DOCUMENT RESUME

ED 110 252 RC 008 701

AUTHOR Gilmore, John S.; Duff, Mary K.
TITLE Policy Analysis for Rural Development and Growth Management in Colorado.
INSTITUTION Denver Univ., Colo. Research Inst.
SPONS AGENCY Colorado Rural Development Commission, Denver.
PUB DATE Mar 73
NOTE 122p.; Pages B-1 through B-6 of the original document are copyrighted and therefore not available or included in the pagination
AVAILABLE FROM Industrial Economics Division, Denver Research Institute, University of Denver, Denver, Colorado 80210 ($2.00)

EDRS PRICE MF-$0.76 HC-$5.70 PLUS POSTAGE
DESCRIPTORS Costs; *Economic Change; Futures (of Society); Land Use; Life Style; *Management; Objectives; Police Action; *Policy; *Population Growth; Population Trends; Preservation; Regional Planning; *Rural Development; Statewide Planning
IDENTIFIERS *Colorado

ABSTRACT

Providing a broad analysis of Colorado's rural problems, the body of this report enumerates rural development and growth management problems; describes remedies worth study; and suggests a policy making system. The Appendix presents supporting material, including comparative socioeconomic data on each Colorado county. Opportunities and threats generated by growth and decline are identified in view of the following goals: (1) to counter economic decline and foster growth to the extent desirable and affordable; (2) to limit locally unacceptable rates of growth, or that which fails to cover its public/social costs; (3) to assure governmental capabilities at all levels to deal with decline and growth; (4) to preserve choice of life style. An hierarchical display of goals, policies, and objectives for rural development and growth management is presented via figure outline. The section discussing concepts and implementation tools presents detailed analysis of the following: (1) Integrated Regional and State Planning; (2) Rural Development Corporation; (3) Preserving Agricultural Land; (4) The Export of Poverty; (5) The Costs of Growth; (6) Development Gains Tax; (7) Pay-As-You-Grow; (8) Zoning and Other Controls for Land Use Growth; (9) Police Power vs Market Process; (10) Implementation Tools for Rural Development and State Growth Management Policies. Proposed program packages are also presented. (JC)

$2.00

Policy Analysis for Rural Development and Growth Management in Colorado

HIGHLIGHTS

The present laws and the present market trends can give Colorado's non-metropolitan counties only more of the same:

Over half of the counties are declining, stagnant or poverty-ridden.
One sixth face unmanageable overgrowth.
And the rest are stable or comfortably growing.

To achieve adequate rural development, within a coherent state growth policy, consideration should be given to these concepts:

- Integrated regional and state growth management
- A Rural Development Corporation
- Preserving agricultural land
- Specified growth management objectives
- A Development Gains Tax
- Pay-as-you-grow public financing
- Growth management strategies: police power vs. improved market processes

A report for the

COLORADO RURAL DEVELOPMENT COMMISSION

John S. Gilmore & Mary K. Duff

UNIVERSITY OF DENVER • DENVER RESEARCH INSTITUTE

POLICY ANALYSIS FOR RURAL DEVELOPMENT AND GROWTH MANAGEMENT IN COLORADO

Prepared For

Colorado Rural Development Commission

by

John S. Gilmore and Mary K. Duff

Industrial Economics Division
Denver Research Institute
University of Denver
Denver, Colo 80210 $2.00

March 1973

TABLE OF CONTENTS

INTRODUCTION

This is the final report of a research project sponsored by the Colorado Rural Development Commission. Earlier project effort, on the nature and causes of decline in rural Colorado counties, was an input to the Commission report published in December 1972.

The Nature of the Report

This report takes a broad-ranging look at the nature of Colorado's rural (or non-metropolitan area) problems, and enumerates the sorts of tools needed to deal with them. It is divided into two parts: (1) the body of the report enumerates rural development and growth management problems, describes remedies worth study, and suggests a policy-making process or system, and (2) the Appendix contains supporting material, including comparative socioeconomic data on each Colorado county.

The policy analysis is demonstrated using objectives assumed by the researchers (in the absence of official objectives), and an assortment of tools and concepts selected or developed to meet these objectives.

This report is not a comprehensive examination of all of Colorado's rural development and growth management problems, nor of all available solutions. It does suggest the range--and the interdependence--of these problems. In doing this it emphasizes the need for extensive analysis and planning, and for the integration of many different tools and efforts--if the problems are to be dealt with.

Throughout the report, rural development is treated as a part of state growth management--these are not readily separable concepts. This makes it difficult to define rural development. In this report it means policies seeking the best combination of actions and responses to the following goals for Colorado's non-metropolitan regions:

1. To counter economic decline and foster growth to the extent desirable and affordable.

2. To limit locally unacceptable rates of growth, or that growth which fails to cover its public and social costs.

3. To assure governmental capabilities at all levels to deal with decline and growth.

4. To preserve choice among life styles, including maintenance of existing rural and small town ways of life.

As the authors perceive Colorado's present situation of opportunities and threats generated by both growth and decline, substantial achievement of these goals would mean rural development.

Limitations of the Report

The economic fate of farmers and ranchers is an important aspect of the future of non-metropolitan Colorado. However, this lies largely in the hands of Federal farm policy makers and in national and international markets. As far as Colorado state policy and action is concerned, this study sees little to be done except preserving certain types of land for agricultural use.

Federal policies on rural development, land use, community development, revenue sharing and environmental protection will also affect Colorado rural development and growth management policy. These policies were in such confusion and flux at the time of writing (Winter 1972-1973) that they were treated only superficially (see Section V, Hierarchy).

Acknowledgments

This entire project depended on the assistance of the many knowledgeable people we interviewed, some 150 around the state, and many more in state and Federal government. We are grateful to all of them, and particularly to F. Kenneth Baskette, Jr., Director, Colorado Rural Development Commission, for his advice and support. The judgments and suggestions in this report, however, are solely the responsibility of the authors.

Section I. COLORADO IN 198?

Scenario: The Way Things Might Go

If recent trends continue, population along the Front Range will grow past 4 million by 1990, more than double the present population. On the other hand, most of the 33 Colorado counties with established trends of population decline may see their gross population decline even further.

Rural Decline

For the farming and mining counties, decline will be the same old story: fewer people needed to produce as much or more wheat or coal or whatever else. Overspecialized rural economies, dependent on a single product, are vulnerable. With ever fewer job slots in the single basic industry, the young will continue to leave for opportunities elsewhere.

Most of these rural communities are at a comparative disadvantage for attracting new economic activity. As they decline, the comparative disadvantage relationships (as compared to other potential locations) grow worse. In several counties, the state subsidy (state support of welfare, education, and other services) will continue to outstrip state tax revenues, increasing the state's poverty burden.

A few new rural area economic activities will develop and communities like Grand Junction and Fort Morgan may thrive, but their growth may reach the point of endangering the present life style many of their residents cherish.

Selective Recovery - Natural Resources Development

Oil shale development, as a reality, will bring thousands of construction workers to ill-prepared Western Slope towns. Demands for schools, roads, and other services will soar before new local tax revenues are generated; even later, the new tax base may be in different jurisdictions from the places where services are required. Land prices will be bid up, but property taxes will be no more adequate to let government share in the rapid appreciation of values than it has been in the sixties and seventies. Here again, rather fragile, specialized economies, based on ranching and tourism, are quite vulnerable to the construction boom and subsequent preeminence of oil shale mining and processing in the area's economy and society.

In a few rural counties, land speculation may continue to be an industry in itself, pouring filing fees into otherwise penurious court houses. However, little local economic benefit from these activities may be seen; there is great uncertainty as to how many 5 acre "ranchettes" will actually be built upon, or how much income and tax base their prospective residents

will generate--if indeed they move in. It is relatively certain that once ownership of the land is fragmented, reassembling the land for agriculture or new community development is almost impossible.

Rural Boom, and Rural . . . ?

A few formerly agricultural counties will have boomed with tourism and resort development and their associated early state construction splurges. Routt county will have followed the precedent of Pitkin and Summit counties in the late 60's and early 70's, converting most of its irrigated pastures to other uses. For several years, starting in the early 70's, Routt will have given up about 3000 acres a year of prime irrigated hay and pasture land.

Essentially, these counties will have turned into part-time mountain suburbs. They will be peopled substantially by upper middle and upper class condominium or second-home owners. The other major population group will be the transient and low paid trades and services employees drawn to resorts. The wealthier, with their buying tastes and life styles, will dominate local markets, including housing. There will be continuing shortages of low and moderate price housing for low paid resort employees, or for those working in other industries struggling to survive in the specialized resort atmosphere. The requirements for education and other public services will be high, even though many of the residents will be of erratic tenure in their mountain homes. Local taxes will be high, but local service demands will certainly outstrip property tax base capabilities and probably will go beyond acceptable levels of sales tax.

These resort area economies will become highly specialized, just as the local social structure will have become. These economies will be quite vulnerable to changing recreation fads, changes in the business cycle, or tax reforms damaging the attractiveness of condominium ownership and business related luxury travel. Ranching will have been effectively eliminated by the rise in land prices and taxes. Mining and other non-resort activity will suffer from seasonal labor availability, seasonal crowding, and employment problems from housing shortages and high retail prices. As such employees (of non-resort firms which do hang on) move away and become commuters, school district boundaries will separate public revenue sources from expenditure needs.

Finally, some of the bloom will be off the boom in the more mature resort bonanzas which have overbuilt and become overcrowded, in the slopes and on the streets. The massive injections of money into the local economies from construction of lodges, homes, condominiums, and public facilities will have tapered off--only then will it be realized that construction had accounted for half of the economic activity in the area. Prosperity will be less universal. Vacant buildings may appear and remain so for longer periods. At this point it will be difficult to introduce other economic

activity, to bring diversity into these communities. It may even be difficult to support the public establishments and services that have been created, or to pay off indebtedness. Economic stagnation will be present.

Conclusion

The present trends of economic and social development are disturbing, particularly for the rural counties. If the trends are extrapolated to 19??, they look very bleak. Yet under the present rules of the development game, that's the way Colorado is apt to be.

Section II. THE NATURE OF DECLINE

Thirty two of Colorado's 63 counties showed population decline in the 1950-1970 period. These were all non-metropolitan counties, and were predominantly rural by any definition. The declining counties almost invariably had been economically overspecialized, dependent on a single agricultural or mining activity that no longer needs so many employees. At the end of the period the counties were poorer in human and usually in material resources. Some areas of widespread poverty were found in counties which had leveled off after long declines.

Poverty is more than a local problem. In 23 counties the State's contributions to local educational and welfare services exceed the county's input to state income tax and sales tax revenues. These counties are importing these public support services (or at least the money to pay for them) which they can not furnish; in turn, they are exporting their poverty to the rest of the state (and the nation).

Since these deficit situations have gone on for years in some counties, the entire state has an interest in changing the situation--in keeping the deficits from continuing. These deficit counties usually are major beneficiaries of Federal programs, too. If the Federal programs are eliminated in favor of revenue sharing to the states, the state of Colorado will find itself picking up the tab for much greater exports of poverty. (See Concept D, The Export of Poverty).

Population decline is very visible, and easily measured by census figures, but other types of decline are important, too. Changes in the stock of privately held wealth and changes in the material welfare of families are also important measures of decline, worth examining county by county.

Forty-five counties have shown 1960-1970 declines in wealth per capita as measured by assessed valuation per capita (in constant dollars). Although there have been adjustments in assessment practices in that period (e.g., exemption of inventories), assessment in general has grown more rigorous, and this seems to be a useful indicator of changes in wealth.

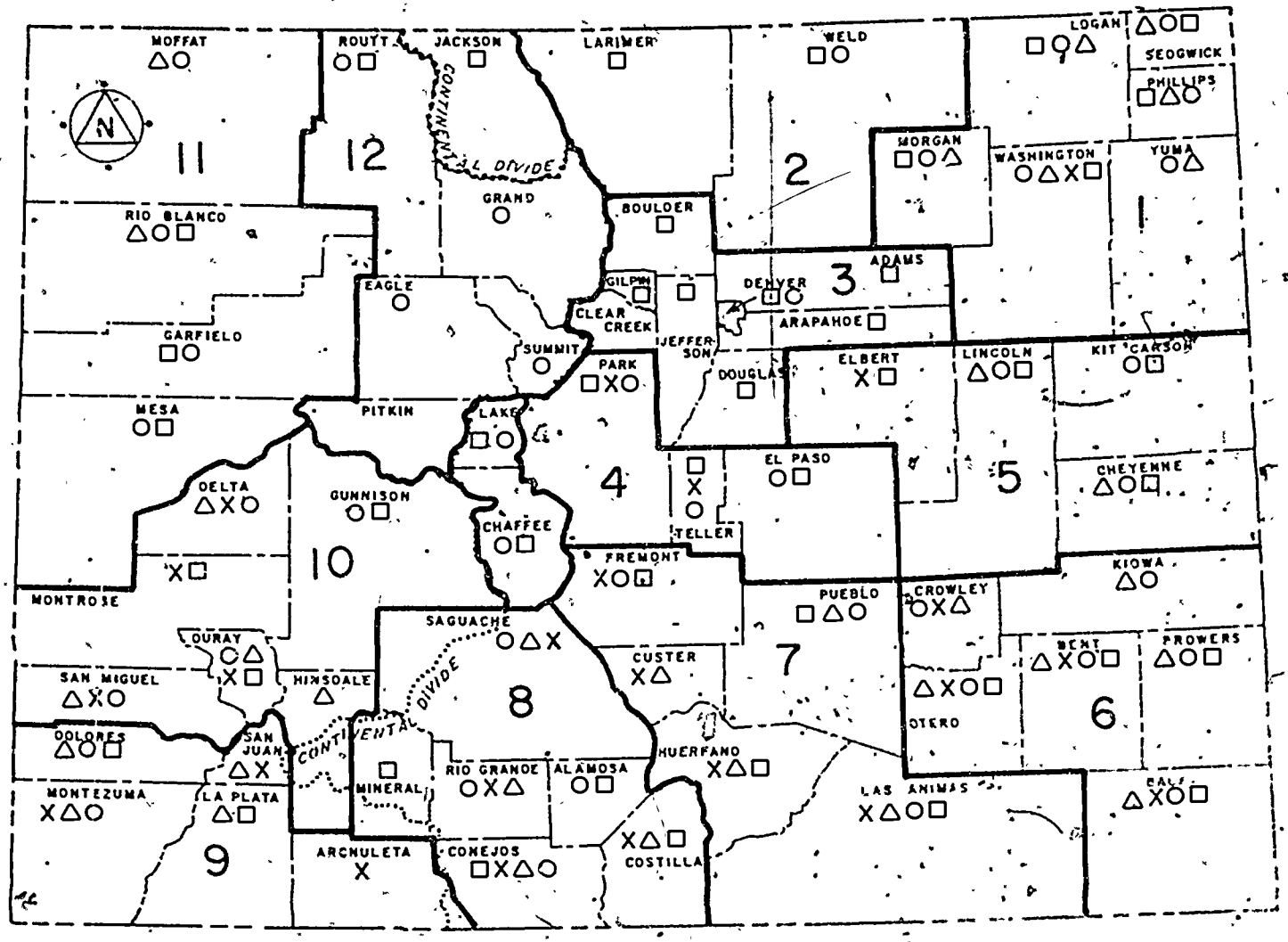
An indication of general material welfare of Colorado families is available from census information giving the proportion of families with income below the poverty guidelines. In 1970 17 counties had over 15% of their families living in poverty. However, these figures are not available for comparison over time. One indicator of the different counties' participation (or non-participation) in the state's growing affluence can be had by comparing each county's median family income with the state median family income for both 1960 and 1970. Twenty one counties showed declines of ten percentage points or more relative to state median family income during the sixties.

The four quantitative measures of decline described here are mapped on Figure 1. The supporting data are on the county data sheets in the Appendix.

Conclusion

As was noted before, the counties with sharp population decline were generally those with the most specialized (or least diversified) economies. These have all been quantitative indicators of decline. Subjective factors are also important: the failure of a community to generate opportunities to retain or attract young people, the even less measurable decline of the spirit of personal accomplishment and satisfaction. All of these are aspects of decline which can't be ignored.

COLORADO REGIONS



LEGEND

△ POPULATION DECLINE

X DEFICIT COUNTY

O DECREASE IN RELATIVE MEDIAN INCOME

□ DECLINING WEALTH PER CAPITA

Section III. THE PROBLEMS OF GROWTH

As suggested in the discussion of decline, some of the non-metropolitan counties (and their residents) are also suffering from growth troubles, along with the growth benefits of more money more people, and--usually--more opportunities.

Tax rates and tax costs per citizen are increasing rapidly in Pitkin, Douglas, Routt and similar counties, but the revenues and services never seem to catch up with the needs. Support services are strained (e.g., school crowding delays in police response). Streets are inadequate for traffic and parking is limited. Water and sewer systems have trouble keeping up with demand, and user fees continually go up. Solid waste disposal is more difficult and expensive, air pollution appears in rural communities, and clear streams are threatened.

These stresses occur particularly in the counties with recreation booms. The present tax structure -- a pay-after-you-grow-system -- leaves change in the economy a burden for residents. Housing prices, particularly rentals, climb, residents with moderate incomes may be forced out, damaging existing business and industry. If the new recreation industry is seasonal, welfare costs go up. The residents may find themselves with reduced say in decision-making. Relative median income usually falls with the influx of low paid resort employees, it may fall even more when resort construction tapers off.

The greatest long-run stress may be the new specialization of the local economy. As specialized dependence on recreation grows, so does economic vulnerability increase -- vulnerability to changes in tastes, tax regulations the business cycle, and other factors beyond anyone's control. Any of these might reduce demand for recreation services.

All of these strains and frictions impose changes in life style on the residents of the rural areas -- whether they want change or not. And local government short of people, time money and expertise in the new problems often has a very difficult time dealing with growth and the changes it demands.

Local governments, in non metropolitan areas, need more resources and help than they have been getting to deal with both decline and growth.

