issues into a form useful to state governments;
- Building the states' capacities to craft and implement comprehensive strategies tailored to their unique circumstances;
- Helping states assess the barriers to and opportunities for rural development;
- Supporting state efforts to set appropriate policy goals, refine programs, develop implementation plans, and create accountability systems; and
- Providing ideas and rural policy initiatives that might improve the quality of life in rural communities, and around which state policymakers could form coalitions and build political support.

The first two annual progress reports described in detail the two state policy academies organized by CGPA in 1990 and 1992 to pursue the above objectives. These state policy academies combined elements of strategic planning, policy analysis, and interdisciplinary coordination. They provided opportunities for teams of

top-level state policymakers to obtain substantive information about rural economic development strategies, to work closely with leading experts in this field, and to develop their own strategic policy recommendations for serving the needs of rural communities through their state governments.

Final Year Activities

The planning and execution of these two rounds of policy academies dominated the first two years of the project. In the third and final year, our primary activities included:

- preparing for and hosting the second session of the second policy academy (held in Bellevue, Washington in August, 1992);
- organizing a team leaders meeting in December,
 1992; and
- writing, publishing, and disseminating a policy book, <u>Strategies for Rural Competitiveness: Policy Options for State Governments</u>, that summarized much of the substantive material presented to the participants of the two policy academies.

The original proposal stated that the policy book would be written during the second year of the project. This was not done due to a personnel change that occurred in the fall of 1991. Hence, the policy book was written, following the second round of policy academies, between the fall of 1992 and the spring of 1993. As intended, the book sought to incorporate much of the material presented at the state policy academies and to reflect upon the experiences of the state teams that participated. (Indeed, Chapter 5 of the book summarizes the state policy academy approach and results.)

During the summer of 1993, copies of the book were sent to the CGPA membership (which consists of 185 state policymakers appointed by their governors); the team leaders who participated in these academies; and many leaders in the field of rural development. We are particularly grateful to the Aspen Institute for distributing an additional three hundred copies of this book to leading rural development practitioners and experts. Another effort to obtain attention to the book by those for whom it was written was the mailing of a book flyer to a list of rural practitioners (courtesy of the Corporation for Enterprise Development) and to the membership of the Rural Sociological Society.

CGPA has been pleased with the attention the book has received thus far. It was mentioned briefly in the National Journal (9/18/93), in State Policy Reports (Aug. 1993, second issue), and in several organizational newsletters. In addition, the author was invited to make a presentation on topics covered in the book at the Rural America Annual Leadership Meeting (for the leadership of State Rural Development Councils) in Santa Fe, New Mexico in late October, 1993.

Following the practice of the first two annual progress reports, several appendices are attached to this narrative that present more detailed information about our activities in this final year. They include:

Final Financial Statement

Session Outlines for the Policy Academy held August 9-13, 1992 in Bellevue, Washington;

Staff, Faculty, and Participant Roster for this session;

Agenda for the December 1992 Rural Team Leaders' meeting; and

A book flyer and a copy of <u>Strategies for Rural Competitiveness: Policy Options for State Governments</u>.

Reflections on the three year project

The major objectives of this project were achieved. Ten states sent teams of high-level policymakers to the 1990 state policy academy, which provided the structured opportunity to develop policy initiatives designed to assist and strengthen rural communities in their states. Those states were Arkansas, California, Iowa, Maine, Mississippi, Missouri, North Dakota, Pennsylvania, and Wyoming. One objective of this academy was to assist the state teams develop specific state legislative proposals to address rural problems that could be submitted by their governor at the 1991 legislative session. Another objective was to help these state teams to become a nucleus of people conversant with rural issues, committed to addressing them, and possessed of a common vision that could shape subsequent policy development.

Six states sent teams to the 1992 state policy academy on rural competitiveness, which placed special

emphasis on the needs of economically distressed rural places and people. These states were California, Hawaii, Idaho, Nebraska, New Mexico, and Virginia. One of the objectives of this academy was to provide state governments with an opportunity to prepare for the formation of State Rural Development Councils (SRDCs) by providing strategic planning for subsequent policy development and SRDC program implementation.

We are pleased with the results from these two state policy academies. The selection of states to participate in CGPA state policy academies was competitive and one of the key criteria for selection was the demonstrated commitment of the governors to push for substantive changes in state policy. We have learned from years of experience that these are essential preconditions to increase the prospect of achieving systemic change in state policy.

Following their participation in these two policy academies, several states enacted legislation and revised state programs that improved services for rural communities and increased opportunities for rural populations. Credit for these achievements belongs to the governors and other political leaders, but we think that our academies made a significant contribution by providing information, facilitating discussion, and developing a collaborative, team approach to rural development issues.

Similarly, we have been told by officials of the National Initiative on Rural America that many of the states participating in the academies have produced some of the better organized State Rural Development Councils. We are pleased that our academies provided valuable assistance to these states.

As described in detail in Chapter 5 of the policy book, our most significant contribution through the academies was to provide the opportunity and structure for rural development leaders to develop strategic policies for their states. The training provided and the relationships formed during these experiences have facilitated collaborative efforts toward rural development objectives in these states. Some of the participating state teams enjoyed highly achievements very quickly; in other states, the tangible benefits from attending the policy academy may have been deferred temporarily because of the poor fiscal conditions. The longer term benefits from this training will be apparent in these states as the participants increasingly assume leadership roles on rural development issues.

