CREATING RURAL OPPORTUNITY --

CGPA'S STATE POLICY ACADEMY ON RURAL COMPETITIVENESS

Final Report

Submitted to:

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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 nonprofit 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</u> <u>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 <u>National Journal</u> (9/18/93), in <u>State Policy Reports</u> (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</u> <u>Competitiveness: Policy Options for State</u> <u>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, Michigan, 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 improved services that 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 academies made a significant contribution by ding information, facilitating discussion, and our providing information, 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 visible 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 <u>Strategies for Rural</u> <u>Competitiveness: Policy Options for State</u> <u>Governments</u> - Leo Marcello

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

* Overage will be covered by grantee contributions.

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

Fiscal Agent's Approval

Laura W. Shiflett, Controller, NGA

<u>"|3|93</u> Date

10/21/92 Date

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
- 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:

Brief presentation followed by small group 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)

Monday, August 10, 1992 Evening; to be determined by team

TIME:

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 Brief presentation

FORMAT:

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:

S: 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:

MATERIALS:

This session enables two state teams to present its work to date to each other.

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 Brief presentation

FORMAT:

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 constructive 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.

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CGPA STATE POLICY ACADEMY ON RURAL COMPETITIVENESS

ACADEMY SESSION II - BELLEVUE, WASHINGTON

August 1992

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CGPA POLICY ACADEMY ON RURAL COMPETITIVENESS

Academy Session II Bellevue, Washington

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CGPA RURAL ACADEMY ON RURAL COMPETITIVENESS

Academy Session II August 1992 Bellevue, Washington

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CGPA STATE POLICY ACADEMY ON RURAL COMPETITIVENESS

ACADEMY SESSION II - BELLEVUE, WASHINGTON

August 1992

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Academy Session II August 1992 Bellevue, Washington

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CGPA POLICY ACADEMY ON RURAL COMPETITIVENESS

August 1992 Bellevue, Washington

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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:

- o Governor's buy-in to your team's work in general and specifically;
- creative efforts at gaining support;
- o design and implementation of accountability systems at the state level;
- o 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.

1.

Working lunch and general discussion:

- 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?

3. General advice on the kind of information that is most helpful to state policymakers for 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

2:30 - 3:30

Team Leaders' Discussion Topics

o Status of President's Initiative (SRDC)?

o Your choice: ?