Conclusion

Growth usually brings more business, more opportunities, more people, and sooner or later, more tax base. If it brings these things in timely fashion, and in accord with the four policy categories or goals listed in the Introduction, growth is good, generally speaking.

However, growth now taking place and in prospect for the near future is not all good. It brings problems demanding serious attention by the government of the State of Colorado.

Section IV. HOW CAN THE STATE OF COLORADO HELP?

The State does a great deal for non-metropolitan counties and municipalities now. It furnishes money and administrative help through dozens of agencies and their various programs. One conspicuous lack however, is a set of growth policies that would clarify what the different agencies and levels of government should do to deal with decline and growth, policies that would tell each what they can expect of the others.

Bits and pieces of growth policy are contained in different statutes.* These are generally statements of good intentions which don't offer much guidance for action. Others are in laws with little implementation and funding. Growth policy is more specifically enunciated in route decisions on the interstate highway system, or in expansion of two year colleges to four year status. However, these fragmentary, often unwitting statements of growth policy are hard to interpret and impossible to design program objectives around.

The bits and pieces approach to growth policy reflects a tendency to look only at individual separate parts of the problem. Or it defines the problem in terms of some favorite tool for dealing with a piece of the problem, e.g., land use planning. Unfortunately, the whole of everybody's favorite solutions is less than the sum of the parts if the solutions don't fit together or if the entire problem (threat or opportunity) isn't addressed.

What is the right problem?

For policy making, the right problem is one that is comprehensively described--described understandably enough to guide the writing of clear objectives which--if met--handle the problem.

---

*S.B. 51, 1972 session of the Colorado General Assembly, amended the statute defining the purpose of the State Division of Commerce & Development.." to plan and promote the economic development of the state and particularly those rural and lesser populated areas of the state which desire to encourage such developments as well as neighborhoods with high chronic unemployment;" HB. 1076. same session, made this policy declaration (but only implemented it with an unpaid, unstaffed population advisory council): "that it is the policy of the state of Colorado to encourage population planning that will result in the balancing of economic activity throughout the various regions of the state; to discourage population patterns that will result in the excessive centralization of economic activity in one region of the state to the detriment of other regions of the state to encourage population stability at levels that will not exceed the capacity of the state's natural resources: and to discourage growth in excess of the capacity of government to provide efficient and quality services essential for the health and welfare of its citizens."

Clear objectives are the crucial concept.

How clear? Clear enough so one can tell two things:

1. One can tell the degree to which programs are responding to the problem, or the threat or opportunity.

2. One can tell the degree to which programs have or have not achieved the objective.

The following Hierarchy of Policies, Threats and Objectives shows how policy and objectives may be expressed. Following this are concepts and tools which could be used as building blocks for programs to achieve the objective. The Hierarchy also suggests how those objectives may then be used for comparing alternative policy and program packages.

To facilitate this analysis the authors made working assumptions on Colorado growth policy, or what a Colorado growth policy might look like. These assumptions are expressed in the Hierarchy.

Section V. HIERARCHY OF GOALS, POLICIES, AND OBJECTIVES FOR RURAL DEVELOPMENT AND GROWTH MANAGEMENT

The Hierarchy is presented in Figure II. The left hand margin entries describe the levels of the Hierarchy. The boxes describe the goals, threats, policies and objectives, the descriptions becoming more specific at each lower level.

Based on the Hierarchy, Detailed Operational Objectives are proposed for each of the four classes of regions described in the State Operational Threat. These Objectives respond to the State Operational Threat and rural development goals (in this example, the authors' Operational Threat Response Policy Categories). These Objectives are based on the plans proposed by each region, and then synthesized by GMA and the regions. The Objectives should also respond to Federal rural development policies and programs affecting Colorado and its regions; but this will only be possible when Federal policies and programs are formed and clarified.

The Detailed Operational Objectives will be the basis for designing Program Packages to achieve rural development and growth management in Colorado. In the remainder of this report, major program concepts are described and a more detailed set of tools or program components is listed. (Section VI-J, Implementation Tools) Following that, the use of some of the tools in designing Program Packages is exemplified in Section VII, Program Packages.

Detailed Operational Objectives

As noted above, the management and planning regions of Colorado are divided among four classes, depending on the preponderance within each of decline, growth, or stability. Different qualities of growth are also classed separately, e.g., oil shale, recreation. An individual county within a region may be an exception to any classification.

Class 1. Comparative advantage for location of economic activity should be augmented in Regions 1, 5, 6, 7, and 8 by state action to increase employment by at least 8,000 people, exclusive of Pueblo County, in the period 1975-1980 with maximum local participation in the employment gain. Constant dollar per capita personal income within these regions should be increased by 19 percent in the period 1975-1980 (an annual rate of 3-1/2 percent), and no county should have more than 15 percent of its families below the poverty level by 1980.

Agricultural land with a capitalized earnings value of $200 per acre or more should not be converted at a rate faster than 2 percent per year; irrigated land should not be converted faster than 1 percent, and not at all along the Federal Aid Highway System.

FIGURE II.
HIERARCHY OF GOALS, POLICIES AND OBJ
FOR RURAL DEVELOPMENT AND GROWTH MAN

Growth Management Policy
A grand goal.

To seek more balanced growth among places and over ti
communities where reasonably possible in the face of
and growth.

Threat
General statement of problem - of the activities - generating the threat to the Grand Goal.

Too much concentration on Front Range, threatening strip
of crowding, congestion, crime, etc.; steady decline in l
ing rural poverty and wasted resources; extreme growth in
threatening degradation of land (prime resource for incom
tourism).

Threat Response Policies
General Policy Statement responding to specifically described threat, or otherwise authorizing response.

To encourage the development and mainte
viable rural and nonmetropolitan areas.

This TRP (rural development) is now the
for rural development portion of state g

Operational Threats (State)
Actual or potential problem, more precisely defined, for which remedial policies are being sought.

Class I: Twenty-eight rural counties, with 210,621 people,
in population, per capita wealth, and/or relative income; o
are having severe poverty problems. This involves declinir
and often causes involuntary changes in life styles. These
ning Regions 8, 7, 6, 5 and 1. Class II: Four rural counti
(tripling in the winter) are growing at very rapid rates wi
cost of growth not being covered even with rising per capit
specialization and seasonability of their economies and res
rapid conversion of agriculturally and esthetically valuabl
income, and with involuntary changing of existing life styl
with 85,000 people face an oil shale boom with accompanying
growth beyond that covered by tax revenues, and involuntary
Class IV: All other counties.

State Operational Objective
Indicator of desired achievement - written to describe a desired state of nature where the Threat exists only at an acceptable level.

To encourage the Colorado population increment in th
between 400,000 and 600,000 people; 40% of this popu
directed outside the Front Range by rural developmen
state and local revenues. Real per capita income to
property tax base (constant dollars) per capita to b
Desirable growth rates will be determined by each re
pation. Assure no more than 1% conversion of irrig
is the net effect of 12 regional objectives.

Operational Threat Response Policy Categories
Categories of remedial policies in response to Operational Threat and State Operational Objective.

Control locally unacceptable rates of growth or that which fails to cover social and public costs.

Counter
growth-
afforda

Preserve choice of life style to include existing rural and small town way of life.

These goals constitute what the authors assume to be

Detailed Operational Objectives
Indicators of desired achievement by Class of region - written to describe desired state of nature where the Threat exists only at an acceptable level.

Specified on pages 13-15.

Program Packages
Sets of program implementation tools and projects (components) which together will meet the regional and Detailed Operational Objectives.

Specified on pages 37-39.

ES AND OBJECTIVES
GROWTH MANAGEMENT

nd over time, maintaining viable
e face of threats from decline

ing strip city with attendant problems
cline in 1/2 of the counties threaten-
growth in some areas of Western Slope
for income from agriculture and

and maintenance of
tan areas.

s now the grand goal
of state growth plan.

l people, are continuing their decline
income; or after a period of decline,
declining tax base and relative income,
s. These counties are largely in Plan-
al counties with 22,940 population
rates with the public (possibly social)
per capita tax costs, with increasing
s and resulting instability threats, and.
y valuable land with dropping relative
life styles. Class III: Four counties
ompanying economic specialization,
voluntary changes in life styles.

ent in the period 1975-1980 to be
this population increase to be
evelopment programs financed from
income to grow 3-1/2% per year;
pita to be stable or growing.
y each region with public partici-
of irrigated land per year. This

Counter economic decline; foster growth to extent desirable and affordable.

yle
and

Assure governmental capabilities at all levels to deal with decline and growth.

me to be Rural Development Policy.

Disperse economic activity and population where concentrated to point of public and social costs not being covered; in the meantime public and social costs should be covered by those profiting from the activity.

This TRP (urban growth policy) would be followed down the hierarchy if a state growth plan was being developed and conflicts resolved.

The Front Range area will be further metropolitanized by 1990, with 2.7 million people being added to the existing population of 1.6 million. Public and social costs of growth, now substantially borne by previous residents, will accelerate their increase as crowding, pollution, transportation remedies are required. Life styles are involuntarily changed. This includes Planning Regions 2, 3, 4.

Communities should be given substantial choice in retaining present life styles or seeking growth, tradeoffs between diversified growth and specialized growth should be made specific. Local and regional planning, public management and development should embody maximum public participation, and should be adequately supported by state and local funds.

Class 2. In Region 12, growth should be held to a rate locally acceptable. The public and social costs of growth should be met by the beneficiaries of that growth.

Involuntary changes in life styles should be minimized by permitting local choice of growth rates. Overspecialization of the economy with total dependence on tourism and resort construction should be avoided.

To preserve the estnetic values essential for maintaining the recreation industry and to prevent irreversible commitment of agricultural resources, there should be no conversion of viewable irrigated land along the Federal Aid Highway System, and no more than 1 percent per year elsewhere. Within five years, 60,000 acres of viewable land in Region 12 should be purchased by the state for leaseback for ranching only, using condemnation if necessary.

Local and regional planning, public management, and development for diversification purposes should embody substantial public participation and should be largely supported from local revenues as long as rapid growth continues.

Class 3. In Region 11, the public and social costs of growth should be borne by the beneficiaries of growth. Choice of life styles and of growth rates should be made available to individual communities.

Economic specialization and overdependency should be avoided; as oil shale is developed one new non-oil shale basic job should be developed for each two oil shale construction, production, and processing jobs.

In order to maintain agricultural and recreational resources, irrigated land should not be converted. Non-irrigated land should not be converted more rapidly than 2 percent a year, and this largely away from highways.

Local and regional planning, public management, and development for diversification purposes should embody maximum public participation and should be supported from local and state revenues.

Class 4. Individual counties in other regions may have problems of either decline or growth which will require various remedies. Generally speaking, however, Regions 9 and 10 are in more comfortable condition and will require less effort to meet the guidelines of the State Operational Objective.

Section VI. CONCEPTS AND IMPLEMENTATION TOOLS

A number of economic and regulatory tools are available for implementing rural development and growth management policy. These are listed in this section under the Operational Threat Response Policy Categories for which they seem appropriate.

Before listing the tools, however, several concepts are described. The concepts explain the need for and use of major new tools for achieving rural development goals.

A. Regional Planning Integrated to State Goals

B. Rural Development Corporation

C. Preserving Agricultural Land

D. The Export of Poverty

E. The Costs of Growth

F. Development Gains Tax

G. Pay-As-You-Grow

H. Zoning and Planning

I. Police Power vs. Market Process

J. Implementation Tools

   a. Assure Governmental Capabilities

   b. Control Locally Unacceptable Rates of Growth

   c. Counter Economic Decline and Foster Growth to Extent Desirable and Affordable

   d. Permit Choice of Life Style

A. Integrated Regional and State Planning

The Rural development and growth management process for Colorado should be the responsibility of regional councils and a State Growth Management Agency (GMA).

The regional councils should be regional councils of government (COGs), with statutory requirements that they be advised by planning commissions, economic councils of businessmen (including farmers) and consumers, and citizen advisory groups. They should be staffed by professionals in planning, public administration, engineering, and grantsmanship. The staff should carry out operational responsibilities for the council, and should advise and consult with counties and municipalities within the region who need expertise in these fields. The county and municipal planning and zoning functions should remain adequately supported by state and regional funds until they can be locally financed.

Each council, with its advisory groups and staff, should be responsible for identifying and coordinating the needs of individual counties and cities, and fitting them into the regional plans. They should be responsible for obtaining approval, and then for obtaining Federal, state or Rural Development Corporation (RDC) support for individual projects or programs (per Concept B).

Each council should maintain a 5-year plan of growth management which fits GMA guidelines for state growth management. Each regional plan should show goals for development (and diversification) in terms of: incremental employment; total capital needs for incremental economic activity, public sector support services, and housing; land availability and management methods, desired modifications of state zoning and other regulations, etc. The completed plan would include the Program Packages for action. (See Section VII, Program Packages.)

The regional councils should be the intermediary between state plans and local needs, the councils would coordinate planning and authority. They should also be the logical originators of Regional Service Authorities covering all or part of a region.

The GMA should be a small policy making and decision making commission appointed by and responsible to the governor (possibly six members with the governor ex officio) and confirmed by a legislative body. It should have its own staff, including a delegate staff member from each region, and a task force of staff from each appropriate department in state government. The staff should maintain close liaison with the Federal Regional Council and their staff on Federal planning, programmatic grants, and revenue sharing.

The GMA's responsibilities should be dual: (a) it should set state growth policy, within legislated guidelines, and maintain a statewide plan for

achieving its operational objectives for growth management, and (b) it should assist the regions both in fitting their plans into the state plan and in obtaining the resources to carry out their plans. The GMA would inevitably be negotiating with and among individual regions; to integrate their plans into the statewide plan, it should have final approval authority over each regional plan.

The GMA should have advisory groups assuring extensive citizen participation. It should be required to establish information gathering and hearing procedures, including environmental impact statements.

B. Rural Development Corporation

A Rural Development Corporation is needed to (1) counter economic decline and encourage desired growth, (2) preserve choice of life style, (3) assure local governmental capabilities to deal with decline and growth and (4) control rates of growth that are locally unacceptable or that fail to cover their own public and social costs.

The Rural Development Corporation should be a free wheeling enterprise with wide discretion to furnish capital and entrepreneurial help to businesses, joint ventures, local government, and semi governmental authorities (e.g., housing). It should be able to guarantee loans and subsidize interest on them, to make equity loans and grants, and--in rare cases--support manpower development programs or furnish operating subsidies. It could undertake turnkey establishment and construction of new industrial activities to be owned and operated by private firms or co ops.

The Rural Development Corporation should be funded by the State of Colorado with $300,000,000 over a period of five years. The money should be raised by issuance of full faith bonds (requiring constitutional revision), serviced from the state's general funds, including the state's share of the Development Gains Tax (see Concept F). Much of this money would be in revolving fund operations financing loans, but $100,000,000 should be available for grants and subsidies. It would be important to have some of these funds available as matching money for Federal programs, so merging of any Federal rural revenue sharing moneys with these funds should be carefully reviewed. However, it is hoped that continuous flows of Federal special revenue sharing funds could be channeled into the Rural Development Corporation.

The Rural Development Corporation should work closely with the state's planning and integration agency (GMA) and with the regional organizations (see Concept A). It should be a major means of carrying out the parts of their development programs for which private capital was not available and for which management assistance is needed. It should also coordinate closely with the Federal agencies administering rural development or community development grant, loan or guarantee programs (e.g., Farmers Home Administration Department of Housing and Urban Development, Environmental Protection Agency, Department of Labor, and the Small Business Administration).

A Metropolitan Development Corporation may be desired by the Front Range counties as a counterpart to the RDC. This might lead to political conflicts. Another alternative would be a statewide Colorado Development Corporation. However, the latter the Colorado Development Corporation might not be singlemindedly concerned with rural development.

Regardless of title the functions described for the Rural Development Corporation appear vital for achieving the Operational Objectives proposed in this report.

C. Preserving Agricultural Land

The state of Colorado possesses an estimated one million acres of irrigated hay and pastureland in mountain country. These lands, for both agricultural and esthetic use, are irreplaceable resources. Once the decision is made to change use - by subdivision, by resort development, or simply by fragmenting ownership - the resource cannot be replaced. The change in use comprises an irreversible commitment.

Colorado has a limited supply of such land. As the land is continually taken out of its present agricultural use, the supply becomes even smaller and the remaining parcels become increasingly more valuable.

Many people place a high value on esthetically pleasing locations in the Colorado Rockies. These people value and demand this resource in one of two ways: (1) as a public trust kept in its present use, to be enjoyed by all now and in the future, and (2) as private property developed for those who can afford to take some for themselves, lessening the amount for public consumption. The demand for Colorado mountain land for both of these purposes will increase. Thus, two conflicting pressures are increasing the demand for use of a decreasing supply of irrigated land - an irreplaceable resource.

Present economics dictate conversion of the land. To date the market system has worked to make private property demand (2) a more profitable, and thus more desirable use of the resource, than public trust demand (1). Because there is an absolute supply of such land, it has become vulnerable to monopolistic abuses. A relatively few land speculators have almost cornered the market in some mountain areas, and can exploit those wishing to use the land for any purposes: housing, agriculture, or esthetic experience.

Land speculators are making decisions in which the public is the primar party at interest. In so doing, they foreclose the right of the public not only to make present decisions, but also decisions based on future needs of future generations.

If present trends continue, the value of these lands for natural use will probably exceed their value for other purposes for these reasons:

- The growing realization of the important role open space and recreation play in preserving mental and physical health of individuals and communities.

- The increasing worldwide demand for agricultural products, particularly animal protein, and the role of American producers in meeting this demand by helping to balance our trade deficit.

Economic recognition of the diminishing physical supply and irreversibility of most changes in use of these lands.

Thus, it can be stated with some certainty that highest and best use - as determined politically - will move toward agriculture and esthetics, and away from commercial purposes. Included in this definition of highest and best use is the concept of "option value." As long as the land is kept in irrigated agriculture, both present and future generations have the option of determining their highest and best use. Although one may not even expect to see the land, one may want to preserve the "option" to see it for oneself, one's grandchildren, and perhaps unrelated future generations.