Rural communities and their populations in all states could benefit, directly and indirectly, from the material presented in the policy book. It summarizes some of the most promising state strategies to improve the economic competitiveness of rural communities. It includes much of the material presented at the policy academies and describes the policy development process used by these state teams to develop strategic recommendations. By addressing major economic issues and offering examples of state initiatives to improve rural competitiveness, the book may be equally valued in those states unable to participate in our policy academies.

We have made a major effort to distribute the book and a descriptive flyer about it to many rural development experts and leaders. We would fondly hope that the book provides some benefit and assistance to those struggling to improve the quality of life in rural communities.

Attachments:

Final Financial Statement
Session Outlines for Second Academy (Aug. 1992)
Staff, Faculty, and Participant Roster (Aug. 1992)
Agenda for Team Leader Meeting (Dec. 1992)
Book flyer and a copy of Strategies for Rural
Competitiveness: Policy Options for State
Governments

Ford Foundation "Policy Academy on Rural Economic and Community Development" Grant # 900-0458

Final Financial Report January 1, 1990 to August 15, 1993

Category	Total Approved Budget	Total Project Expenses	Variance	Ford Expenses To-Date
Salaries and Benefits	240,100	256,309	-16,209	112,700
Consultants	75,700	51,436	24,264	35,600
Administration	133,400	157,676	-24,276	62,645
Travel	116,900	97,469	19,431	54,896
Meeting Expenses	19,500	35,156	-15,656	9,159
Total	585,600	598,046 *	-12,446	275,000

I certify that the above expenses have been made in accordance with the terms of the contract for this grant.

Signed

Alice Tetelman, Executive Director, CGPA

113193 Date

Fiscal Agent's Approval

Laura W. Shiflett, Controller, NGA

10/21/43

Date

^{*} Overage will be covered by grantee contributions.

CGPA STATE POLICY ACADEMY ON RURAL COMPETITIVENESS

ACADEMY SESSION II: SESSION 1

WELCOME AND INTRODUCTIONS

TIME:

Sunday, August 9, 1992

7:00 - 8:00 p.m.

PRESENTER:

Tom Bonnett, Project Director

LOCATION:

Idylwood

PURPOSE:

Set the stage for Academy II: present the purpose and outcomes, expectations, ground rules and suggested practices;

Review the CGPA policy development framework, briefly discussing the need and rationale for policy development at the state level and the key elements of the policy process: the vision, the environmental scan, problem and opportunity assessment, policy goal, outcome-oriented policy objectives and strategies, and multi-year action plan.

Relate the framework to the Academy process, showing how it was used at Academy I by each state team to develop draft policy products and how it will be used in this session;

Team sharing of work since the first academy session;

Review state team progress;

Review the Academy notebook as a resource.

FORMAT:

Presentation with questions and answers

Team members at round tables for each state

MATERIALS:

Academy notebooks

NOTE: THIS SESSION WILL BE FOLLOWED BY TEAM MEETINGS.

STATE TEAM WORK SESSION ONE

TIME:

Sunday, August 9, 1992

8:15pm - 9:30pm

PURPOSE:

Refine or complete Vision Statement, Scan, Diagnosis

and Problem & Opportunity Assessment.

Develop workplan with tasks, timeframes, and

assigned responsibilities for Academy Session II.

Begin discussion of Goals and Objectives: what must

be achieved to promote rural competitiveness?

FORMAT:

Group work with coaches facilitating; faculty

available to meet with team upon request.

MATERIALS:

Flipcharts and personal computer.

CGPA STATE POLICY ACADEMY ON RURAL COMPETITIVENESS ACADEMY SESSION II: SESSION 3 THE POLICY DEVELOPMENT PROCESS

TIME:

Monday, August 10, 1992

8:30 - 9:15 a.m.

PRESENTER:

Tom Bonnett

LOCATION:

Idylwood

PURPOSE:

Review the policy development process, which includes the following steps:

O Vision

o Environmental Scan

o Problem and Opportunity Assessment

o Goals

o Objectives

o Strategies/Policies/Programs o Communication/Gain Support

o Accountability

o Implementation

o Monitor Progress and Test Results

Group discussion on three questions:

What did teams work on since the first session in May?

What are the three most significant barriers to rural competitiveness in your state?

What is the most effective program in your state to promote rural competitiveness?

FORMAT:

presentation followed by small discussion. Random seating -- not by team.

Questions and Answers

MATERIALS:

Overheads

Materials in notebooks

TEAM PRESENTATION AND FEEDBACK SESSION

TIME:

Monday, August 10, 1992

9:30am - 10:20am

PRESENTERS:

State Teams

LOCATIONS:

(1) Sahalee

(2) Glendale

(3) Factoria

PURPOSE:

Provide the opportunity to the state teams to present and refine their working products to date: a vision statement, an environmental scan, diagnosis of rural economies and an assessment of problems and opportunities;

Explain the team's strategy of working with others in the state since the first session;

Offer suggestions by other state teams on the team efforts.

FORMAT:

This session enables two state teams to present

its work to date to each other.

MATERIALS:

Written materials will be developed by each

team and shared.

STATE TEAM WORK SESSION TWO

TIME:

Monday, August 10, 1992

10:30am - 2:00pm

PURPOSE:

Refine or complete Vision Statement, Scan, Diagnosis and Problem & Opportunity Assessment, incorporating comments and reaction from feedback session. What are the strengths and weaknesses of the rural economies in your state? What could be done to improve rural competitiveness?