The essential reason for maintaining an active option demand is the threat of irreversibilities. Government, with its constitutional responsibility to posterity, is the logical intervenor in the present market to protect the public's options for future use.

D. The Export of Poverty

It is possible that welfare and education spending in such counties as Costilla and Conejos make local government the leading basic industry. That is, the counties import purchasing power through grants and programs funded by the state and Federal government.

This is often greater than the purchasing power brought in as a result of producing and exporting sheep, coal, wheat, or any other goods and services.

The import-export analogy becomes a little hazy here. If intra-governmental transfers are importing basic income, what is the export? The answer seems clear: where counties cannot support essential local services and where they and their residents must substantially depend on intra-governmental transfers, they are exporting poverty. The entire region, the entire state, and even the entire nation is concerned with such communities because of this general interdependence.

One rough indicator of poverty export comes from summing certain state tax collections from a county and comparing them with the funds returned to that county by the State of Colorado. (See Appendix A - County Data Sheets). The "deficit" between state tax collections and state contributions runs $150 - $175 per capita annually in Costilla and Conejos Counties. Although similar figures are not available for the Federal "deficit," it is estimated to be $500-$1000 per capita for those counties.

This suggests a massive, continuing drain on governmental finances, unless productive employment is generated to make the residents of such counties more economically self-sufficient.

Assuming, conservatively, a $750 per capita annual governmental deficit (State and Federal), Conejos County's poverty will cost government about $60 million over 10 years, plus social dislocation. The present value of that stream of costs, at a 10% discount rate, is $36 million. Capital investment of this amount, or a major part of it, might create a substantial amount of employment in the county, benefiting the residents and the state and Federal taxpayers. See the Program Package for Region 8 in Section VII, Program Packages.

E. The Costs of Growth

Growth and development cost money. They take more money from the community than they return to it, particularly in the short run. The difference between what growth and development cost in taxes, and what they generate in taxes, are the public costs that must be borne by all the citizens--including those living in the growth area before the growth occurs.

Most people living in a high growth area are not beneficiaries of that growth. They don't get greater net incomes, they don't hold much property that appreciates; they don't own expanding businesses. They may or may not find greater amenity values in their community.

In fact, for many people the quality of life goes down. They end up with longer driving time to work and climbing housing costs. Communications services are degraded and pollution increased. People are more crowded together; in extreme cases they are forced from land, homes or jobs. All of these are involuntary changes in life styles, as described in Section III, The Problems of Growth. They are social costs -- not listed on an income statement, but costs of growth just the same.

The costs of growth, i.e., the difference between the public and social benefits of growth and the public and social expenses (or damages), seem to vary with three factors:

a) the increasing concentration of people in one location, particularly sprawled concentration. (Mass transportation in the Denver area will be particularly expensive because of sprawl.)

b) the rate of growth, which--when fast--requires more services with less time in which to plan for and furnish them. This emphasizes the gap in time between supplying public services and collecting growth-derived revenues to pay for them.

c) the increasing demand for public services that are people-based instead of capital based. That is, there is increasing demand for education, welfare, policing, manpower development, housing assistance, and health services. These get more expensive in larger or faster growing communities. Providing these people-intensive services contrasts with the conventional wisdom of economies of scale where the expense of delivering water and fire protection and removing sewage would, hopefully, go down as the community grows bigger.

The costs of growth should be borne in timely fashion by the people who benefit from growth: the land developers, the builders, the retailers who directly profit. This seems like simple equity. It also offers a means of making services available sooner, better meeting service needs.

At the moment, these costs can't be accurately figured. Developing information and methods for (a) calculating these costs, (b) identifying whom they fall on, and (c) determining how much the beneficiaries gain from growth, will be essential for state growth policy in general and for rural development policy in particular. This is a first priority undertaking for the State of Colorado, if it and its local governments are to deal with decline and growth.

F. Development Gains Tax

A Development Gains Tax would be a new source of public revenues, generated from one of the major classes of growth beneficiaries--those who benefit from appreciation in land values.

Benefits--gains--from appreciation in land values result from obtaining land and then selling it for more than the costs of obtaining, holding, improving, and selling it. This generally results from the beneficiary having investment capital available, having some degree of good luck, and--often--benefitting from the efforts of others to make the land or the locality more attractive.

However, as growth and development take place, the beneficiary (investor, speculator, developer) pays little of the costs of growth to the community. He benefits--others pay, e.g., already-present residents, buyers of land. Furthermore, the non-beneficiaries pay for services through the existing tax structure which is not designed to pay for rapid growth. They also pay increasing social costs by accepting crowding and poorer services (double sessions in schools, delays in telephone service).

A Development Gains Tax would remedy this. It would put more of the burden of paying for the costs of growth on the beneficiaries of that growth (and their customers). It would also alter the comparative attractiveness of the investment in different parts of the state. The fast-appreciating, boom-area land would become relatively less attractive. Land in the static or declining areas would become more attractive for investment.

The Tax would be a tax on the net capital gain from selling real estate and improvements in Colorado. The basis for figuring the gain would be the sale price of the appraised value at the time of acquisition. The basis would be adjusted for inflation during the period the land was held, either by the consumers price index or the deflation factor used in calculating change in gross national product. The basis also would include improvements made during the holding period, also adjusted for inflation up to the time of sale. Finally, the legitimate costs of sale could be subtracted from the difference between sale price and the adjusted basis. The remainder would be the development gain.

For example, assume a county in a steady state of growth with 2500 acres of irrigated ranch land being converted to second home and resort sites a year.

1. Ranchers own 2500 acres with a basis (estimated or appraised value) of $300 per acre. This establishes a basis of $750,000.

2. The ranchers sell the 2500 acres and receive $1500 per acre, a price of $3,750,000. The gain here is $3,000,000.

3. If the development gains tax is set at 30%, the tax revenue would be $900,000 from this cycle of sales.

4. In the same year, 2500 acres just purchased at $1500 (no inflation factor allowed in this example) per acre is being developed and resold. The basis for figuring gain on it is $3,750,000. Improvements and costs of sale come to $3000 per acre or $7,500,000, and the improved land is sold in lots at $10,000 per acre, for $25,000,000.

5. With a 30% tax rate, the tax will be levied on the gain of $13,750,000 (sale price less improvements and sales costs, less basis) for tax revenues of $4,125,000.

Thus, the tax on those sales alone would yield $5,025,000 in a year. This covers only two cycles of land development; no attempt is made to estimate the tax return from sales of land and buildings already in place. In a metropolitan context, the tax might generate $50-75 million a year in the Denver metro area, assuming $2 billion worth of conveyances a year (with widely varying basis and gain factors).*

The proceeds of this tax should be divided among the county (where the land is located), the region, and the State of Colorado. A 50-30-20 split might be found appropriate, and the tax would be earmarked in each jurisdiction for covering the public and social costs of growth. At the 30% rate mentioned above, it might generate $100,000,000 annually under present economic conditions.

The tax would be particularly significant in areas where there is rapid gain in property values because of monopolistic conditions in the property market. The market for land may be theoretically competitive, simply reflecting expectations of the present and future productivity of one piece of land which is similar to many other pieces. In practice, however, Colorado has limited supplies of land with unique characteristics (e.g., located near Roxborough Park, irrigated valley land with a scenic mountain view located near a growing resort). This land is often priced with monopolistic abandon by its sellers. Public policy in the United States has long frowned on monopolistic practices, and the Development Gains Tax might deter such practices in the land markets. In any case, it would let the broader community (which is paying the costs of developmental growth) share in the gains.

*One uncertainty is the effect of the tax on rates of development. The announcement effects of the tax would probably speed up the sale of land--maybe compressing two or three years' sales into the period before the tax's effective date. Land bought with high interest money will probably be developed more quickly than it would be without the tax; but such land may be less likely to be bought with high interest money. The whole question of tax incidence requires study, but obviously much of the burden, where it exists, will fall on the final or residential buyer.

The tax and its rationale should be carefully studied, and might be adapted or applied in other ways. As a modification, it might be used as a tool to encourage maintenance of land in agricultural production by waiving the tax when such land is sold but kept in the same use. However, the tax might be charged back to the buyer if the use were changed within five or ten years.

Regardless of the modification, the philosophy would be the same: The beneficiaries of growth and their customers would pay more of the costs of growth than the bystanders and the victims. The Development Gains Tax is a means of internalizing the costs of growth into the transactions which translate growth into private gain. Furthermore, state and local government would receive growth-related revenues sooner, in time to meet the requirements for services. Finally, it would make the counties not yet experiencing rapid land appreciation comparatively more attractive places for investment.

G. Pay-As-You-Grow

Growth costs money as far as public and social costs are concerned; but it does make money for some people (per Concepts E and F). The Development Gains Tax is one means of letting the beneficiaries of growth pay more of growth's costs. It also provides more timely generation of tax revenues needed to service growth, property and income taxes. How else may the costs of growth be covered in timely and equitable fashion?

Growth generates both capital costs and operating costs. Pay-as-you-grow financing, supported by the beneficiaries of growth--would be desirable for both instead of burdening non-beneficiaries with most of these costs.

New water and sewage systems, new schools, new public transportation--all involve substantial capital costs. Water and sewage tap fees large enough to cover construction costs are already being considered. Provision of school buildings adequate to serve large subdivisions may be a logical extension of the idea of requiring school building sites from the subdivider. Capital costs of other public services might be included in building permit fees for both homes and commercial and industrial construction proposed for high growth regions. Since this approach to setting building permit fees would increase housing costs, special effort would be required to fund adequate low and medium income housing programs.

The operating costs of furnishing growth-required public support services are also major expenses which might be more directly borne by those involved in generating the growth. Education, public assistance, policing, public transportation, manpower development, and low income housing are all needs aggravated by growth. None of these needs is comfortably supportable within the present tax structure.

If the costs of growth were better identified, the present value of the stream of future costs of these support services also could be levied as building permit fees. The discount rate might reflect expected inflation rates. This would be particularly appropriate in areas whose rate and quantity of growth exceeds present resources for equitably paying for these support services.

Social costs might also be reflected in building permits. Such growth-produced costs as double sessions in previously-adequate schools, or congestion of highways causing major time losses, or investment in mass transit, have already been mentioned. Pollution costs, overcrowded recreation areas, and increasing private policing costs because of overloaded public police systems are other examples of social costs which should be calculated for possible inclusion in a pay-as-you-grow system of permits and taxes.

The same rationale might be applied in a new severance tax on Colorado fuel minerals. It could be levied after their production is under way

sufficiently to determine that the price for the minerals is highly inelastic. Then it would be certain that tax costs would be passed on to the eventual customers, and that possibly desirable rural area development would not be discouraged. The severance tax, earmarked and distributed like pay-as-you-grow fees and the Development Gains Tax, would still be devoted to covering the public and social costs of growth.

The distribution of new revenues--Development Gains Tax and pay-as-you-grow--among county, region and state would reduce the present state and local dependence on Federal programs and regulations. They would spread the costs of growth more equitably. The first consideration, however, is good information on the costs of growth (per Concept E).

H. Zoning and Other Controls for Managing Land Use and Growth

Land use controls have traditionally included zoning, sub-development regulations, annexation requirements and laws, and building codes. These, along with capital improvements planning, transportation planning and renewal programming, represent the traditional approach, the conventional wisdom of planning.

Zoning, and the rest, are necessary but not sufficient means of dealing with growth problems in general and rural development in particular.

Zoning, regulations, and codes all are authoritarian statements, based on the police power, of what can and can't be done on the land. In a democratic government, responsive to legitimate popular pressures, authoritarian statements are constantly subject to modification. Private interest economic forces are generally quite legitimate; however, they are sometimes the only interests organized enough to bring a response. They, then, lead to continual modification of existing zoning and other police power approaches to growth control. As long as the concept of "highest and best use of land" is based on maximum economic returns from the land, zoning continues to be a weak basis for long-run expectations about how a given piece of land will be used in the public interest (per Concept C).

There are, of course, innovations in zoning. It has been suggested that changes in water use or point of diversion might be required to conform to land use plans to be deemed "beneficial."

"Agriculture only" zoning has been advocated to protect open space and esthetic values. This is certainly an open use of police power to achieve social ends; it is a zoning that will certainly lead to intense pressure on those responsible for changing the map. If development rights on such land were severed and bought by local government, then the zoning might be less vulnerable.

Even in rural areas some high density zoning might be desirable. Particularly for low income housing, it could minimize rural sprawl and hold public costs down.

Planned unit development is a less rigid approach in which planning authorities and developers can negotiate the final outcome on large bodies of land. The establishment of very large zones for "planned unit development only" may evolve from this, with development on such areas held up until a developer or a consortium of owners and developers agree on a satisfactory approach to areas of thousands of acres each.

If zoning as a tool of growth control is vulnerable to economic pressures, there is no use in ignoring the fact. Instead, it may be more productive to try to modify those pressures (see Concept I).

I. Police Power vs. Market Process: Which Way To Manage Growth?

"Faced with growth unprecedented in Colorado's history, our citizens have been looking with an increasingly jaundiced eye at the results of the free market system," according to Governor John Love in January 1973. He went on to ask the legislature for a state plan for land use and growth, with the means of carrying out the plan yet to be determined.

Determining the means (or tools) raises basic philosophical questions. Do we give up the market system because it seems to have failed in equitably assigning costs and distributing resources? Do we move toward more police power, with inevitably more regulations and more administrators or enforcers? Or can we improve the market system so that Adam Smith's "unseen hand" again functions in the public interest?

Presently, public policy encourages land owners, speculators, and local taxing officials to do the wrong things with land. Property tax and inheritance tax laws push the owners of irrigated pasture land to sell it for development. Income tax regulations encourage land speculators to seek loans with which to leverage their own money into large capital gains. These gains return low tax rates to Federal and State governments, and none at all to the localities which must deal with the eventual developments. And local dependence on property tax revenues pushes commissioners and councilmen to rezone land to more lucrative uses regardless of impacts on community, future productivity or future needs. Annexations are approved regardless of long-run costs.

Obviously, some changes in public policy are needed. Which kinds of policies are needed, police power or improved market processes? Both kinds, probably. Zoning, codes, regulations and prohibitions are probably needed now, and quickly. But these authoritarian measures generate bureaucracies, and their effectiveness decays as they inevitably respond to economic pressures (per Concept H). In the long run, many of the decisions for growth management could and should be made through a market process.

Some of the tools for growth management are compared below in lists of police power tools and market strengthening tools. These are tools particularly appropriate for augmenting the comparative advantage of Colorado rural areas versus other locations for economic activity:

Police Power Tools	Market Strengthening Tools
Zone for industrial and nonindustrial areas, with no new industrial zoning in high growth areas	Pay-as-you-grow building permit fees
Establish "agriculture only" zoning	Environmental impact and economic impact reports and hearings on major plants and subdivisions in high growth areas
Forbid annexations	

Police Power Tools	Market Strengthening Tools
Stop issuing building permits in high growth areas	Improved access by telecommunications and transportation
Sever development rights from agricultural land and condemn them	Loan guarantees and interest subsidies for plant construction and equipment in declining areas, with affirmative action programs benefiting local residents
Legislate tax concessions	Development Gains Tax
	Buy irrigated land and lease back to agricultural users
	Manpower development and housing programs in declining areas

The point is that a mix of both kinds of tools is needed to augment comparative advantage in declining areas. Without market strengthening tools, however, the police power tools will probably wear out, become corrupted, or become too elaborate and expensive to use.

J. Implementation Tools for Rural Development and State Growth Management Policies

The selected tools listed below are economic and regulatory mechanisms that can be used to implement rural development and growth management policies. A few are now in use, but they will be most effective when integrated as components of Program Packages responding to several goals.

Tools To Assure Governmental Capabilities

It should be noted here that regional agencies, presumably councils of governments (COG's), are considered by the authors as an essential part of any successful rural development or state growth management effort. Regional planning bodies acting as intermediaries between state and local governments form the basis on which other efforts depend. They would be organized as per Concept A, with maximum participation from professionals and citizens.

a. Regional and local planning operations should be well supported and well staffed, with their work integrated to fit state objectives. (Most of the agencies would probably need to be subsidized initially.)

b. The use and efficiency of Regional Service Authorities (covering either the entire region, or parts thereof) should be explored.

c. Regional agencies should seek resources and participation from nearby community and state college faculty and students.

d. Regional agencies should offer expertise in grantsmanship, planning, public administration and engineering to nonmetropolitan communities. The state should lend representatives to regions needing them until the regions could afford their own.

e. Regional agency offices should be housed together with representatives of state agencies or at minimum in the same town.

f. Regional agencies should require economic and social impact statements on all proposed projects, holding open hearings to let citizens determine the desirability of new developments.

g. Regional agencies should receive a 30% share of the Development Gains Tax proceeds for operating and investment capital.

h. Regional agencies should be responsible for their region's five-year growth management plan.

State Assurances

Assistance Tools

1. A State Growth Management Agency (GMA, per Concept A), should coordinate state policy. One representative from each region, and one staff member from each of the following state bodies should be represented: Land Use, Local Affairs, Commerce and Development, Local Government, Planning, Comprehensive Health, LEAA, Highway, Game, Fish and Parks, Housing, Education and Budget. Close liaison would be maintained with Federal Agencies such as Forest Service, HEW, HUD, Agriculture, FHA, SBA, and EPA, and with the Colorado General Assembly and its Legislative Council.

2. A State Rural Development Corporation should offer financial, entrepreneurial, and management assistance.

3. An affirmative action program for employing local residents--including manpower development--should be required of new industry assisted in locating in rural areas.

4. A State Housing Authority would finance low and moderate income housing needs.

5. Dispersal of state governmental agencies would create new employment and better communication.

6. One representative from each appropriate state office should be loaned to regional COGs until they can afford to staff their own adequately.

7. Statewide or countywide zoning should be established.

8. Changes in water use or point of diversion should be limited to those compatible with regional or state plans.

9. Restoration of any lands degraded by mineral exploitation should be required.

10. A county manager and planner should be required in each county. (Some may be shared within a region.)

11. The state (or region) should have authority to establish agricultural districts with zoning and taxation based on agricultural use.

12. The state should prepare guidelines to assist regions in determining plan acceptability, needs, and costs of growth.

13. State Division of Commerce and Development, regions, and RDC would link entrepreneurs, communities, capital, manpower programs, etc.

14. Wage differentials might be paid to professionals as an incentive to locate in rural areas (public administrators, planners).

Funding Tools

1. A constitutional amendment should authorize the state to incur bonded indebtedness raising $300,000,000 for RDC; additional bonding for the Department of Natural Resources would permit purchase of irrigated land.

2. A Development Gains Tax would give the state a 20% share in the proceeds; this amount should be put back into the RDC revolving fund.

3. State pension fund money diverted to poorer counties by deposit in local banks and savings and loans would create capital investment funds.

County Assurances

Assistance Tools

1. Counties should have more flexibility to change their management/administrative organization with the coming of growth. The efficiency of merging some counties should be considered.

2. Counties should have more flexibility to change welfare residential eligibility requirements in order that residents of popular tourist areas are not burdened undully. This would require change in Federal administrative regulations.

3. Cities have the option of vetoing economic activities. New jobs would be limited to not more than 3-5% of the population per year, unless they would primarily employ women, or the city had determined their support capacity is sufficient.

4. Counties, regions, and the state should have authority to establish moratoriums in high growth areas on building permits, land sales, taps, annexations and rezonings for both residential and industrial projects.

5. Counties and regions should have their rights of eminent domain expanded to include acquisition of land for development or open space (agriculture or esthetics).

6. Counties or regions should be empowered to predevelop annexable land for both residential and industrial purposes either by themselves or as a joint venture with the developer or the present owner.

7. Counties and regions should be encouraged to require forced joint ventures on developments with PUD planning.

Funding Tools

The counties and regions, should share in the profits from growth, and maintain and improve their support structure.

1. Development Gains Tax proceeds should be split 50/30 between county and region, with the remaining 20% going to the state RDC revolving fund.

2. Pay-As-You-Grow mechanisms (per Concept G).

Tools To Control Locally Unacceptable Rates of Growth and That Which Fails To Cover Its Public and Social Costs

Assistance Tools

1. The state should prepare guidelines to assist regions in calculating the costs of growth - kind, magnitude, and incidence.

2. Regional agencies with their planning and review committees should set goals and implementation plans on growth rate and mix.

3. Regional agencies should require economic and social impact statements from subdividers and large new employers in high growth areas. The COGs would hold public review hearings for citizens to determine the desirability of all new projects, where they should be located, and standards to be met in conforming to community needs.

4. The state, regions and counties should be empowered to buy irrigated pasture and haylands and lease them back to farmers and ranchers.

5. All levels of government should have the authority to employ these prohibitory measures when necessary:

   a. Zone for industrial and nonindustrial areas with no new industrial zoning in high growth areas.

   b. Forbid changes in zoning and use of agricultural land, or alternatively, form agricultural districts.

   c. Forbid any conversion of valley land along the Federal Aid Highway System. This might be extended to include any state highway

   d. Changes in water use or point of diversion should be limited to those compatible with regional or state plans.

   e. Authorize moratoriums on building permits, land sales, taps, annexations, and rezoning applications.

   f. Authorize moratoriums on new housing until low and moderate housing needs are met. This might also be employed to assure sufficient school facilities.

   g. Limit the number of total dwelling units in a city or county, or the rate of growth. For instance, a city should have the option of vetoing economic activity by limiting the creation of new job opportunities to 3-5% of the population.

6. Restoration should be required for any lands degraded by mineral exploitation.

7. An affirmative action program for employing local residents--including manpower development--should be required of new industry assisted in locating in rural areas.

8. Counties should have flexibility in reorganizing their administrative/management structure with the coming of growth.

9. County managers should be required in all counties and county zoning should be instituted, especially zoning to guard against rural sprawl.

10. Forced joint venture Planned Unit Developments should be encouraged. Additionally, counties and regions should be empowered to condemn and predevelop annexable land.

11. Land (or partial construction) for schools, low and moderate income housing and open space, as well as road, water and sewer development should be a precondition for building permits and subdivision rights.

Funding Tools

Pay-As-You-Grow techniques should be employed where needed to assist in covering the public and social costs of growth.

a. The Development Gains Tax. The proceeds should be split 20/50/30 between the state, county and region.

b. Deferred tax payments. The Development Gains Tax might be waived when the sale of prime agricultural land does not comprise a change in use. However, whenever the use is changed for development purposes, this tax would be levied. In addition taxes based on the new assessment should be required for the past seven years.

c. Minnesota dual tax assessment system. This system should be instituted for agricultural lands to ease the burden on present ranchers and farmers.

d. Building permit or tap fees for new subdivisions and major industrial and commercial buildings should reflect the calculated present value of a 20-year deficit for covering public and social costs (per Concept G). Alternatively, these fees should reflect net capital costs.

e. A severance tax in addition to the present ad valorem tax on mineral fuels production should be levied and shared 60/40 between the county and region. The concept of a severance tax or use change tax on the conversion of open land should also be studied.

Tools for Countering Economic Decline and Fostering Growth To Extent Desirable and Affordable

Assistance Tools

1. Direct capital and operating subsidies to firms would provide an incentive to locate in rural areas. Particular emphasis should be placed on attracting agricultural related industries. Alternatively, short-term tax exemptions could be given to locate in Class I areas.

2. Loan guarantees, interest subsidies, equity grants, capital subsidies, or operating subsidies should be used for:

   a. Industrial site development
   b. Plant construction and equipment
   c. State purchase contracts
   d. Materials assembly
   e. Manpower assembly
   f. Processing subsidy
   g. Distribution subsidy
   h. Output subsidies

3. The State Division of Commerce and Development, regions, and RDC would link entrepreneurs, communities, capital, manpower programs, etc.

4. A state Homestead Act II should be considered to train and resettle urban dwellers in rural areas, matching skill needs and capabilities.

5. An affirmative action program for employing local residents--including manpower development--should be required of new industry assisted in locating in rural areas.

6. State investment in a telecommunications system would provide educational, employment, and cultural opportunities not now available in rural areas.

7. "Contribution to present and future regional development" should be added as a criterion for state highway improvement planning.

8. Locally initiated co-ops should be encouraged with low-cost loans and subsidies.

9. A State Housing Authority would finance low and moderate income housing needs.

10. Counties should be encouraged (possibly subsidized) to predevelop annexable land. Additionally, joint venture Planned Unit Developments should be encouraged.

11. The state, regions and counties should be empowered to buy irrigated pasture and haylands and lease them back to farmers and ranchers. (Leasing might be done with competitive bidding, or possibly subsidized lease rates.)

12. The Minnesota dual tax assessment system should be instituted for agricultural lands to ease the burden on present ranchers and farmers.

13. Wage differentials might be paid to professionals as an initial incentive to locate outside the metropolitan areas.

Funding Tools

1. Diverting some Highway Trust Funds to building rapid transit between metro and nonmetro areas, and among nonmetro areas would increase accessibility and comparative advantage.

2. State pension fund money diverted to poorer counties by deposit in local banks and savings and loans would create capital investment funds.

3. The proceeds from a Development Gains Tax would allow the county, region and state to share in the proceeds of growth. However, this tax might not apply initially to declining areas, thus increasing their comparative advantage.

4. A Rural Development Corporation is an essential tool in achieving this particular objective. Large sums of money will be needed to bring some of these counties to a competing position with other counties.

Tools To Permit Choice of Life Style (Including Preserving Small Town and Rural Ways of Life)

1. Regional COGs with planning and review committees should set goals and implementation plans on growth rates and mix. They have the option to request or reject developmental support from the state and from RDC.

2. Economic and social impact statements should be required of all new developments. The regional COG would hold public review hearings for citizens to determine the desirability of all new projects, where they should be located, and standards to be met in conforming to community needs.

3. The regional COG should use the state, RDC or Development Gains Tax resources to maintain the present mix of employment, or to diversify in the face of overspecialization. Overspecialization is a particular threat to preservation of life style. Each county and region should plan diversification efforts when one basic form of employment begins to exceed 25%.

4. State and industry joint venture development of new towns should be examined for feasibility.

5. Locally initiated co-ops should be encouraged with low-cost loans or subsidies.

6. State Department of Natural Resources, with the approval of the GMA and regional COGs, would have the authority to condemn land and lease it back to individuals or to co-ops of families who desire to farm or ranch it. This might also be done with a buy, lease-back program designed to preserve the agricultural life styles.

7. A state Homestead Act II to train and resettle urban dwellers in rural areas would provide needed services and give urbanites another choice.

8. The state, through Denver Opportunity School and Colorado vocational schools, should consider training and placement programs for skills needed in rural towns--plumbers, TV repairmen, shoe repairmen. Guaranteed placement and housing might be used as an additional incentive.

9. A statewide telecommunications system would permit relocation of clerical employment and additional educational and cultural opportunities for rural residents. (This might be financed by RDC and industry in a one-town demonstration project; if successful, it might become self liquidating.)

10. A State Housing Authority would finance low and moderate income housing needs.

11. State pension fund money diverted to poorer counties by deposit in local banks and savings and loans would create capital investment funds.

12. Wage differentials might be paid to professionals as an initial incentive to locate outside metropolitan areas.

13. Agricultural Districts should be established, using the New York State Model.

14. When an agricultural sale does not comprise change in use, Deferred Tax Payments would encourage farmers and ranchers to continue production. Another incentive, the Minnesota Dual Tax Assessment System, should be used in conjunction with the Deferred Payment System.

15. Pay-As-You-Grow techniques would assist any residents of a threatened area to preserve their present life style.

Section VII. PROGRAM PACKAGES

The Detailed Operational Objectives would be used by the GMA for developing proposed employment growth (or population growth) objectives for each region. For instance, the objectives for the Class I regions might initially be proposed like this:

Region 1 - 1400 basic jobs, 2000 local service jobs

Region 5 - 400 basic jobs, 300 local service jobs

Region 6 - 800 basic jobs, 100 local service jobs

Region 7 - (excluding Pueblo County) 1000 basic jobs, 1000 local service jobs

Region 8 - 600 basic jobs, 600 local service jobs

This is a proposed distribution of the 8000 additional jobs required by the Detailed Operational Objective for Class I counties. The allocations are judgmental, with criteria including each region's needs, resources, and capabilities for absorbing jobs and people.

First approximation program packages for achieving these objectives are then prepared and worked back and forth between GMA and the regions until they are detailed, feasible, and mutually acceptable.

A Program Package is essentially the set of program components which together will meet the regional objectives. The program components are the combination of tools (as described in Section VI, Concepts and Tools) and projects which will achieve the objective. For instance:

The Program Package for Region 1, t' Lower Platte River Valley, might include these components:

A. Develop additional feed lot and packing plant operations furnishing 500 basic jobs.

B. The Colorado State Department of _____ would relocate a 400 employee clerical unit (basic jobs) to Ft. Morgan, using 1975 broad-band communications technology to link this with Denver and other offices by video conferencing, high speed facsimile, and audio and computer links.

C. Miscellaneous manufacturing would be encouraged in Logan, Sedgwick and Yuma counties to add 500 basic employees.

D. Long-range planning emphasizing high speed ground transportation and urbanization.

The Program Package for Region 8, the San Luis Valley, might include these components:

A. Miscellaneous manufacturing employment would be developed to generate 200 basic jobs in Conejos county, and 100 basic jobs in each of Costilla and Saguache counties.

B. Livestock raising and agricultural resources would be enhanced to generate at least 100 basic jobs.

C. Local service industry would be assisted in developing in Costilla, Conejos and Saguache counties.

Conventionally, small manufacturing operations are not deliberately established in a given location "on call," or even over a five-year period. This is not the usual situation however. In Region 8, and to some extent in Region 1, the availability of 50-100% of plant and start-up capital will present a different sort of problem: the selection of the best entrepreneurs with the best ideas and capabilities.

These Program Packages are described in more detail on the following Program Component Impact Sheets.* They vary considerably between these two regions. Region 1's might be called a diversified growth package; that for Region 8 would be considered an economic turnaround package.

The differing conditions in the regions are reflected in widely varying costs of dealing with their problems of decline. The RDC costs tentatively estimated for Region 1 are at a rate of $4,000 per job, or $13 million total. The roughly comparable Region 8 costs are $21,000 per job for a total of $25 million. Considering the deficit figures cited under the Export of Poverty concept in Section VI, the Region 8 investment might be the better risk on the chance that it can turn around the existing social malaise and the continuing drain on government funds in the region

The treatment of costs, impacts, and benefits on the Program Component Impact Sheets is extremely superficial. They are merely examples of the analysis approach recommended for rural development and growth management policies. They suggest the initial procedural steps, but they lack needed cross-checking. Cross-checking identifies (1) parties-at-interest to implementation of the various projects, and (2) program conflicts or reinforcements with other government programs.

* The description of each component assumes that all of the tools described in Section VI, Concepts and Tools, have been made available by legislative or constitutional action. It particularly takes as given the tools listed under Assure Government Capabilities. They (or their equivalents) seem essential for serious efforts at rural development and growth management.

This cross-checking would be particularly important relative to Federal programs for rural development and community development. These Federal programs are now in a state of uncertainty and transition. For instance, the Congress is considering several bills requiring state planning and control of some types of development. The Environmental Protection Agency is reported considering demanding similar state action under the Clean Air Act of 1970.

The Rural Development Act of 1972 vests authority and spending authorization in the Department of Agriculture. The President's proposed executive reorganization would merge many programs, including rural development, into a new Department of Community Development--probably dominated by the present Department of Housing and Urban Development.

The future of special revenue sharing (as opposed to programmatic grants) is unresolved, and from it comes much of the impetus for the New Federalism and strengthened state governments. Assuming that special revenue sharing will come into being alongside some retained programmatic funding, there will probably be a mix of Federal moneys available.

Regardless of the outcome of these uncertainties, it does seem important that Federal rural development funds, including those appropriated under the Rural Development Act of 1972 come fully into the state's rural development and growth management process.

PROGRAM COMPONENT IMPACTS

Class I Counties Program
Region 1 - Lower Platte River Valley

Component A	Economic Costs	Social Disruption	Political Resistance	Administrative Complexity	Environmental Impacts	Secondary Effects
Feed lots and packing plant operations in Lower Platte Valley, employing 500 people. RDC would furnish loan guarantees and interest subsidies for high leverage capitalization as approved by region. RDC costs over 10 years might be $4.2 million. RDC participation might also be required for some support services improvements, but conventional private and public financing would probably handle this.	Higher demand for feed, feeder stock, slaughter stock; higher prices - not much effect except for feed.	Negligible, unless over rapid growth in community.	Would be attractive project unless competitors and their unions complained.	RDC should handle easily if loan guarantee and interest subsidy is adequate.	Feed lot run-off and slaughterhouse effluents would require disposal.	
	Competition with existing operations for: labor, feed, stock, customers, capital.	Town like Brush could be impacted if 100 families moved in per year for 1-3 years (10% rate of gain).		Region and locality should handle planning.	Odor could be problem without careful siting.	
	Schools and other public support services might be required.	Additional housing needed.				
		Might attract youth away from dry-farming areas.				
	+ Local service employment would be generated at 1 or 1½ to 1 multiplier with conventional private capital.	+ This would be compatible with existing occupational and social structure.				+ Strengthen agricultural output and employment.
	+ Increased retail sales and tax base.	+ Might keep more young people in area.				

SUMMARY COMMENT

This is low-cost rural development. RDC costs are $4.2 million for 500 basic jobs. It appears compatible with all four rural development goals, Section V.

PROGRAM COMPONENT IMPACTS

Class 1 Counties Program
Region 1 - Lower Platte River Valley

Component B	Economic Costs	Social Disruption	Political Resistance	Administrative Complexity	Environmental Impacts	Secondary Effects
The Colorado State Department of _____ would relocate a 400 employee clerical unit to Ft. Morgan, using 1975 broad-band communications technology to link offices with video conferencing, high speed facsimile, and audio and computer links. This system would be put up for competitive proposals, with RDC investing $1 million and $50,000 per year for 4 years. RDC would recapture cost if extra capacity could be rented to other private corporations.	Some additional agency travel costs.	Denver employees would be offered transfers; it is estimated only 150 would go, netting 250 job opportunities for local residents.	Denver legislators may be critical of public investment moving jobs out of Denver.	Selection of unit to move and establishment of new administrative procedures would be difficult.		The new communications link may focus much development attention on Ft. Morgan, at expense of other localities. GMA-to-COG relations (if located in Ft. Morgan) could be uniquely close. Similar links might be demanded by other COG's.
	Private investment in buildings, amortized over 5-10 year leases, or state investment.	Additional housing needed.	Regional counties east of Ft. Morgan may feel excluded from Program benefits.			
	+ Lower labor turnover.	+ Young women would have an alternative to Denver and Colorado Springs for employment opportunities.	+ Rural residents of Weld County may benefit from new regional jobs.	+ Improved Denver to outlying area government relationships.	+ Less traffic density in Denver's Capitol area.	
	+ Increased income, retail sales, and tax base.					
	+ Higher labor participation rate with more clerical jobs.	+ Increase in supervisory and professional component of local population.				

SUMMARY COMMENT

Ft. Morgan is a logical site for this innovation, with easy auto access supplementing telecommunications. The costs of the experiment are low with RDC costs estimated at $1.2 million.