Draft Goals and Objectives: what must be achieved to promote rural competitiveness?

FORMAT:

Group work with coaches facilitating; faculty available to meet with team upon request.

MATERIALS:

Flipcharts and personal computer.

PANEL DISCUSSION ON STRATEGIES TO IMPROVE RURAL COMPETITIVENESS

TIME:

Monday, August 10, 1992

2:00pm - 3:30pm

PRESENTERS:

Ed Parker

Betty Jane Narver Katherine McKee H. Richard Anderson

LOCATION:

Idylwood

PURPOSE:

Help team members understand different strategies to promote rural competitiveness;

Presenters will discuss telecommunications, human resources, development finance and business development as promising strategies

for improving rural competitiveness.

FORMAT:

Brief presentations followed by a question and

answer period.

MATERIALS:

Notebook and handouts by presenters.

BREAKOUT SESSIONS ON ECONOMIC DEVELOPMENT STRATEGIES

TIME:

Monday, August 10, 1992

3:45pm - 5:00pm

PRESENTERS:

Workshop A:

"Telecommunication

Issues

and

Strategies"

Ed Parker

Location: Sahalee

Workshop B:

"Human Resources Strategies"

Betty Jane Narver

Location: Glendale

Workshop C:

"Business Development Strategies"

Katherine McKee, H. Richard Anderson,

and Paul Sommers

Location: Factoria

PURPOSE:

Share information about state-of-the-art

strategies

FORMAT:

Three concurrent workshops will be held;

Suggested format: each participant should mention a topic, problem or issue in this field that is of priority interest or concern; after each presenter speaks for ten to fifteen minutes, the remaining discussion should attempt to respond to the topics identified by the participants.

MATERIALS:

Notebooks and handouts.

STATE TEAM WORK SESSION TWO (Optional)

TIME:

Monday, August 10, 1992

Evening; to be determined by team

PURPOSE:

Refine or complete Vision Statement, Scan, Diagnosis and Problem & Opportunity Assessment, incorporating comments and reaction from feedback session.

Draft Goals and Objectives: what must be achieved to promote rural competitiveness?

Identify effective strategies

FORMAT:

Group work with coaches facilitating; faculty available to meet with team upon request.

MATERIALS:

Flipcharts and personal computer.

THE PLAN FOR THE DAY

TIME:

Tuesday, August 11, 1992 8:30am-9:00am

LOCATION:

Idylwood

PRESENTER:

Tom Bonnett

PURPOSE:

Review of the Policy Development Process:

Articulating a vision

Conducting an environmental scan

Assessing problems and opportunities

Set Goals and Policy Objectives

Identify Effective Strategies

FORMAT:

Brief presentation

MATERIALS:

Notebook

PANEL DISCUSSION ON COMMUNITY AGENDAS AND STATE POLICIES

TIME:

Tuesday, August 11, 1992

9:00am - 10:00am

LOCATION:

Idylwood

PRESENTERS:

Galen Schuler Margot Knight

Rick Carlisle

PURPOSE:

Presenters will discuss personal experiences in

shaping community agendas and state policies;

Thematic questions include:

How do communities develop and articulate their

economic development agendas?

How do community agendas affect state policy?

How does state policy affect community agendas?

FORMAT:

Brief presentations followed by a question and

answer period.

MATERIALS:

Notebook and handouts by presenters.

BREAKOUT SESSIONS ON ECONOMIC DEVELOPMENT STRATEGIES

TIME:

Tuesday, August 11, 1992

10:15am - 11:30am

PRESENTERS:

Workshop A: "Community Development Strategies"

Galen Schuler and Neal Barber

Workshop B: "Strategies to assist business development"

> Katherine McKee, H. Richard Anderson, James Gordon, Michelle Wong-Wilson

Workshop C: "Regional, Sectoral and State Strategies"

> Steve Buttress, John Redman, Paul Sommers

PURPOSE:

Share information about strategies

FORMAT:

Three concurrent workshops will be held;

Suggested format: each participant should mention a specific issue or problem in this field that is of priority concern or interest; after each presenter speaks for ten to fifteen minutes, the discussion should attempt to address the topics

identified by the participants.

MATERIALS:

Notebooks and handouts.

STATE TEAM WORK SESSION FOUR

TIME:

Tuesday, August 11, 1992

12:30pm - 5:00pm

PURPOSE:

Refine or complete Vision Statement, Scan, Diagnosis and Problem & Opportunity Assessment, incorporating

comments and reaction from feedback session.

Develop workplan with tasks, timeframes, and assigned responsibilities for Academy Session II.

Draft Goals and Objectives: what must be achieved

to promote rural competitiveness?

Identify effective strategies

Select Program and Policy Recommendations

FORMAT:

Group work with coaches facilitating; faculty

available to meet with team upon request.

MATERIALS:

Flipcharts and personal computer.

TEAM PRESENTATION AND FEEDBACK SESSION

TIME:

Tuesday, August 11, 1992

5:00pm - 6:00pm

PRESENTERS:

State Teams

PURPOSE:

Provide the opportunity to the state teams to present and refine their working products to date: a vision statement, an environmental scan, diagnosis of rural economies and an assessment of problems and opportunities;

Explain the team's strategy of working with others in the state since the first session;

Offer suggestions by other state teams on the team efforts.

Major focus on 1) problem assessment—what are the significant barriers to rural competitiveness? 2) goals and objectives—what do you want to achieve? and 3) strategies—what are effective means to achieve your goals?

FORMAT:

This session enables two state teams to present

its work to date to each other.

MATERIALS:

Written materials will be developed by each

team and shared.

THE PLAN FOR THE DAY

TIME:

Wednesday, August 12, 1992

8:30am - 8:45am

LOCATION:

Fairweather

PRESENTER:

Tom Bonnett

PURPOSE:

Review of the Policy Development Process:

Articulating a vision

Conducting an environmental scan

Assessing problems and opportunities

Set Goals and Policy Objectives

Identify Effective Strategies

Select Policy and Program Recommendations

Gain Support

Build Accountability Systems

Implement Policies

Monitor Progress and Test Results

FORMAT:

Brief presentation

MATERIALS:

Notebook

GAINING POLITICAL SUPPORT AND COMMUNICATING YOUR STORY

TIME:

Wednesday, August 12, 1992

8:45am - 9:30am

LOCATION:

Fairweather

PRESENTER:

State Sen. Wayne Fawbush

PURPOSE:

Present an understanding of how the poltical process can and must be made to work for rural communities;

Discuss the rationales for public sector intervention to strengthen rural economies;

Explore different political strategies; and

Suggest how to present your story to established organizations, the legislature, the media and the public to achieve sufficient support for your

policy recommendations.

FORMAT:

Twenty to thirty minute presentation to be followed

by general conversation.

MATERIALS:

Notebook

BUILDING AN ACCOUNTABILITY SYSTEM: OREGON BENCHMARKS

TIME:

Wednesday, August 12, 1992

9:45am - 10:30am

LOCATION:

Fairweather

PRESENTER:

Duncan Wyse

PURPOSE:

Present information about accountability measures, specifically Oregon benchmarks, as a means of evaluating the efficiency and effectiveness of public sector activities.

FORMAT:

Brief presentations followed by a question and

answer period.

MATERIALS:

Notebook and handouts.

THE PRESIDENT'S INITIATIVE: SRDC

TIME:

Wednesday, August 12, 1992

10:30am - 11:30am

LOCATION:

Fairweather

PRESENTER:

Walter Hill

PURPOSE:

Present general information about the President's Initiative, which includes the development of State Rural Development Councils; explain the rationale this program, discuss successful efforts with the pilot SRDCs, and talk about future expectations for this program.

FORMAT:

Twenty to thirty minute presentation to be followed by general conversation and questions and answers.

MATERIALS:

Notebook

STATE TEAM WORK SESSION FIVE

TIME:

Wednesday, August 12, 1992

12:00pm - 5:00pm

PURPOSE:

Refine or complete Vision Statement, Scan, Diagnosis and Problem & Opportunity Assessment, incorporating comments and reaction from feedback session.

Develop workplan with tasks, timeframes, and assigned responsibilities for Academy Session II.

Draft Goals and Objectives: what must be achieved to promote rural competitiveness?

Identify effective strategies: what will work in your state?

Select Program and Policy Recommendations

Gaining support; communicating your story; building accountability systems; implementing policies -- who does what and when.

FORMAT:

Group work with coaches facilitating; faculty available to meet with team upon request.

MATERIALS:

Flipcharts and personal computer.

THE PLAN FOR THE DAY

TIME:

Thursday, August 13, 1992

8:30am - 9:00am

LOCATION:

Bellefield

PRESENTER:

Tom Bonnett

PURPOSE:

Review of the Policy Development Process:

Articulating a vision

Conducting an environmental scan

Assessing problems and opportunities

Set Goals and Policy Objectives

Identify Effective Strategies

Select Policy and Program Recommendations

Gain Support

Build Accountability Systems

Implement Policies

Monitor Progress and Test Results.

Also: next steps: planning to complete team

products; interim workplans.

FORMAT:

Brief presentation

MATERIALS:

Notebook

FINAL ROLE PLAY OR TEAM PRESENTATIONS

TIME:

Thursday, August 13, 1992

9:00am-11:00am

PRESENTERS:

Teams

PURPOSE:

Opportunity for the teams to present their work in progress to their peers for

observations and suggestions.

FORMAT:

Two large groups of three state teams each will be formed; each team will present to the other two

teams.

MATERIALS:

Teams will prepare and share their working drafts,

including their interim workplans.

CGPA STAFF ROSTER

Tom Bonnett Senior Staff Associate 400 North Capitol Street Suite 390 Washington, D.C. 20001 (202) 624-5386 FAX 624-7846

Leslie Fain
Academy Administrative Coordinator
400 North Capitol Street
Suite 390
Washington, D.C. 20001
(202) 624-5386
FAX 624-7846

Kent Peterson
Academy Manager
Peterson and Associates
111 W. Anderson Lane
Building E, Suite 348C
Austin, Texas 78752
(512) 451-4905
FAX 451-4906

CGPA STATE POLICY ACADEMY ON RURAL COMPETITIVENESS

ACADEMY SESSION II - BELLEVUE, WASHINGTON

August 1992

FACULTY ROSTER

H. Richard Anderson

Northern Economic Initiatives Center 1009 West Ridge Street Marquette, Michigan 49855 (906) 228-5571 FAX 228-5572

Neal J. Barber

Director
Department of Housing & Community Development
205 North Forth Street
Richmond, Virginia 23219
(804) 786-1575

Steve Buttress

Director Department of Economic Development (402) 471-3747

Rick Carlisie

Corporation for Enterprise Development 413 Chapel Hill St. Room 108 Durham, North Carolina 97702-5249 (919) 682-9444 FAX 682-8863