PROGRAM COMPONENT IMPACTS

Class I Counties Program
Region 1 - Lower Platte River Valley

Component C	Economic Costs	Social Disruption	Political Resistance	Administrative Complexity	Environmental Impacts	Secondary Effects
Encourage miscellaneous manufacturing in Logan, Sedgwick and Yuma counties to add 500 employees: Sedgwick, 50-100; Yuma, 75-100; Logan and others, 300-375. RDC would furnish 50% capital grants and manpower development support for Sedgwick and Yuma counties; 10-year costs are estimated at $3 million (all in 1st three years). RDC would furnish loan guarantees and interest subsidies for others, $3.1 million over 10 years. RDC might need to contribute to support services and some loan guarantee and subsidy (possibly $1 million), but conventional capital sources should do most of this.	Capital investment for new public support services, including highway links.	Yuma county might have trouble accommodating growth.	Phillips and Washington counties would resent non-participation.	Region would have difficulty in allocating plant sites, among different communities wishing them.	Increased demands for domestic (municipal) water.	Communities not selected for new enterprises would face further decline, and would in turn be less eligible for support resources.
		Population may be drawn from Washington and Phillips counties, or may commute from them.				
		Housing may be needed.				
	+ Affirmative action program would encourage hiring local residents.	+ Permit people to continue living on farms and in small towns while working in plants.	+ More stability to Wray and Julesburg, and to entire region.			
	+ Increased income, retail sales, and tax base.	+ More opportunities for young people to remain with increased jobs.				

SUMMARY COMMENT

Attracting manufacturing employment to smaller towns would be major challenge to rural development and growth management process; but could maintain some viable small towns.

RDC costs: $6.1 million for 500 basic jobs.

PROGRAM COMPONENT IMPACTS

Class I Counties Program
Region 1 - Lower Platte River Valley

Component D	Economic Costs	Social Disruption	Political Resistance	Administrative Complexity	Environmental Impacts	Secondary Effects
Long-range planning, with emphasis on problems of high speed ground transportation and urbanization, as communities along the South Platte River face rapid development. Conversion of prime agricultural land should be controlled and agricultural activity and life style preserved. (No more than 2% per year conversion of agricultural land; no conversion along the Federal Aid Highway System; formation of agricultural districts.) Pay-As-You-Grow and Development Gains Tax revenues should be anticipated.	Programs to preserve agricultural land and present life style. (Predeveloping annexable land; buy lease-back programs.) Support services for increased population. + Increased retail sales, income and tax base. + Development Gains revenues and Pay-As-You-Grow.	Prospect of urbanizing Ft. Morgan to Sterling area, disrupting present life style. + More service and retailing opportunities with growth. + More diversity in choice of life style; improved schools, housing, hospitals, etc.	Metro legislators may be concerned. Environmentalists may resist urban sprawl. Local residents opposed to urbanization.	Long-range planning must include potentials of new technology and social change. Regional COGs established and well staffed; county cooperation. + Effective planning would legitimate and strengthen regional COG.	Maintaining EPA air quality standards may be difficult with increased auto access, particularly if nondegradation clause is strictly enforced.	Could lead to Denver-Ft. Morgan-Sterling strip city; however, if agricultural and recreational land were preserved in river valley, the area could benefit from weekend tourist activity from Denver.

SUMMARY COMMENT

Communities facing rapid growth should prepare to profit from it and to control it with open space and other amenities. A strong and well prepared regional COG would do this.

PROGRAM COMPONENT IMPACTS

Class I Counties Program
Region 8 - San Luis Valley

Component A	Economic Costs	Social Disruption	Political Resistance	Administrative Complexity	Environmental Impacts	Secondary Effects
Miscellaneous manufacturing would be developed in San Luis Valley with 200 basic jobs in Conejos county; 100 basic jobs in Costilla county; 100 basic jobs in Saguache county. RDC would furnish 100% capital grant, plus contributions toward affirmative action and manpower development programs. RDC grant cost: $10 million. RDC contribution to 3 years of manpower programs: $3 million.	Possible need for public support services: day nurseries; low-cost housing near plants; school upgrading; road improvement.	Factory employment might change life style of residents.	Employers of low-cost labor might resent plants bidding up wages.	Considerable managerial support needed from RDC.	Increased demand for municipal water supplies and other services.	
			Selection of some local entrepreneurs to back would be desirable but divisive in community.	Region might face substantial site selection problems.		
			Business climate improvement programs might be needed from RDC and GMA staff.			
	+ Larger retail sales and tax base.	+ Forced out-migration reduced.				+ More positive attitude toward future of region created for residents.
	+ Greater economic stability.	+ Greater opportunity for upward mobility and retaining youth.				

SUMMARY COMMENT

This is high-cost rural development. RDC costs are $13 million for 400 basic jobs. However, it would greatly expand opportunities for local residents and augment comparative advantage for the region.

PROGRAM COMPONENT IMPACTS

Class I Counties Program
Region 8 - San Luis Valley

Component B	Economic Costs	Social Disruption	Political Resistance	Administrative Complexity	Environmental Impacts	Secondary Effects
Livestock raising and agriculture resources and capabilities would be enhanced by Department of Natural Resources purchasing (by condemnation if necessary) $8 million worth of grazing land and irrigated land for subsidized leaseback to farmers and sheepmen. Stock growing co-ops would be organized, using both owned and commons-type grazing. Another $2 million would be granted to rehabilitate existing small livestock operations' facilities. Livestock purchase loans would be guaranteed and subsidized for 4 years at a cost of up to $700,000 ($40,000 decrease).	Capital and operating costs.	Power relationships might change. New housing will be needed or present housing upgraded.	Some livestock operators and land developers would see their futures threatened.	Extensive Agriculture Extension work needed; particularly for organizing and managing co-ops.		Could lead to fragmentation of ownership.
	+ Greater security for existing small agricultural operations.	+ Some return of refugees now living in Denver and Albuquerque. + Compatible with traditional life style. + Would encourage locally initiated co-ops.			+ Condemnation would recreate large tracts from present speculative land developments.	+ Smaller ranchers and farmers could expand and become more prosperous.

SUMMARY COMMENT

This is high-cost rural development. RDC and Department of Natural Resources costs: $10.7 million for 100 basic jobs. It would be the least disruptive transition for local residents and is compatible with all rural development goals, Section V.

PROGRAM COMPONENT IMPACTS

Class I Counties Program
Region 8 - San Luis Valley

Component C	Economic Costs	Social Disruption	Political Resistance	Administrative Complexity	Environmental Impacts	Secondary Effects
Local service industry would be assisted in developing in Conejos, Costilla, and Saguache counties. RDC would guarantee and subsidize interest on loans, and grant up to 50% of capital for trades and services activities employing 200-300 people. Manpower development programs would be supported for 3 years. The total cost of this would be $3 million. (This component's success would depend on the other components designed to increase basic employment.) Federal Aid Highway money would be diverted to building interstate quality highway through southern Colorado (after completion of I-70).	Some private capital would be required. State portion of highway funds.		Established trades and services suppliers, particularly in Alamosa and Monte Vista, may resent subsidy of rivals. Metropolitan areas and other rural areas wanting new roads.	Identifying or attracting entrepreneurs and managers, even with subsidies.	Risk of sites fostering rural sprawl along highways (could be countered by COG).	
	+ Increased income, retail sales and tax base. + Create more attractive tourist environment.	+ Better prospects for upward mobility. + Forced out-migration reduced. + Wider choice of goods and services locally available. + More active community participation. + A few residents employed for construction of highway.				+ Components A, B and C combined would encourage more active participation in community affairs on the part of some residents presently excluded.

SUMMARY COMMENT

Components A, B and C are a high-cost rural development. They are compatible with rural development goals, Section V. Together they comprise turnaround planning. With or without the new highway, they would maintain viable communities and create an atmosphere of hopefulness for the future.

EXPLANATION OF COUNTY DATA SHEETS

1. The 1970 population per the U.S. Census of Population.

1a. The percent change in population 1950-1960 and 1960-1970.

2. Relative income, or this county's median family income as a percent of median family income for Colorado, per Census of Population.

3. The percent of families with income below the poverty level per the 1970 Census of Population.

4. Labor participation rate, or percent of population employed, per Census of Population.

5. Total employment of residents of the county per Census of Population.

6. Unemployment as a percent of total civilian labor force per Census of Population.

7. Per capita tax income to the State of Colorado is represented by the county sum of state income tax liability plus state sales tax collections divided by the population.

8. Per capita welfare costs to the state are the state's contribution of state funds (only) divided by population.

9. Per capita education costs are total payments to school districts of state funds divided by population.

10. This figure shows the surplus (S) or deficit (D) of state taxes collected compared with education and welfare expenditures.

11. The percentage of employed residents of the county in each of 10 sectors of the economy. (The parenthetical numbers are absolute numbers, in addition to the percentages.)

12. This is a subjective statement of the first order determinants of change in population and economic activity. Agricultural employment almost invariably shows substantial decreases over the 1950-1970 period because of greater economic efficiency in agricultural production. This increased productivity was such that, given a constant production level between 1950 and 1970:

    employment in raising meat animals would have halved;
    employment in raising feed grains would decrease to one fifth;
    employment in raising hay would have halved;
    employment in raising food grains would decrease to one third;

    according to Changes in Farm Production and Efficiency, USDA.

    In the same period, coal mining employment would similarly have dropped to about a third of its original level, with constant output.

    These increases in productivity have greatly affected employment and population in Colorado farming, ranching and coal mining counties.

ADAMS COUNTY

County Seat: Brighton; population: 8,309

1. 1970 population: 185,789

1a. Percent change 1960-1970: 54.4
Percent change 1950-1960: 199.0

2. Median income as percent of state average: 1970: 108.9
1960: 110.0
1950: 102.2

3. Percent families below poverty level: 18.1

4. Percent of population employed:

1970: 37.3
1960: 33.8
1950: 31.2

5. Actual employment:

1970: 69,284
1960: 40,626
1950: 12,571

6. Percent of labor force unemployed: 1970: 4.0
1960: 3.5
1950: 3.9

7. Tax income to state: $101.15

8. Welfare costs to state: $9.03

9. Education costs to state: $71.19

10. Per capita surplus or deficit: $20.93 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	2.4	4.3	20.5
mining	0.6	0.6	0.2
construction	7.5	9.5	10.5
manufacturing	18.9 (13138)	21.2	15.0 (1886)
transportation	11.0	12.0	10.4
trade	25.2	21.7	18.3
services, including lodging and finance	13.5	13.0	10.0
health services and other professions	5.0	4.9	5.6
education	6.3	4.4	2.8
public administration	2.9	6.2	4.8

12. Agricultural employment declined somewhat, but manufacturing employees increased sevenfold and bedroom communities thrived as the Denver metropolitan area grew.

ALAMOSA COUNTY

County Seat: Alamosa; population: 6,964

1. 1970 population: 11,422

1a. Percent change 1960-1970: 14.2
Percent change 1950-1960: -5.0

2. Median income as percent of state average: 1970: 73.9
1960: 80.1
1950: 92.8

3. Percent families below poverty level: 18.1

4. Percent of population employed:

1970: 37.4
1960: 34.5
1950: 34.9

5. Actual employment:

1970: 4,267
1960: 3,447
1950: 3,674

6. Percent of labor force unemployed: 1970: 4.4
1960: 5.4
1950: 5.3

7. Tax income to state: $104.01

8. Welfare costs to state: $20.17

9. Education costs to state: $62.86

10. Per capita surplus or deficit: $20.98 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	10.8 (460)	12.9	21.9 (805)
mining	0.0	0.1	0.2
construction	6.7	8.0	7.0
manufacturing	3.9	5.4	4.8
transportation	7.3 (320)	12.2	14.9 (550)
trade	21.2	22.2	22.5
services, including lodging and finance	11.5	13.0	14.2
health services and other professions	11.0 (470)	7.1	3.3 (119)
education	22.7 (970)	11.9	6.9 (254)
public administration	4.3	4.4	3.5

12. Diversified agriculture declined as less labor was required, particularly in the '50-'60 era. The railroad cut back employment as trackage was eliminated (narrow gauge). Education increased at both college and elementary and secondary levels. Relative income declined substantially.

ARAPAHOE COUNTY

County Seat: Littleton; population: 26,318

1. 1970 population: 162,142

1a. Percent change 1960-1970: 42.9
Percent change 1950-1960: 117.6

2. Median income as percent of state average: 1970: 126.2
1960: 123.5
1950: 107.9

3. Percent families below poverty level: 4.6

4. Percent of population employed:

1970: 39.2
1960: 35.4
1950: 35.0

5. Actual employment:

1970: 63,500
1960: 40,168
1950: 18,238

6. Percent of labor force unemployed: 1970: 2.8
1960: 3.5
1950: 3.2

7. Tax income to state: $151.74

8. Welfare costs to state: $5.35

9. Education costs to state: $73.95

10. Per capita surplus or deficit: $72.54 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	1.1	2.3	7.2
mining	1.6	1.1	0.3
construction	6.4	8.2	12.0
transportation	7.3	7.7	9.9
manufacturing	17.7	25.5	17.7
trade	23.5	19.2	21.9
services, including lodging and finance	15.8	14.9	13.4
health services other professions	11.7	7.8	5.8
education	8.5	5.0	3.7
public administration	5.8	5.8	6.0

12. Typical of Denver metropolitan area growth. Manufacturing grew steeply in the 1950's (Martin - Denver) and eased. Trades and services have continually grown with suburbanization. Relative income is high.

ARCHULETA COUNTY

County Seat: Pagosa Springs

1. 1970 population: 2,733

1a. Percent change 1960-1970: 4.0
Percent change 1950-1960: 13.2

2. Median income as percent of state average: 1970: 77.5
1960: 60.7
1950: 54.9

3. Percent families below poverty level: 12.4

4. Percent of population employed:

1970: 30.3
1960: 25.3
1950: 29.8

5. Actual employment:

1970: 828
1960: 664
1950: 902

6. Percent of labor force unemployed: 1970: 9.0
1960: 18.4
1950: 15.6

7. Tax income to state: $66.52

8. Welfare costs to state: $31.83

9. Education costs to state: $63.07

10. Per capita surplus or deficit: $28.38 D

11. Percent employed by industry:

	1970	1960	1950
agriculture	15.8	27.8	43.0
mining	2.2		1.2
construction	11.4	3.1	5.8
manufacturing	23.9	12.9	13.3
transportation	4.2	3.7	3.1
trade	15.3	18.3	14.7
services, including lodging and finance	6.1	12.3	7.4
health services and other professions	4.1	1.0	0.9
education	4.3	7.2	3.0
public administration	12.3	7.2	3.8

12. Agriculture declined abruptly in the 1950's as fewer sheep were sold and as productivity in livestock ranching increased. Manufacturing, mainly sawmills, increased between 1960 and 1970. Relative income increased substantially and unemployment decreased although it remained high, probably because low-paying agricultural employment was partially replaced by better-paying lumber operations.

BACA COUNTY

County Seat: Springfield; population: 1,660

1. 1970 population: 5,674

1a. Percent change 1960-1970: -10.1
Percent change 1950-1960: -20.8

2. Median income as percent of state average: 1970: 70.4
1960: 73.9
1950: 85.3

3. Percent families below poverty level: 17.3

4. Percent of population employed:

1970: 38.5
1960: 33.7
1950: 35.2

5. Actual employment:

1970: 2,184
1960: 2,127
1950: 3,801

6. Percent of labor force unemployed: 1970: 1.6
1960: 2.1
1950: 3.7

7. Tax income to state: $78.25

8. Welfare costs to state: $24.90

9. Education costs to state: $65.40

10. Per capita surplus or deficit: $12.05 D

11. Percent employed by industry:

	1970	1960	1950
agriculture	31.4	44.5	49.6
mining	0.0	0.3	0.1
construction	7.4	7.4	8.5
manufacturing	0.3	1.2	0.9
transportation	3.1	4.4	4.0
trade	23.2	21.0	14.1
services, including lodging and finance	9.3	6.9	8.4
health services and other professions	7.0	1.2	1.7
education	13.1	5.5	4.2
public administration	4.8	3.9	3.8

12. Agricultural employment, the only source of basic income, was halved as grain production required less employment. Similarly, livestock inventories doubled, but additional employment was not generated. Relative income and population declined substantially.

BENT COUNTY

County Seat: Las Animas; population: 3,147

1. 1970 population: 6,493

1a. Percent change 1960-1970: -12.5
Percent change 1950-1960: -15.5

2. Median income as percent of state average: 1970: 66.2
1960: 75.5
1950: 82.1

3. Percent families below poverty level: 17.6

4. Percent of population employed:

1970: 30.8
1960: 30.6
1950: 31.9

5. Actual employment:

1970: 1,998
1960: 2,268
1950: 2,798

6. Percent of labor force unemployed: 1970: 4.1
1960: 5.0
1950: 4.2

7. Tax income to state: $55.03

8. Welfare costs to state: $24.09

9. Education costs to state: $60.18

10. Per capita surplus or deficit: $29.24 D

11. Percent employed by industry:

	1970	1960	1950
agriculture	20.9 (418)	26.8	35.8 (1010)
mining	0.3		0.1
construction	4.4	4.8	5.0
manufacturing	3.1	3.3	3.4
transportation	7.1	2.9	4.4
trade	14.8	14.9	12.7
services, including lodging and finance	7.3	10.7	9.5
health services and other professions	27.7	22.9	21.3
education	8.7	6.4	4.3
public administration	5.4	4.2	3.1

12. Agricultural employment decreased 60 percent in the two decades and relative income declined, too. The economy is now substantially dependent on the Ft. Lyon VA Hospital.

BOULDER COUNTY

County Seat: Boulder; population: 66,870

1. 1970 population: 131,889

1a. Percent change 1960-1970: 77.6
Percent change 1950-1960: 53.7

2. Median income as percent of state average: 1970: 117.2
1960: 105.8
1950: 94.2

3. Percent families below poverty level: 5.6

4. Percent of population employed:

1970: 39.8
1960: 36.9
1950: 33.5

5. Actual employment:

1970: 53,482
1960: 27,382
1950: 16,160

6. Percent of labor force unemployed: 1970: 4.4
1960: 3.1
1950: 6.7

7. Tax income to state: $126.59

8. Welfare costs to state: $7.63

9. Education costs to state: $48.72

10. Per capita surplus or deficit: $70.24 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	1.8	5.3	11.4
mining	0.6	1.1	3.3
construction	5.5	8.3	9.3
manufacturing	21.0	13.2	7.7
transportation	5.0	5.2	6.2
trade	18.0	19.2	20.4
services, including lodging and finance	12.9	15.7	16.5
health services and other professions	10.5	7.9	5.6
education	18.3	14.8	14.8
public administration	5.8	6.6	3.3

12. Manufacturing employees living in Boulder County increased ninefold, 1950-1970. Educational employment boomed as the University grew. Boulder also became more of a bedroom community for the Denver metro area. Relative income went up substantially.