Senator Wayne Fawbush

Oregon State Sentor 205 Oak Street #6 Hood River, Oregon 97031 (503) 386-3411

James A. Gordon

Vice President California Rural Business Ventures (916) 442-4791 Deputy Under Secretary
Small Community & Rural Development
Room 206W
Administration Building

U. S. Department of Agriculture Washington, D.C. 20250 (202) 720-4581

FAX 720-2080

Walter E. Hill

Margot Knight

Executive Director Idaho Commission on the Arts 304 West State Street Boise, Idaho 83720 (208) 334-2119

Katharine McKee

Center for Community Self-Help 413 East Chapel Hill Street Durham, North Carolina 27701 (919) 683-3016 FAX 688-3615

Betty Jane Narver

324 Parrington Hall University of Washington Mailstop DC14 Scattle, Washington 98195 (206) 543-0190 FAX 543-1096

Edwin Parker

Parker Telecommunications P.O. Box 402 Glenden Beach, Oregon 97388 (503) 764-3058

John Redman

USDA Economic Research Service 1301 New York Ave., N.W. Washington, D.C. 20005 (202) 219-0544 Galen Schuler U.S. Forest Service P.O. Box 10 North Fork, California 93643 (209) 877-3119

Paul Sommers
Northwest Policy Center
327 Parrington Hall
M/S DC-14
University of Washington
Seattle, Washington 98195
(206) 543-7900

Michelle Wong-Wilson
Economic Development Coordinator for Hawaii County
State of Hawaii
Department of Business, Economic
Development & Tourism
99 Aupuni Street #212
Hilo, Hawaii 96720

Duncan Wyse Oregon Progress Board 775 Summer St., N.E. Salem, Oregon 97310 (503) 373-1220 FAX 581-5115

CGPA POLICY ACADEMY ON RURAL COMPETITIVENESS

Academy Session II Bellevue, Washington

COACHES ROSTER

Steve Adams (California) State Economist Maine State Planning Office State House Station 38 Augusta, Maine 04333 (207) 289-3261

Joe Barker (Hawaii)
Governor's Office of Community
and Industrial Development
M-146 Capitol Building
Charleston, West Virginia 25305
(304) 348-0400

Cynthia Clancy (Virginia)
Office of Policy Research
and Coordination
109 State Street
Montpelier, Vermont 05602
(802) 828-3326

Tom Henderson (New Mexico) University of Missouri Extension 801 Clark Hali Columbia, Missouri 65211 (314) 882-4321

Tom Unruh (Nebraska) National Governors' Association 400 North Capitol Street, Suite 250 Washington, D.C. 20001 (202) 624-8573

Beverly Wilson (Idaho)
Office of the Governor
Olympia, Washington 98504-0413
(206) 586-0828

CALIFORNIA TEAM MEMBERS

CGPA RURAL ACADEMY ON RURAL COMPETITIVENESS

Academy Session II August 1992 Bellevue, Washington

Paul F. Miner (Team Leader)

Senior Project Advisor Governor's Office of Planning and Research 1400 10th Street Sacramento, CA 95816 (916) 322-4245 FAX 323-3018

Catherine Baranek

Office Manager Herzog Company

Bill Center

James A. Gordon

Vice President
California Rural Business Ventures
2101 Capital Ave.
Sacramento, CA 95816
(916) 442-4791

Ted Hillard

Deputy Director California Department of Parks and Recreation (916) 924-8260

Bob Hotchkiss

Deputy Director Employment and Training Branch California Employment Development Department (916) 654-8659

Gil Murray

Chairman
State Board of Forestry's Regulatory Review Task
Force
1311 I St., Suite 100
Sacramento, CA 95814
(916) 444-6592

Sam Paredes

Director
Office of Local Development
801 K St., Suite 1700
Sacramento, CA 95814
(916) 322-3502

Karen Prentiss

Deputy County Administrator
Office of Economic and Strategic Development
County of Merced

William Reid

Supervisor Mono County P.O. Box 715 Bridgeport, CA 93517 (619) 932-5222

Sedalia Sanders

Doris Smith
Assistant Director
UC Cooperative Extension
Division of Agriculture and Natural
Resources
University of CA Berkley
300 Lakeside Dr., 6th Floor
Oakland, CA 94612-3560
(510) 987-0030
FAX 938-5915

Mark Stanley

Forest Products Utilization & Marketing California Department of Forestry

CGPA STATE POLICY ACADEMY ON RURAL COMPETITIVENESS

ACADEMY SESSION II - BELLEVUE, WASHINGTON

August 1992

FACULTY ROSTER

H. Richard Anderson

Northern Economic Initiatives Center 1009 West Ridge Street Marquette, Michigan 49855 (906) 228-5571 FAX 228-5572

Neal J. Barber

Director
Department of Housing & Community Development
205 North Forth Street
Richmond, Virginia 23219
(804) 786-1575

Steve Buttress

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Department of Economic Development
(402) 471-3747

Rick Carlisle

Corporation for Enterprise Development 413 Chapel Hill St. Room 108 Durham, North Carolina 97702-5249 (919) 682-9444 FAX 682-8863

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Small Community & Rural Development
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Administration Building
U. S. Department of Agriculture
Washington, D.C. 20250
(202) 720-4581
FAX 720-2080

Margot Knight

Executive Director Idaho Commission on the Arts 304 West State Street Boise, Idaho 83720 (208) 334-2119

Katharine McKee

Center for Community Self-Help 413 East Chapel Hill Street Durham, North Carolina 27701 (919) 683-3016 FAX 688-3615

Betty Jane Narver

324 Parrington Hall University of Washington Mailstop DC14 Seattle, Washington 98195 (206) 543-0190 FAX 543-1096

Edwin Parker

Parker Telecommunications P.O. Box 402 Glenden Beach, Oregon 97388 (503) 764-3058 John Redman USDA Economic Research Service 1301 New York Ave., N.W. Washington, D.C. 20005 (202) 219-0544

Galen Schuler U.S. Forest Service P.O. Box 10 North Fork, California 93643 (209) 877-3119

Paul Sommers
Northwest Policy Center
327 Parrington Hall
M/S DC-14
University of Washington
Seattle, Washington 98195
(206) 543-7900

Michelle Wong-Wilson
Economic Development Coordinator for Hawaii
County
State of Hawaii
Department of Business, Economic
Development & Tourism
99 Aupuni Street #212
Hilo, Hawaii 96720

Duncan Wyse Oregon Progress Board 775 Summer St., N.E. Salem, Oregon 97310 (503) 373-1220 FAX 581-5115

HAWAII TEAM MEMBERS

CGPA POLICY ACADEMY ON RURAL COMPETITIVENESS

Academy Session II August 1992 Bellevue, Washington

Rick Egged (Team Leader)
Deputy Director
Department of Business, Economic
Development & Tourism
State of Hawaii
Department of Business, Economic
Development & Tourism
P.O. Box 2359
Honolulu, Hawaii 96804
(808) 586-2363
FAX 586-2377

Dr. Linda J. Cox
Associate Community Development Specialist
AREC, Gilmore 115
3050 Maile Way
University of Hawaii
Honolulu, Hawaii 96822
(808) 956-6755
FAX 956-2811

David DeLeon Executive Assistant County of Maui 200 S. High Street Wailuku, Maui 96793 (808) 243-7214 FAX 243-78

William DeMent
The Estate of James Campbell
P.O. Box 1051
Hilo, Hawaii 96721
(808) 959-5734

Tatsuo Fujimoto
Senior Policy Analyst
Office of the Governor
Office of State Planning
Hemmeter Building, 4th Floor
Honolulu, Hawaii 96813
(808) 587-2808
FAX 587-2824

Margarita L. Hopkins
Economic Development Specialist
25 Aupuni St.
Hilo, Hawaii 96720
(808) 961-8366
FAX 935-1205

Robert T. Johnson

Economic Development Coordinator

Office of the Mayor - Maui County

200 South High Street

Wailuku, Hawaii 96793

(808) 243-7710

FAX 243-7870

Susan Kanoho
Executive Director of the Kauai
Economic Development Board
P.O. Box 1702
Lihue, Hawaii 96766
(808) 245-6692
FAX 246-1089

Millicent (Millie) Kim Director Research & Development County of Hawaii 25 Aupuni Street Hilo, Hawaii 96720 (808) 961-8366 FAX 935-1205

Lynn C.Z. Maunakea
Rural Development Coordinator
State of Hawaii
Department of Business, Economic Development
and Tourism
99 Aupuni Street #212
Hilo, Hawaii 96720
(808) 933-4600
FAX 933-4602

Charlotte Nakamura County Administrator University of Hawaii Cooperative Extension Service 310 Kaahumana Ave., Bldg. #214 Kahuliui, Maui, Hawaii 96732 (808) 244-3242

Daniel E. Orodenker
Special Assistant to the Director
State of Hawaii
Department of Business, Economic Development &
Tourism
P.O. Box 2359
Honolulu, Hawaii 96804
(808) 586-2531
FAX 586-2377

Glenn Sato

Director
Office of Economic Development
County of Kauai
4444 Rice Street, Room 230
Lihue, Hawaii 96766
(808) 245-7305
FAX 245-6470

Paul J. Schwind
Planning Program Administrator
State of Hawaii
Department of Agriculture
Planning and Development Office
1428 So. King Street
Honolulu, Hawaii 96814
(808) 973-9469

Alan Takemoto

FAX 973-9613

Administratirve Assistant Hawaii Farm Bureau Federation 2343 Ross Street Honolulu, Hawaii 96819 (808) 848-2074 FAX 848-1921

Michelle Wong-Wilson

Economic Development Coordinator for Hawaii County
State of Hawaii
Department of Business, Economic
Development & Tourism
99 Aupuni Street #212
Hilo, Hawaii 96720

IDAHO TEAM MEMBERS

CGPA POLICY ACADEMY ON RURAL COMPETITIVENESS August 1992 Bellevue, Washington

Richard Gardner, (Team Leader)

Economist
Office of the Governor
Division of Financial Management
Statehouse Room 122
Boise, Idaho 83720
(208) 334-3900

Tom Bergdoll

District Director U.S. Small Business Administration Suite 290 1020 Main Street Boise, Idaho 83702 (208) 334-9641

Tom Boyd

Speaker of the House Route 1, Box 69 Genesee, Idaho 83832 (208) 334-2360

Tom Christensen

Assistant State Conservationist Soil Conservation Service 3244 Elder Street, Room 124 Boise, Idaho 83705 (208) 334-1053

Trent Clark

State Director
USDA Agriculture Stabilization and Conservation
Service
3220 Elder
Boise, Idaho 83705
(208) 334-1713