CHAFFEE COUNTY

County Seat: Salida; population: 4,393

1. 1970 population: 10,162

1a. Percent change 1960-1970: 22.5
Percent change 1950-1960: 15.8

2. Median income as percent of state average: 1970: 85.8
1960: 81.2
1950: 86.1

3. Percent families below poverty level: 9.8

4. Percent of population employed:

1970: 33.0
1960: 34.2
1950: 32.2

5. Actual employment:

1970: 3,358
1960: 2,835
1950: 2,309

6. Percent of labor force unemployed: 1970: 6.1
1960: 3.1
1950: 6.7

7. Tax income to state: $89:14

8. Welfare costs to state: $14.03

9. Education costs to state: $57.32

10. Per capita surplus or deficit: $17.79 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	3.9	8.3	12.7
mining	14.2	11.0	4.4
construction	6.1	5.6	6.9
manufacturing	4.9	6.7	4.2
transportation	13.0	10.5	19.6
trade	25.1	24.1	21.1
services, including lodging and finance	10.7	11.7	14.6
health services and other professions	6.8	7.0	5.0
education	6.8	3.2	3.6
public administration	8.1	7.3	6.3

12. The decline in agriculture was more than made up by mining, particularly the increased molybdenum mining activity in Lake County, with miners commuting from Chaffee County as the economy thrived.

CHEYENNE COUNTY

County Seat: Cheyenne Wells; population: 982

1. 1970 population: 2,396

1a. Percent change 1960-1970: -14.1
Percent change 1950-1960: -19.2

2. Median income as percent of state average: 1970: 71.2
1960: 88.0
1950: 79.0

3. Percent families below poverty level: 16.6

4. Percent of population employed:

1970: 43.3
1960: 36.4
1950: 38.7

5. Actual employment:

1970: 912
1960: 1,209
1950: 1,335

6. Percent of labor force unemployed: 1970: 1.6
1960: 1.3
1950: 0.9

7. Tax income to state: $79.05

8. Welfare costs to state: $17.36

9. Education costs to state: $60.83

10. Per capita surplus or deficit: $0.86 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	36.7 (324)	33.0	49.3 (658)
mining	2.0	0.7	0.1
construction	9.8	5.2	5.6
manufacturing	1.6	0.6	0.3
transportation	4.8	7.1	8.6
trade	15.2	18.5	15.0
services, including lodging and finance	3.5	5.1	7.9
health services and other professions	9.5	1.5	2.8
education	12.0	8.4	5.0
public administration	4.4	6.2	3.4

12. Agricultural employment fell to half its 1950 level with mechanization of wheat farming.

CLEAR CREEK COUNTY

County Seat: Georgetown; population: 542

1. 1970 population: 4,819

1a. Percent change 1960-1970: 72.5
Percent change 1950-1960: -15.1

2. Median income as percent of state average: 1970: 101.4
1960: 88.5
1950: 95.3

3. Percent families below poverty level: 5.7

4. Percent of population employed:

1970: 42.2
1960: 39.0
1950: 32.6

5. Actual employment:

1970: 1,987
1960: 1,088
1950: 1,236

6. Percent of labor force unemployed: 1970: 4.1
1960: 4.5
1950: 4.2

7. Tax income to state: $109.77

8. Welfare costs to state: $13.00

9. Education costs to state: $30.28

10. Per capita surplus or deficit: $66.49 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	1.0	1.6	3.6
mining	13.4	5.5	9.3
construction	18.1	15.3	20.7
manufacturing	6.7	7.3	4.7
transportation	4.5	9.5	7.2
trade	20.4	25.1	24.3
services, including lodging and finance	17.3	20.0	16.9
health services and other professions	5.0	2.7	3.4
education	5.8	6.3	4.5
public administration	7.3	5.4	3.9

12. Mining, construction and tourism all grew between 1960 and 1970 to double the county's population. Natural resources and proximity to Denver accounted for this growth.

CONEJOS COUNTY

County Seat: Conejos

1. 1970 population: 7,846

1a. Percent change 1960-1970: -6.9
Percent change 1950-1960: -17.1

2. Median income as percent of state average: 1970: 49.7
1960: 53.0
1950: 56.9

3. Percent families below poverty level: 36.7

4. Percent of population employed:

1970: 24.5
1960: 25.5
1950: 26.8

5. Actual employment:

1970: 1,924
1960: 2,151
1950: 2,729

6. Percent of labor force unemployed: 1970: 6.8
1960: 8.6
1950: 7.4

7. Tax income to state: $31.37

8. Welfare costs to state: $75.21

9. Education costs to state: $103.84

10. Per capita surplus or deficit: $147.68 D

11. Percent employed by industry:

	1970	1960	1950
agriculture	25.1 (482)	39.0	58.6 (1600)
mining	4.2	1.6	0.9
construction	6.9	6.3	5.1
manufacturing	6.6	4.1	2.0
transportation	6.8	9.1	4.0
trade	13.5	13.8	10.6
services, including lodging and finance	6.8	9.9	7.6
health services and other professions	8.5	1.9	1.4
education	16.2	8.1	5.5
public administration	4.9	3.8	2.7

12. The collapse of a diverse but largely sheep-oriented agricultural economy whose employment fell 70 percent in 20 years left this county in poverty, even though there are pockets of prosperous hay, barley, and livestock left. The labor participation rate is very low, and relative income is one of the lowest levels in the state.

COSTILLA COUNTY

County Seat: San Luis; population: 781

1. 1970 population: 3,091

1a. Percent change 1960-1970: -26.7
Percent change 1950-1960: -30.5

2. Median income as percent of state average: 1970: 49.2
1960: 41.1
1950: 40.6

3. Percent families below poverty level: 33.8

4. Percent of population employed:

1970: 24.7
1960: 19.2
1950: 18.5

5. Actual employment:

1970: 763
1960: 808
1950: 1,125

6. Percent of labor force unemployed: 1970: 3.5
1960: 11.3
1950: 15.1

7. Tax income to state: $26.95

8. Welfare costs to state: $98.22

9. Education costs to state: $106.35

10. Per capita surplus or deficit: $177.62 D

11. Percent employed by industry:

	1970	1960	1950
agriculture	20.5 (156)	37.2	57.0 (542)
mining	0.0	0.4	-
construction	2.7	8.1	5.4
manufacturing	2.6	6.9	2.4
transportation	8.9	6.0	3.5
trade	19.5	9.4	11.1
services, including lodging and finance	8.1	6.1	5.3
health services and other professions	5.6	1.3	1.0
education	19.7	9.9	7.1
public administration	12.0	10.3	5.1

12. The most rapidly declining population in Colorado has seen a 67 percent decline 1950-1970 in its agricultural employment. This has resulted from two court decisions forbidding traditional grazing access to small sheep operators, and declining potato-related employment. The labor participation rate has increased, but is still very low, and relative income is low.

CROWLEY COUNTY

County Seat: Ordway; population: 1,017

1. 1970 population: 3,086

1a. Percent change 1960-1970: -22.4
Percent change 1950-1960: -23.8

2. Median income as percent of state average: 1970: 62.0
1960: 69.1
1950: 65.4

3. Percent families below poverty level: 20.5

4. Percent of population employed:

1970: 29.3
1960: 30.2
1950: 29.6

5. Actual employment:

1970: 903
1960: 1,201
1950: 1,548

6. Percent of labor force unemployed: 1970: 5.6
1960: 5.3
1950: 7.5

7. Tax income to state: $52.82

8. Welfare costs to state: $51.67

9. Education costs to state: $66.92

10. Per capita surplus or deficit: $63.77 D

11. Percent employed by industry:

	1970	1960	1950
agriculture	24.2	32.2	49.5
mining	0.0	0.0	0.1
construction	4.3	3.9	4.7
manufacturing	7.7	17.1	5.6
transportation	8.7	6.6	5.3
trade	15.1	16.7	14.3
services, including lodging and finance	8.5	9.1	7.0
health services and other professions	3.5	2.3	1.4
education	9.3	5.0	4.7
public administration	18.4	4.9	5.4

12. Not yet investigated.

CUSTER COUNTY

County Seat: Westcliffe; population: 243

1. 1970 population: 1,120

1a. Percent change 1960-1970: -14.2
Percent change 1950-1960: -17.0

2. Median income as percent of state average: 1970: 49.9
1960: 49.7
1950: -

3. Percent families below poverty level: 20.0

4. Percent of population employed:

1970: 39.1
1960: 29.4
1950: 38.0

5. Actual employment:

1970: 392
1960: 384
1950: 598

6. Percent of labor force unemployed: 1970: 4.6
1960: 2.1
1950: 1.5

7. Tax income to state: $45.89

8. Welfare costs to state: $41.21

9. Education costs to state: $51.20

10. Per capita surplu or deficit: $46.52 D

11. Percent employed by industry:

	1970	1960	1950
agriculture	40.3	40.1	56.0
mining	0.0	2.0	3.2
construction	5.1	6.5	7.0
manufacturing	8.1	2.8	3.7
transportation	11.7	4.1	4.8
trade	10.9	10.6	8.4
services, including lodging and finance	3.8	5.2	7.2
health services and other professions	0.0	1.0	0.5
education	6.8	8.8	3.5
public administration	13.0	14.3	5.4

12. Ranching employment in 1970 was half of what it had been in 1950. Relative income was very low.

DELTA COUNTY

County Seat: Delta; population: 3,694

1. 1970 population: 15,286

1a. Percent change 1960-1970: -2.0
Percent change 1950-1960: -10.2

2. Median income as percent of state average: 1970: 62.2
1960: 62.7
1950: 62.9

3. Percent families below poverty level: 10.4

4. Percent of population employed:

1970: 31.5
1960: 33.2
1950: 33.9

5. Actual employment:

1970: 4,856
1960: 5,177
1950: 5,893

6. Percent of labor force unemployed: 1970: 7.1
1960: 6.4
1950: 5.1

7. Tax income to state: $74.17

8. Welfare costs to state: $34.10

9. Education costs to state: $65.20

10. Per capita surplus or deficit: $25.13 D

11. Percent employed by industry:

	1970	1960	1950
agriculture	21.8 (1160)	29.0	44.0 (2600)
mining	4.5	3.5	4.0
construction	7.8	6.9	8.2
manufacturing	9.5	6.3	4.0
transportation	5.7	5.0	4.7
trade	19.1	20.6	15.1
services, including lodging and finance	10.0	10.5	9.6
health services and other professions	8.5	5.7	2.6
education	8.7	6.2	3.9
public administration	4.0	3.6	2.9

12. A diversified agricultural economy's employment dropped to less than half of its 1950 level. Manufacturing employment, based on agriculture increased, and coal mining held steady. The county's decline eased.

DENVER COUNTY

County Seat: Denver

1. 1970 population: 514,678

1a. Percent change 1960-1970: +4.2
Percent change 1950-1960: +18.8

2. Median income as percent of state average: 1970: 101.0
1960: 110.1
1950: 115.8

3. Percent families below poverty level: 9.4

4. Percent of population employed:

1970: 41.3
1960: 39.8
1950: 40.2

5. Actual employment:

1970: 212,695
1960: 196,383
1950: 167,218

6. Percent of labor force unemployed: 1970: 4.1
1960: 3.7
1950: 4.1

7. Tax income to state: $165.65

8. Welfare costs to state: $17.51

9. Education costs to state: $26.37

10. Per capita surplus or deficit: $121.77 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	0.7	0.8	0.9
mining	1.0	0.8	0.3
construction	5.1	5.3	7.0
manufacturing	14.9	18.0	16.7
transportation	7.9	8.3	11.7
trade	23.0	21.7	25.3
services, including lodging and finance	18.0	16.8	17.5
health services and other professions	14.2	9.4	8.0
education	8.0	5.1	3.9
public administration	6.7	7.7	7.1

12. Growth has been physically constrained by contiguous incorporated suburbs. There has been substantial white out-migration to suburbs, and in-migration by blacks and browns. Relative income dropped, 1950-1970. However, Denver is the core of the fast growing Denver Metropolitan Area, a beneficiary of the national trend toward urbanization and of the area's attracting power for in-migration.

DOLORES COUNTY

County Seat: Dove Creek; population: 619

1. 1970 population: 1,641

1a. Percent change 1960-1970: -25.3
Percent change 1950-1960: +11.7

2. Median income as percent of state average: 1970: 80.6
1960: 94.1
1950: -

3. Percent families below poverty level: 9.9

4. Percent of population employed:

1970: 33.3
1960: 34.3
1950: 33.8

5. Actual employment:

1970: 331
1960: 753
1950: 664

6. Percent of labor force unemployed: 1970: 6.3
1960: 3.3
1950: 4.2

7. Tax income to state: $66.12

8. Welfare costs to state: $21.05

9. Education costs to state: $74.07

10. Per capita surplus or deficit: $29.00 D

11. Percent employed by industry:

	1970	1960	1950
agriculture	18.6 (99)	11.8	41.9 (278)
mining	17.7	14.8	12.7
construction	4.3	6.1	5.7
manufacturing	7.9	17.3	1.2
transportation	9.7	5.0	3.9
trade	15.0	10.7	17.9
services, including lodging and finance	6.4	7.0	6.2
health services and other professions	4.1	1.1	1.1
education	6.7	7.1	3.5
public administration	9.2	5.8	5.0

12. Agricultural employment has declined to a third of its 1950 levels, although beans and wheat are still grown. The decline in uranium mining and milling also has led to a decrease in mining employment and in payrolls at the Rico acid plant which depended on sales to the uranium industry.

DOUGLAS COUNTY

County Seat: Castle Rock; population: 1,531

1. 1970 population: 8,407

1a. Percent change 1960-1970: +74.6
Percent change 1950-1960: +37.3

2. Median income as percent of state average: 1970: 115.3
1960: 89.2
1950: 88.1

3. Percent families below poverty level: 8.2

4. Percent of population employed:

1970: 37.9
1960: 34.1
1950: 38.6

5. Actual employment:

1970: 3,207
1960: 1,643
1950: 1,352

6. Percent of labor force unemployed: 1970: 3.1
1960: 1.2
1950: 1.6

7. Tax income to state: $106.32

8. Welfare costs to state: $6.88

9. Education costs to state: $77.31

10. Per capita surplus or deficit: $22.13 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	11.1 (360)	17.3	40.2 (540)
mining	1.3	0.5	0.7
construction	12.2 (394)	9.9	7.7 (104)
manufacturing	16.1 (519)	24.0	15.2
transportation	7.7	8.9	6.1
trade	15.0	14.1	10.1
services, including lodging and finance	12.2 (360)	8.3	7.8
health services and other professions	8.6	4.4	2.1
education	10.6 (343)	4.8	3.8 (51)
public administration	4.5	4.3	4.0

12. Agricultural employment has declined and manufacturing has incr ! but the main change has been the new identity of Douglas County as . . i- dential community with relatively massive increases in residents employed in construction, education, and real estate-financial employment. Relative income is up to a level typical of Denver's suburban counties.

EAGLE COUNTY

County Seat: Eagle; population: 790

1. 1970 population: 7,498

1a. Percent change 1960-1970: +60.3
Percent change 1950-1960: +4.2

2. Median income as percent of state average: 1970: 90.4
1960: 76.9
1950: 90.5

3. Percent families below poverty level: 7.6

4. Percent of population employed:

1970: 40.7
1960: 35.6
1950: 37.4

5. Actual employment:

1970: 3,050
1960: 1,665
1950: 1,678

6. Percent of labor force unemployed: 1970: 4.7
1960: 1.3
1950: 3.6

7. Tax income to state: $137.26

8. Welfare costs to state: $6.28

9. Education costs to state: $39.49

10. Per capita surplus or deficit: $91.49 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	7.4 (227)	15.1	27.5 (457)
mining	11.8 (361)	26.8	22.1 (370)
construction	14.5 (443)	5.5	4.8 (80)
manufacturing	2.6	5.0	4.3
transportation	7.0	9.3	11.4
trade	18.5	14.8	12.0
services, including lodging and finance	24.7 (756)	7.0	7.1 (120)
health services and other professions	4.2	1.9	1.7
education	4.4	7.9	4.1
public administration	4.3	3.4	4.6

12. Agricultural employment halved, mining was stable, and construction and recreation services (at Vail) boomed this economy.

ELBERT COUNTY

County Seat: Kiowa; population: 235

1. 1970 population: 3,903

1a. Percent change 1960-1970: +5.3
Percent change 1950-1960: -17.2

2. Median income as percent of state average: 1970: 71.9
1960: 62.1
1950: 67.9

3. Percent families below poverty level: 11.1

4. Percent of population employed:

1970: 39.0
1960: 37.9
1950: 36.4

5. Actual employment:

1970: 1,521
1960: 1,406
1950: 1,630

6. Percent of labor force unemployed: 1970: 1.6
1960: 1.2
1950: 0.5

7. Tax income to state: $49.55

8. Welfare costs to state: $19.81

9. Education costs to state: $69.80

10. Per capita surplus or deficit: $40.05 D

11. Percent employed by industry:

	1970	1960	1950
agriculture	37.4 (570)	47.7 (630)	65.5 (1,068)
mining	1.5	0.4	0.2
construction	8.4	8.3	4.4
manufacturing	7.8	4.8	1.2
transportation	3.8	7.2	4.7
trade	13.2	11.8	8.4
services, including lodging and finance	9.6	5.9	4.7
health services and other professions	2.6	0.8	0.6
education	9.2	5.1	4.3
public administration	5.8	5.0	3.8

12. Agricultural employment almost halved 1950-1970; in the late 60's the economy stabilized with increased local service employment.