Pat Debban

Southwest Area Manager Idaho Department of Employment 317 Main Street Statehouse Mail Boise, Idaho 83720 (208) 334-2119 Frances Field

Idaho State Representative Statehouse Boise, Idaho 83720 (208) 334-2360 FAX 334-2491

Ron Hall

State Director Idaho Small Business Development Center Boise State University 1910 University drive Boise, Idaho 83725 (208) 385-1640

Bill Jarocki

Executive Director Association of Idaho Cities 3314 Grace Street Boise, Idaho 83703 (208) 344-8594

Kent Just

Executive Director Twin falls Chamber of Commerce 858 Blue Lakes Boulevard, North Twin Falls, Idaho 83301 (208) 733-3974

Margot Knight

Executive Director Idaho Commission on the Arts 304 West State Street Boise, Idaho 83720 (208) 334-2119

Leanna Lasuen

Minority Caucus Chairperson Idaho House of Representatives 103 Mountain View Drive Mountain Home, Idaho 83647 (208) 334-3013

LeRoy Luft

Director Idaho Cooperative Extension System University of Idaho College of Agriculture Moscow, Idaho 83843 (208) 885-6639

Chuck Moss

Administrator
Division of Financial Management
Office of the Governor
Statehouse Room 122
Statehouse Mail
Boise, Idaho 83720
(208) 334-3900

Greg Nelson

Director Idaho Department of Agriculture Statehouse Mail Boise, Idaho 83720 (208) 334-3521

Jim Pryzbilla

Director
Office of Community Health Development
Idaho Rural Health Education Center
1303 Fort Street
P.O. Box 6756
Boise, Idaho 83707
(208) 342-4666

Jeff Summers

Executive Director

East Central Idaho Planning and Development
Association
P.O. Box 330

Rexburg, Idaho 83440
(208) 356-4525

Karl Tueller

Deputy Director Idaho Department of Commerce 700 West State Street Boise, Idaho 83720 (208) 334-2470

Everett Ward

Lincoln County Commissioner Wood River AC&D 131 3rd Avenue East Gooding, Idaho 83330 (208) 487-2638

NEBRASKA TEAM MEMBERS

CGPA POLICY ACADEMY ON RURAL COMPETITIVENESS

Academy Session II August, 1992 Bellevue, Washington

Rod Armstrong, (Team Leader)

Director of Policy Research P.O. Box 94601 Room 1319, State Capitol Lincoln, Nebraska 68509 (402) 471-2414 FAX 471-2528

Steve Buttress

Director
Department of Economic Development
P.O. Box 94666
Lincoln, Nebraska 68509-4666
(402) 471-3747
FAX 471-3778

Don Macke

Director Nebraska Rural Development Commission c/o Lt. Governor's Office P.O. Box 94863 Lincoln, Nebraska 68509-4863 (402) 471-6002

Maxine Moul

Lieutenant Governor; Chairperson, Nebraska Rurai Development Commission P.O. Box 94863 Lincoln, Nebraska 68509-4863 (402) 471-2256

Sandra Scofield

Chief of Staff P.O. Box 94664 Lincoln, Nebraska 68509-4664 (402) 471-2244 FAX 471-4157

Larry Sitzman

Director
Department of Agriculture
P.O. Box 94947
Lincoln, Nebraska 68509-4947
(402) 471-2341

NEW MEXICO TEAM MEMBERS

CGPA POLICY ACADEMY ON RURAL COMPETITIVENESS

Academy Session II August 1992 Bellevue, Washington

William E. Garcia (Team Leader)
Cabinet Secretary
Economic Development Department
1100 St. Francis Drive
Santa Fe, New Mexico 87503
(505) 827-0381
FAX 827-0407

Elizabeth Martin (Team Leader)
Executive Assistant to the Governor
1120 Paseo de Peralta, Room 400
Santa Fe, New Mexico 87503
(505) 827-3010
FAX 827-3026

George W. Bootes, III
Director of Economic Development
Plains Electric Generation and
Transmission Cooperative, Inc.
P.O. Box 6551
Albuquerque, New Mexico 87197
(505) 889-7314
FAX 889-7636

John Chavez
Manager, Public Affairs
U.S. West Communications
P.O. Box 1355 - Station 1203
Albuquerque, New Mexico 87103
(505) 245-6470
FAX 245-6758

Carol Cloer
Assistant Superintendent
Bloomfield Public Schools
P.O. Box 250
Bloomfield, New Mexico 87413
(505) 632-4319
FAX 632-4317

Raymond Cox
Chief of Staff
Office of the Lieutenant Governor
1120 Paseo de Peralta, Suite 417
Santa Fe, New Mexico 87503
(505) 827-3050

Barbara Deaux
Executive Director
Tri-Area Association for Economic Development
(TRADE)
Pueblo Plaza Professional Building #2B
Route 11, Box 211
Santa Fe, New Mexico 87501
(505) 455-2051
FAX 455-7038

Willie Escarcida
President
New Mexico State Resource Conservation
and Development Council
P.O. Box 514
Placitas, New Mexico 87043
(505) 867-5375

Teodoro "Ted" Guambana
Director
Local Government Division
New Mexico Department of Finance & Administration
Bataan Memorial Building, Room 201
Santa Fe, New Mexico 87503
(505) 827-8050
FAX 827-4948

Randy Grissom

Director
New Mexico Small Business Development Center
P.O. Box 4187
Santa Fe, New Mexico 87502
(505) 438-1362
FAX 438-1237

Wayne Gyulai (505) 827-0300

Dona Irwin
Marketing Officer
First New Mexico Bank
P.O. Box 511
Deming, New Mexico 88041

(505) 546-2691 FAX 546-0586

Harvey Licht

New Mexico Department of Health 1190 St. Francis Drive P.O. Box 26110 Santa Fe, New Mexico 87502-6110 (505) 827-2389

Eraldo Lucero

New Mexico Department of Labor JPTA P.O. Box 1263 Pena Blanca, New Mexico 87041 (505) 841-8456

Patty Lundstrom

Director
Northwest NM Council of Governments
208 W. Coal
Gallup, New Mexico 87301
(505) 722-4327
FAX 722-9211

Pati Martinson

Director
Taos County Economic Development Corp.
P.O. Box 1389
Taos, New Mexico 87571
(505) 758-8731

Regis Pecos

Executive Director
Office of Indian Affairs
La Villa Rivera Building
Santa Fe, New Mexico 87501
(505) 827-6440
FAX 827-7308

Patricia Quintana

New Mexico Department of Agriculture Box 30005, Dept. 3GSD Las Cruces, New Mexico 88003-0005 (505) 646-5340 FAX 646-3303

Larry Roybal

Community Development Specialist U.S. Forest Service P.O. Box 1689 Santa Fe, New Mexico 87504 (505) 988-6898 FAX 984-3182

Patrick "Pat" Vanderpool

President Advocates for Rural New Mexico P.O. Box 96 Moriarty, New Mexico 87035 (505) 384-2418 FAX 384-5294

VIRGINIA TEAM MEMBERS

CGPA POLICY ACADEMY ON RURAL COMPETITIVENESS

August 1992 Bellevue, Washington

William P. Dickinson, Jr. (Team Leader)
Deputy Secretary of Economic Development
Ninth Street Office Building
Room 723
Richmond, Virginia 23219
(804) 786-7831

Neal J. Barber

Director
Department of Housing & Community Development
205 North Forth Street
Richmond, Virginia 23219
(804) 371-7000
fax 371-7090

Scott D. Bates

Special Assistant for Policy Office of the Governor P.O. Box 1475 Richmond, Virginia 23212 (804) 786-2211

Suzette Denslow

Deputy Secretary of Education 202 North Ninth Street Room 603 Richmond, Virginia 23219 (804) 786-3585

Jack Green

Center on Rural Development Advisory Council 214 East Clay Street Richmond, Virginia 23219 (804) 644-9060

Elizabeth J. Moran

Department of Economic Development P.O. Box 798 Richmond, Virginia 23206-0798 (804) 371-8100 James E. Price
Executive Director
Governor's Employment & Training Department
4615 West Broad Street
Richmond, Virginia 23230
(804) 367-9803

Charles Renner

Center on Rural Development Advisory Council P.O. Box 145 Cheriton, Virginia 23316 (804) 331-3700

William C. Shelton

Director
Center on Rural Development
Department of Housing & Community Development
205 North Fourth Street
Richmond, Virginia 23219
(804) 371-2665

Clinton V. Turner

Commissioner
Department of Agriculture and Consumer Services
1100 Bank Street
Richmond, Virginia 23219
(804) 786-3501

Robert P. Vaughn

Virginia House of Delegates Appropriations Committee Staff 910 Capitol Street Richmond, Virginia 23219 (804) 786-1837

RURAL TEAM LEADERS MEETING POLICY ACADEMY ON RURAL COMPETITIVENESS

December 7 & 8, 1992 Doubletree Hotel, San Francisco Airport

Purpose:

- 1. To review progress to date in the six states.
- 2. To explore issues of common concern to team leaders in their implementation efforts including:
 - o accountability
 - o gaining support
 - o working on systems at the operational level
 - o state/local relationships
- 3. To identify opportunities for special projects and needs for technical assistance.

Monday, December 7: Monterey Room

3:00 Welcome and Introductions

3:30 - 5:00 Ten minute briefing

(each team leader shares team progress of the fall and the objectives for 1993. Please plan on about ten minutes of presentation for each state)

5:00 - 5:30 General discussion

5:30 - 6:30 BREAK

6:30 Meet in hotel lobby for dinner in San Francisco

Tuesday, December 8: Monterey Room

8:30 - 10:00 Working breakfast and discussion of key implementation activities:

The agenda for this discussion should arise naturally out of your presentations. However, we would like to hear, in particular, what you have to say about:

- Governor's buy-in to your team's work in general and specifically;
- creative efforts at gaining support;
- design and implementation of accountability systems at the state level;
- outcome and service benchmarks for state programs to assist rural competitiveness;
- o the changing nature of state/local relationships.

10:00 - 10:30 BREAK

10:30 - 12:00 More informal discussion and group problem solving.

12:00 - 2:15 Working lunch and general discussion: 1. Assessment of the two academy sessions -o What worked well? o What should be done differently? Any suggestions on academy design, the process, or the substance? 2. Is there a need to form a network during the coming 18 - 24 months among the team leaders of the first and second rounds to provide ongoing support and technical assistance? If yes, what format do you think would be the most helpful to you? General advice on the kind of information that is most helpful to state policymakers for 3. the policy book Tom Bonnett is writing. 4. Final steps: Do you have a need for technical assistance from CGPA staff, the academy presenters or from the coaches? What? When? 2:15 - 2:30 Short Break

o Status of President's Initiative (SRDC)?

Team Leaders' Discussion Topics

o Your choice:

2:30 - 3:30