EL PASO COUNTY

County Seat: Colorado Springs; population: 135,060

1. 1970 population: 235,972

1a. Percent change 1960-1970: +64.2
Percent change 1950-1960: +92.6

2. Median income as percent of state average: 1970: 93.9
1960: 95.4
1950: 96.1

3. Percent families below poverty level: 9.2

4. Percent of population employed:

1970: 28.5
1960: 29.7
1950: 34.2

5. Actual employment:

1970: 67,176
1960: 42,653
1950: 25,459

6. Percent of labor force unemployed: 1970: 5.4
1960: 5.9
1950: 3.9

7. Tax income to state: $98.62

8. Welfare costs to state: $8.68

9. Education costs to state: $57.04

10. Per capita surplus or deficit: $32.90 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	1.4	2.8	7.5
mining	0.2	0.1	0.8
construction	7.7	8.9	9.4
manufacturing	11.1	9.8	9.6
transportation	6.1	6.1	7.0
trade	23.4	21.0	23.6
services, including lodging and finance	17.9	19.9	22.8
health services and other professions	10.7	9.3	7.9
education	11.5	9.3	5.2
public administration	9.4	9.3	5.1

12. Manufacturing employment increased fourfold. Public administration and government-supported education (including the Air Force Academy) tripled, largely reflecting intensive military-related activity. The labor participation rate appears possibly because of a substantial number of retired people living there.

FREMONT COUNTY

County Seat: Canon City; population: 9,206

1. 1970 population: 235,972

1a. Percent change 1960-1970: +8.6
Percent change 1950-1960: +10.0

2. Median income as percent of state average: 1970: 71.5
1960: 78,1
1950: 72.8

3. Percent families below poverty level: 13.3

4. Percent of population employed:

1970: 29.8
1960: 28.5
1950: 29.5

5. Actual employment:

1970: 6,528
1960: 5,746
1950: 5,416

6. Percent of labor force unemployed: 1970: 4.4
1960: 6.6
1950: 6.8

7. Tax income to state: $72.73

8. Welfare costs to state: $25.23

9. Education costs to state: $51.37

10. Per capita surplus or deficit: $3.87 D

11. Percent employed by industry:

	1970	1960	1950
agriculture	3.6 (239)	6.7	16.8 (906)
mining	2.8 (198)	4.8	6.4 (347)
construction	8.2	9.6	8.1
manufacturing	17.1 (1117)	12.0	12.4 (670)
transportation	6.0	7.6	6.8
trade	19.1	19.7	19.9
services, including lodging and finance	11.7	13.2	12.1
health services and other professions	11.6	6.6	5.5
education	8.4	6.8	4.7
public administration	10.9 (713)	10.2	6.7 (364)

12. Agricultural employment, from livestock and diversified farm production, diminished greatly, and mining declined. Minerals-based manufacturing increased, as did employment based on the State Penitentiary.

GARFIELD COUNTY

County Seat: Glenwood Springs; population: 4,106

1. 1970 population: 14,821

1a. Percent change 1960-1970: +23.3
Percent change 1950-1960: +3.4

2. Median income as percent of state average: 1970: 87.7
1960: 90.3
1950: 90.4

3. Percent families below poverty level: 8.4

4. Percent of population employed:

1970: 39.6
1960: 37.5
1950: 37.8

5. Actual employment:

1970: 5,865
1960: 4,501
1950: 4,389

6. Percent of labor force unemployed: 1970: 4.8
1960: 7.7
1950: 3.1

7. Tax income to state: $138.22

8. Welfare costs to state: $13.57

9. Education costs to state: $62.88

10. Per capita surplus or deficit: $61.77 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	19.5 (598)	17.1	30.1 (1156)
mining	6.7 (395)	11.6	5.3 (231)
construction	11.5 (678)	8.3	9.0 (394)
manufacturing	2.8 (166)	2.7	5.9 (257)
transportation	6.8	5.7	6.4
trade	23.7 (1395)	20.3	17.4 (469)
services, including lodging and finance	16.8 (989)	12.8	12.3 (444)
health services and other professions	9.6	6.2	3.5
education	7.8 (462)	5.7	4.0 (172)
public administration	4.3	4.8	4.1

12. Agricultural employment (livestock) was halved 1950-1960. Mining employment (coal and uranium) first rose sharply and then fell slightly in the 60's (and more in the early 70's). Tourism and education furnished substantial growth in the 1960's.

GILPIN COUNTY

County Seat: Central City; population: 228

1. 1970 population: 1,272

1a. Percent change 1960-1970: +85.7
Percent change 1950-1960: -19.4

2. Median income as percent of state average: 1970: 76.6
1960: -
1950: -

3. Percent families below poverty level: 12.7

4. Percent of population employed:

1970: 32.4
1960: 39.0
1950: 36.7

5. Actual employment:

1970: 369
1960: 267
1950: 312

6. Percent of labor force unemployed: 1970: 5.1
1960: 2.6
1950: 10.3

7. Tax income to state: $85.38

8. Welfare costs to state: $16.35

9. Education costs to state: $4.48

10. Per capita surplus or deficit: $64.55 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	0.0	4.1	6.4
mining	0.0	4.1	9.9
construction	19.5	10.1	20.8
manufacturing	10.7	4.8	4.5
transportation	6.4	10.8	11.2
trade	16.4	25.8	22.8
services, including lodging and finance	27.7	10.4	6.1
health services and other professions	6.1	0.0	1.6
education	1.2	11.6	6.1
public administration	11.6	12.3	7.7

12. Recreation-related service employment picked up in the 1960's.

GRAND COUNTY

County Seat: Hot Sulphur Springs

1. 1970 population: 4,107

1a. Percent change 1960-1970: 15.5
Percent change 1950-1960: 10.2

2. Median income as percent of state average: 1970: 90.6
1960: 90.8
1950: 102.6

3. Percent families below poverty level: 9.0

4. Percent of population employed:

1970: 43.9
1960: 41.7
1950: 41.6

5. Actual employment:

1970: 1,833
1960: 1,483
1950: 1,650

6. Percent of labor force unemployed: 1970: 3.4
1960: 4.0
1950: 3.4

7. Tax income to state: $153.35

8. Welfare costs to state: $6.84

9. Education costs to state: $48.55

10. Per capita surplus or deficit: $97.96 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	10.0 (185)	11.3	19.6 (314)
mining	4.6	0.2	0.2
construction	9.6	8.2	14.5
manufacturing	5.8 (102)	8.7	10.4 (146)
transportation	7.8	10.9	11.1
trade	26.4 (484)	17.6	17.5 (282)
services, including lodging and finance	20.5 (376)	20.8	14.5 (249)
health services and other professions	5.6	2.3	1.5
education	3.8	8.5	4.1
public administration	5.5	6.5	4.5

12. Livestock raising and sawmill employment declined while recreation-related trade and services increased. The ranching decline was reflected in population decline in the 50's; the 60's saw growth from recreation. This county has an unusually high labor participation rate.

GUNNISON COUNTY

County Seat: Gunnison

1. 1970 population: 7,578

1a. Percent change 1960-1970: +38.4
Percent change 1950-1960: -4.2

2. Median income as percent of state average: 1970: 78.5
1960: 86.7
1950: 94.3

3. Percent families below poverty level: 10.7

4. Percent of population employed:

1970: 38.4
1960: 38.8
1950: 35.5

5. Actual employment:

1970: 2,589
1960: 2,126
1950: 2,027

6. Percent of labor force unemployed: 1970: 6.6
1960: 4.4
1950: 3.3

7. Tax income to state: $94.21

8. Welfare costs to state: $6.86

9. Education costs to state: $46.63

10. Per capita surplus or deficit: $40.82 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	10.0 (261)	13.2	21.4 (395)
mining	3.0 (78)	10.1	17.1 (346)
construction	7.8 (200)	3.9	5.4 (110)
manufacturing	2.1	4.2	4.7
transportation	3.0	5.8	5.4
trade	20.3 (528)	16.8	13.2 (260)
services, including lodging and finance	17.1 (447)	11.7	11.1 (224)
health services and other professions	4.8	3.6	2.6
education	27.6 (717)	21.4	13.9 (188)
public administration	3.7	5.6	4.3

12. Ranching and coal mining employment dropped sharply, but overall growth was supported by increased employment at Western State College and in the Gunnison and Crested Butte tourism industries (this has substantially reduced relative median income).

HINSDALE COUNTY

County Seat: Lake City

1. 1970 population: 202

1a. Percent change 1960-1970: -2.9
Percent change 1950-1960: -20.9

2. Median income as percent of state average: 1970: 194.8
1960: -
1950: -

3. Percent families below poverty level: 0.0

4. Percent of population employed:

1970: 45.3
1960: 42.3
1950: 39.5

5. Actual employment:

1970: 58
1960: 88
1950: 104

6. Percent of labor force unemployed: 1970: 7.9
1960: -
1950: 4.6

7. Tax income to state: $120.30

8. Welfare costs to state: $11.88

9. Education costs to state: $43.85

10. Per capita surplus or deficit: $64.57 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	10.3	31.8	37.0
mining	0.0	18.1	6.5
construction	17.2	7.9	17.6
manufacturing	0.0	0.0	1.9
transportation	0.0	0.0	2.8
trade	22.4	7.9	9.3
services, including lodging and finance	18.9	12.5	5.6
health services and other professions	22.4	0.0	0.9
education	0.0	4.5	.7
public administration	8.6	9.0	11.1

12. Agriculture and mining have declined.

HUERFANO COUNTY

County Seat: Walsenburg

1. 1970 population: 6,590

1a. Percent change 1960-1970: -16.2
Percent change 1950-1960: -25.4

2. Median income as percent of state average: 1970: 60.1
1960: 59.7
1950: 68.3

3. Percent families below poverty level: 1970: 22.5

4. Percent of population employed:

1970: 29.2
1960: 27.0
1950: 28.2

5. Actual employment:

1970: 1,948
1960: 2,125
1950: 2,970

6. Percent of labor force unemployed: 1970: 7.1
1960: 7.3
1950: 9.7

7. Tax income to state: $56.98

8. Welfare costs to state: $72.95

9. Education costs to state: $59.92

10. Per capita surplus or deficit: $72.95 D

11. Percent employed by industry:

	1970	1960	1950
agriculture	11.7 (229)	19.2	25.2 (643)
mining	4.1 (80)	6.7	18.3 (544)
construction	9.4	5.3	4.4
manufacturing	4.2 (82)	10.6	4.5 (133)
transportation	4.8	5.7	6.2
trade	24.8	21.6	18.5
services, including lodging and finance	16.4	10.8	9.9
health services and other professions	8.5	3.4	3.1
education	9.2	4.5	4.6
public administration	6.4	7.1	4.3

12. Agricultural employment declined by two-thirds; coal mining employment declined by six-sevenths as efficiency rose, mines closed, and demand dropped.

JACKSON COUNTY

County Seat: Walden; population: 907

1. 1970 population: 1,811

1a. Percent change 1960-1970: +3.0
Percent change 1950-1960: -11.0

2. Median income as percent of state average: 1970: 102.4
1960: 86.6
1950: 94.5

3. Percent families below poverty level: 4.6

4. Percent of population employed:

1970: 36.9
1960: 38.5
1950: 43.6

5. Actual employment:

1970: 638
1960: 676
1950: 861

6. Percent of labor force unemployed: 1970: 9.8
1960: 9.8
1950: 4.8

7. Tax income to state: $89.78

8. Welfare costs to state: $6.79

9. Education costs to state: $37.36

10. Per capita surplus or deficit: $45.63 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	19.9 (127)	36.2	34.7 (291)
mining	13.3 (85)	4.1	0.1 (17)
construction	8.1	6.5	4.9
manufacturing	12.3 (79)	12.7	22.4 (189)
transportation	3.4	3.9	5.2
trade	21.1 (135)	12.2	15.1 (130)
services, including lodging and finance	5.0	6.3	6.6
health services and other professions	3.7	1.0	0.7
education	5.9	8.1	2.7
public administration	6.8	4.8	3.8

12. Ranching employment is at two-fifths of its 1950 level; mining has grown with increasing demand for fluorspar; sawmill employment has halved.

JEFFERSON COUNTY

County Seat: Golden; population: 9,817

1. 1970 population: 233,031

1a. Percent change 1960-1970: +82.7
Percent change 1950-1960: +129.0

2. Median income as percent of state average: 1970: 126.1
1960: 124.6
1950: 110.3

3. Percent families below poverty level: 4.1

4. Percent of population employed:

1970: 40.8
1960: 38.1
1950: 35.9

5. Actual employment:

1970: 95,000
1960: 48,527
1950: 19,971

6. Percent of labor force unemployed: 1970: 2.9
1960: 2.7
1950: 2.6

7. Tax income to state: $140.37

8. Welfare costs to state: $3.85

9. Education costs to state: $59.38

10. Per capita surplus or deficit: $77.14 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	1.2	2.1	8.1
mining	1.7	1.1	0.7
construction	7.6	9.5	13.0
manufacturing	17.4	19.9	15.6
transportation	7.8	8.6	10.8
trade	22.9	20.9	21.2
services, including lodging and finance	14.9	14.4	12.8
health services and other professions	9.3	6.8	5.4
education	8.9	6.3	3.9
public administration	7.6	8.0	7.5

12. Denver Metro Area growth is typified here.

KIOWA COUNTY

County Seat: Eads; population: 795

1. 1970 population: 2,029

1a. Percent change 1960-1970: -16.3
Percent change 1950-1960: -19.2

2. Median income as percent of state average: 1970: 68.7
1960: 89.0
1950: 98.3

3. Percent families below poverty level: 14.6

4. Percent of population employed:

1970: 37.2
1960: 38.6
1950: 40.0

5. Actual employment:

1970: 749
1960: 935
1950: 1,201

6. Percent of labor force unemployed: 1970: 1.1
1960: 0.9
1950: 0.8

7. Tax income to state: $79.94

8. Welfare costs to state: $13.16

9. Education costs to state: $62.20

10. Per capita surplus or deficit: $4.58 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	40.5 (304)	42.0	41.2 (493)
mining	1.6	0.0	0.0
construction	3.2	3.5	9.8
manufacturing	5.6	3.6	1.0
transportation	6.6	5.2	13.9
trade	12.0	17.1	12.5
services, including lodging and finance	6.0	6.2	8.3
health services and other professions	6.5	3.5	2.6
education	10.4	8.1	4.8
public administration	7.3	7.5	3.7

12. A forty percent drop in agricultural employment, resulting from increasing efficiency in small grain farming (wheat production in Kiowa was more than ten times as high in 1970 as in 1950), caused the decline in population. It, and generally declining wheat prices, also caused a steep drop in relative income. This was a problem in many of the eastern plains counties during the mid and late 1960's.

KIT CARSON COUNTY

County Seat: Burlington; population: 2,828

1. 1970 population: 7,530

1a. Percent change 1960-1970: +8.2
Percent change 1950-1960: -19.1

2. Median income as percent of state average: 1970: 78.1
1960: 82.1
1950: 87.0

3. Percent families below poverty level: 14.0

4. Percent of population employed:

1970: 37.4
1960: 36.4
1950: 40.7

5. Actual employment:

1970: 2,819
1960: 2,535
1950: 3,499

6. Percent of labor force unemployed: 1970: 1.5
1960: 1.0
1950: 1.6

7. Tax income to state: $114.50

8. Welfare costs to state: $16.43

9. Education costs to state: $70.12

10. Per capita surplus or deficit: $27.95 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	32.3 (915)	39.4 (1000)	50.9 (1782)
mining	0.3	0.0	0.4
construction	8.4	5.2	9.3
manufacturing	3.7	2.4	0.9
transportation	3.4	3.4	3.6
trade	22.3	23.3	14.9
services, including lodging and finance	8.7	8.9	8.0
health services and other professions	7.8	5.4	2.5
education	9.0	4.7	4.0
public administration	3.7	4.4	2.8

12. Farming (wheat farming, feed crops, and livestock) employment halved between 1950 and 1970 with increased efficiency and fewer farms. However, the same period saw a doubling of cattle inventories, and development of considerable cattle feeding.

LAKE COUNTY

County Seat: Leadville; population: 4,314

1. 1970 population: 8,282

1a. Percent change 1960-1970: 22.5
Percent change 1950-1960: 15.8

2. Median income as percent of state average: 1970: 95.0
1960: 99.3
1950: 119.4

3. Percent families below poverty level: 6.9

4. Percent of population employed:

1970: 36.9
1960: 37.5
1950: 36.1

5. Actual employment:

1970: 3,056
1960: 2,661
1950: 2,220

6. Percent of labor force unemployed: 1970: 3.0
1960: 4.1
1950: 5.7

7. Tax income to state: $103.66

8. Welfare costs to state: $6.57

9. Education costs to state: $57.32

10. Per capita surplus or deficit: $39.77 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	0.7	1.0	1.4
mining	46.1 (1411)	45.6	36.3 (806)
construction	5.7	4.7	4.0
manufacturing	3.0	7.4	16.8 (327)
transportation	5.4	4.4	7.3
trade	14.3	12.1	15.2
services, including lodging and finance	6.8	9.2	9.2
health services, and other professions	5.9	4.4	3.2
education	8.0 (246)	4.4	2.7 (60)
public administration	3.5	3.7	3.6

12. The diversification of the economy was lost when the AS&R smelter closed in the 1950's, but the 75 percent increase in relatively highly-paid molybdenum mining employees in Lake County has sustained substantial growth in the economy. School employee numbers have grown with population growth and with the founding of Colorado Mountain College.

LA PLATA COUNTY

County Seat: Durango; population: 10,333

1. 1970 population: 19,199

1a. Percent change 1960-1970: -0.1
Percent change 1950-1960: 29.2

2. Median income as percent of state average: 1970: 79.9
1960: 91.3
1950: 75.2

3. Percent families below poverty level: 13.7

4. Percent of population employed:

1970: 34.5
1960: 34.2
1950: 35.1

5. Actual employment:

1970: 6,630
1960: 6,569
1950: 5,221

6. Percent of labor force unemployed: 1970: 5.3
1960: 5.4
1950: 5.5

7. Tax income to state: $100.84

8. Welfare costs to state: $21.30

9. Education costs to state: $64.63

10. Per capita surplus or deficit: $14.91 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	10.0	11.5	24.2
mining	1.9	9.8	3.7
construction	7.6	7.5	8.6
manufacturing	5.0	5.3	7.7
transportation	6.7	8.2	6.7
trade	24.7	22.2	19.9
services, including lodging and finance	14.2	15.0	13.1
health services and other professions	11.2	6.6	4.6
education	12.1	5.6	4.5
publi administration	6.1	6.2	4.3

12. An oil exploration boom occurred in the 1950's and fell away in the early 1960's. The VCA uranium mill closed with the completion of AEC-subsidized uranium production in the early 1960's. The county's economy has since been sustained by its lower paying tourism industry and by the growth of Ft. Lewis College.

LARIMER COUNTY:

County Seat: Fort Collins; population: 43,337.

1. 1970 population: 89,900

1a. Percent change 1960-1970: +68.5
Percent change 1950-1960: +22.5

2. Median income as percent of state average: 1970: 93.9
1960: 86.5
1950: 89.9

3. Percent families below poverty level: 9.4

4. Percent of population employed:

1970: 37.9
1960: 36.3
1950: 34.8

5. Actual employment:

1970: 34,094
1960: 19,319
1950: 15,171

6. Percent of labor force unemployed: 1970: 5.4
1960: 4.5
1950: 4.9

7. Tax income to state: $104.10

8. Welfare costs to state: $10.72

9. Education costs to state: $45.51

10. Per capita surplus or deficit: $47.87 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	6.3 (2167)	11.2	18.6 (2765)
mining	0.3	0.6	0.3
construction	7.1 (2450)	8.9	14.5 (2193) dam bldg.
manufacturing	15.1 (5175)	13.9	8.0 (1221)
transportation	4.4	6.2	5.2
trade	19.0	18.9	18.7
services, including lodging and finance	13.0	9.1	14.4
health services and other professions	9.6	5.7	4.0
education	20.5 (6995)	14.0	10.0 (1521)
public administration	4.1	4.5	4.3

12. A prosperous agricultural economy (augmented in 1950 by Reclamation construction) has grown rapidly, with fourfold increases in residents supported by manufacturing and education.

LAS ANIMAS COUNTY

County Seat: Trinidad; population: 9,901

1. 1970 population: 15,744

1a. Percent change 1960-1970: -21.2
Percent change 1950-1960: -22.9

2. Median income as percent of state average: 1970: 63.4
1960: 66.3
1950: 72.4

3. Percent families below poverty level: 21.3

4. Percent of population employed:

1970: 30.6
1960: 27.6
1950: 27.1

5. Actual employment:

1970: 4,822
1960: 5,511
1950: 7,018

6. Percent of labor force unemployed: 1970: 6.2
1960: 6.8
1950: 10.1

7. Tax income to state: $66.73

8. Welfare costs to state: $55.60

9. Education costs to state: $72.79

10. Per capita surplus or deficit: $61.66 D

11. Percent employed by industry:

	1970	1960	1950
agriculture	9.6 (465)	13.0	16.3 (1143)
mining	8.5 (414)	19.0	19.1 (1342)
construction	7.7	5.8	5.5
manufacturing	3.9	4.1	4.7
transportation	8.0	8.3	10.0
trade	18.0	19.0	18.7
services, including lodging and finance	11.7	11.1	11.2
health services and other professions	10.2	4.8	2.8
education	14.0 (495)	7.6	5.9 (415)
public administration	7.9	5.2	4.2

12. Coal mining has declined to one-third of its 1950 level of employment with the increasing efficiency and consolidation, and agriculture (largely livestock raising) dropped to two-fifths of 1950 levels. A somewhat low relative income level dropped further.

LINCOLN COUNTY

County Seat: Hugo; population: 759

1. 1970 population: 4,836

1a. Percent change 1960-1970: -8.9
Percent change 1950-1960: -10.1

2. Median income as percent of state average: 1970: 81.5
1960: 79.3
1950: 86.1

3. Percent families below poverty level: 13.9

4. Percent of population employed:

1970: 39.0
1960: 38.3
1950: 37.0

5. Actual employment:

1970: 1,884
1960: 2,032
1950: 2,188

6. Percent of labor force unemployed: 1970: 1.0
1960: 2.7
1950: 1.1

7. Tax income to state: $103.21

8. Welfare costs to state: $18.12

9. Education costs to state: $65.96

10. Per capita surplus or deficit: $19.13 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	23.3 (439)	38.4	45.3 (992)
mining	0.5	0.0	0.3
construction	8.1	3.7	6.2
manufacturing	1.5	1.5	1.2
transportation	12.7	7.1	10.3
trade	27.9 (527)	23.5	16.9 (369)
services, including lodging and finance	7.6	11.1	9.9
health services and other professions	4.4	1.6	1.6
education	7.7	6.7	4.0
public administration	5.9	4.2	3.3

12. A wheat, hay, and cattle economy; Lincoln County saw incomes and employment hold up fairly well as agriculturally based employment halved 1950-1970 (production of wheat and cattle inventories both rose over 50 percent in that period).

LOGAN COUNTY

County Seat: Sterling; population: 10,636

1. 1970 population: 18,852

1a. Percent change 1960-1970: -7.1
Percent change 1950-1960: 18.1

2. Median income as percent of state average: 1970: 85.7
1960: 92.0
1950: 95.6

3. Percent families below poverty level: 11.4

4. Percent of population employed:

1970: 37.2
1960: 35.1
1950: 38.0

5. Actual employment:

1970: 7,017
1960: 7,125
1950: 6,539

6. Percent of labor force unemployed: 1970: 1.9
1960: 2.6
1950: 2.7

7. Tax income to state: $106.63

8. Welfare costs to state: $12.77

9. Education costs to state: $53.84

10. Per capita surplus or deficit: $40.02 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	15.5 (1094)	22.9 (1630)	38.2 (2500)
mining	2.7 (190)	4.9 (350)	0.9 (60)
construction	4.4	6.5	4.9
manufacturing	7.6 (536)	4.5	4.5 (292)
transportation	6.5	9.2	7.7
trade	24.1	20.5	21.0
services, including lodging and finance	12.7	11.5	10.1
health services and other professions	10.1 (713)	6.5	3.3 (216)
education	11.9 (841)	6.7	4.5 (296)
public administration	3.9	4.0	3.2

12. Employment dropped steeply in a diversified agricultural economy (wheat, feed crops, beets, livestock) although the cattle population almost tripled 1950-1970. An oil boom occurred in the 1950's and has since tapered off. Food processing, including meat packing, has grown; health services and education have both roughly tripled their employment. Relative income has declined slightly over the 10 years.

MESA COUNTY

County Seat: Grand Junction; population: 20,170

1. 1970 population: 54,374

1a. Percent change 1960-1970: +7.2
Percent change 1950-1960: +30.1

2. Median income as percent of state average: 1970: 84.4
1960: 92.9
1950: 86.2

3. Percent families below poverty level: 11.4

4. Percent of population employed:

1970: 37.0
1960: 35.2
1950: 34.5

5. Actual employment:

1970: 20,125
1960: 17,841
1950: 13,427

6. Percent of labor force unemployed: 1970: 5.4
1960: 6.0
1950: 5.4

7. Tax income to state: $110.17

8. Welfare costs to state: $22.10

9. Education costs to state: $59.18

10. Per capita surplus or deficit: $28.89 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	7.3 (1474)	11.4	22.0 (2926)
mining	2.3 (468)	5.5	2.0 (275)
construction	6.2 (1561)	7.6	9.2 (1233)
manufacturing	10.1 (2041)	6.7	4.7 (636)
transportation	9.8 (1980-479)	9.7	12.6 (1694)
trade	21.3	21.5	20.1
services, including lodging and finance	13.3	13.3	12.4
health services and other professions	12.6 (2539)	9.0	5.8 (773)
education	10.0 (2023)	6.5	4.4 (586)
public administration	5.2	5.8	4.6 (620)

12. Mesa County's diversified agricultural employment has declined to half its 1950 level. A 1950's uranium boom has dwindled. Railroad employment has halved. Notwithstanding this, there has been solid growth in manufacturing and in regionally-sold health and educational services to maintain a healthy economy.

CURRENT POPULATION REPORTS

Population Characteristics

Series P-20, No. 283
Issued August 1975

PERSONS OF SPANISH ORIGIN IN THE UNITED STATES: MARCH 1975

(Advance Report)

U. S. DEPARTMENT OF COMMERCE
BUREAU OF THE CENSUS

U. S. DEPARTMENT OF COMMERCE

Rogers C. B. Morton, Secretary

James L. Pate, Assistant Secretary
for Economic Affairs

BUREAU OF THE CENSUS

Vincent P. Barabba, Director

Robert L. Hagan, Deputy Director

Daniel B. Levine, Associate Director
for Demographic Fields

POPULATION DIVISION

Meyer Zitter, Chief

ACKNOWLEDGMENTS

This report was prepared by Edward W. Fernandez, Chief, Spanish Statistics Staff with the assistance of Arthur Cresce, Carmen Denavas, and Emily Vecellio. General direction was provided by Charles E. Johnson, Jr., Assistant Division Chief, Demographic and Social Statistics Programs, Population Division.

SUGGESTED CITATION

U.S. Bureau of the Census, **Current Population Reports**, Series P-20, No. 283, "Persons of Spanish Origin in the United States: March 1975," U.S. Government Printing Office, Washington, D.C., 1975.

For sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C., 20402, and U.S. Department of Commerce, district offices, 30 cents. Current Population Reports issued in Series P–20, P–23, P–25, P–26, P–27, P–28 (summaries only), P–60, and P–65 are sold as a single consolidated subscription at $56.00 per year, $14.00 additional for foreign mailing.

PERSONS OF SPANISH ORIGIN IN THE UNITED STATES: MARCH 1975

This report presents advance data, collected in the March 1975 Current Population Survey, on a variety of social, economic, and demographic characteristics of persons of Spanish origin. Specifically, such characteristics as age, sex, marital status, educational attainment, major occupation, family income, and low income status are presented for persons who identified themselves as being of Mexican, Puerto Rican, Cuban, Central or South American, or other Spanish origin.

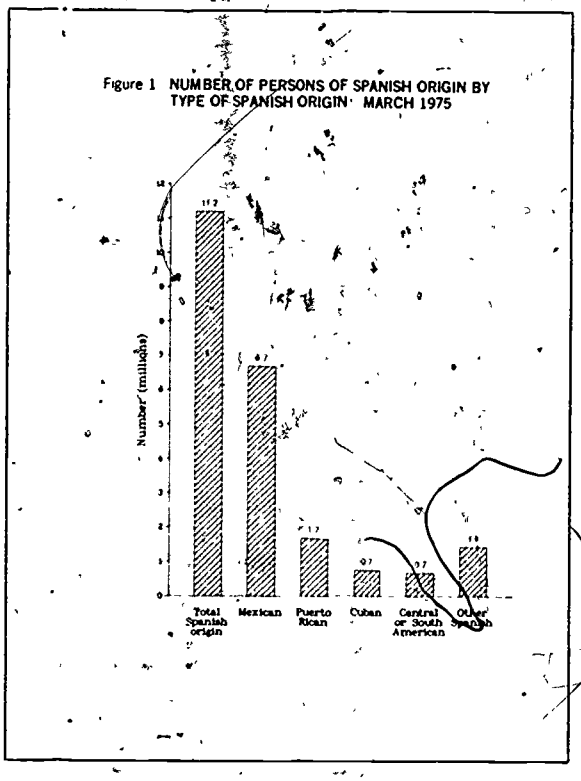


Figure 1 NUMBER OF PERSONS OF SPANISH ORIGIN BY TYPE OF SPANISH ORIGIN: MARCH 1975

In March 1975, there were about 11.2 million persons in the United States who reported they were of Spanish origin. Most of these persons, about 6.7 million, or 60 percent were of Mexican origin. Persons of Puerto Rican origin constituted about 1.7 million persons, or 15 percent of the total Spanish origin population. In addition, there were about 750 thousand persons reporting themselves of Cuban origin, 700 thousand reporting as Central or South American origin, and 1.4 million who classified themselves as of other Spanish origin (Table 1).

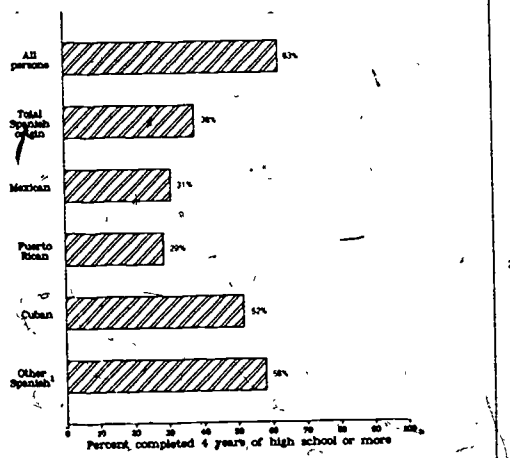
The population of Spanish origin in March 1975 was a younger population than the overall population of the United States: persons of Spanish origin had a lower median age, 20.7 years old, than the overall population, 28.6 years old. About 13 percent of all persons of Spanish origin were under 5 years of age, but the proportion of the total United States population under 5 years of age was 8 percent. Only about 4 percent of all persons of Spanish origin were 65 years old and over in March 1975 compared to 10 percent for the total population (Table 2).

Since women in general marry at younger ages than men, there was a larger proportion of single Spanish origin men than of single Spanish origin women; about 36 percent of Spanish origin men 14 years old and over in 1975 were single, but only about 27 percent of Spanish origin women were single (Table 3).

Younger persons of Spanish origin have achieved, in recent years, higher levels of educational attainment than their elders. For example, about 52 percent of Spanish origin persons 25 to 29 years old had completed 4 years of high school or more, but only 24 percent of Spanish persons 55 to 64 years old had done

so. Only 8 percent of all persons of Spanish origin 25 to 29 years old had completed less than 5 years of school, but about 27 percent of Spanish origin persons 55 to 64 years old had completed less than 5 years of school (Table 4).

Figure 2 PERCENT OF ALL PERSONS AND PERSONS OF SPANISH ORIGIN 25 YEARS OLD AND OVER WITH 4 YEARS OF HIGH SCHOOL OR MORE, BY TYPE OF SPANISH ORIGIN: MARCH 1975



[1] Includes Central or South American and other Spanish origin.

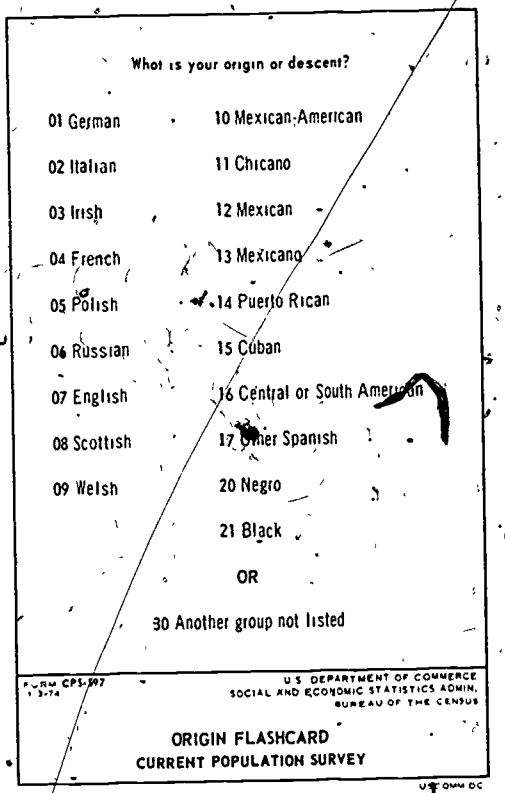
In March 1975, there were about 2.2 million employed men of Spanish origin 16 years old and over in the United States, but only 10 percent of these men were working in professional and technical fields as compared to 15 percent for all employed men 16 years old and over in the United States. Among employed men of Spanish origin, those of Mexican origin had the highest proportion, 8 percent, employed as farm workers (Table 5).

Family income in March 1975 was lower for Spanish origin families than for all families in the population. Specifically, median income of families with head of Spanish origin was $9,600, as compared with $12,800 for all families. Also, the proportion of Spanish origin families with incomes of under $4,000 was 15 percent, but the proportion of all families with incomes under $4,000 was 9 percent (Table 6).

In 1974 there was a marked difference between the individual incomes of men and women of Spanish origin. For example, about 16 percent of Spanish origin men with income had incomes of less than $2,000, but about 35 percent of Spanish origin women with income had incomes of less than $2,000. At the higher income range, about 27 percent of men of Spanish origin had incomes over $10,000, but only about 4 percent of women of Spanish origin had incomes at this level in March 1974 (Table 7).

There were about 2.6 million persons of Spanish origin in 1974 below the low-income level, or about one of every 4 persons of Spanish origin. There was, however, a noticeable difference in the proportions of low-income persons between the subcategories of Spanish origin. For example, although only 14 percent of persons of Cuban origin were below the low-income level, about 33 percent of Puerto Rican origin persons were below the low-income level in March 1974 (Table 8).

In this report, information on persons of Spanish origin was obtained from response to the following question:



Persons of Spanish origin were persons who reported themselves as Mexican, American, Chicano, Mexican, Mexicano, Puerto Rican, Cuban, Central or South American, or other Spanish origin. However, all persons who reported themselves as Mexican-American, Chicano, Mexican, and Mexicano were combined into the one category: Mexican.

The estimated number of persons of Spanish origin presented in this report is comparable with the estimates of persons of Spanish origin previously published from the March 1974 CPS and the March 1973 CPS.

It is important to note that the estimates in this report are taken from a sample and therefore are subject to sampling error. The sampling error is primarily a measure of sampling variability, that is, of the variations that occur by chance because a sample rather than the whole of the population is surveyed. However, all the statements of comparison in this report are statistically significant; this means that there are at least 19 chances out of 20 that a specified difference in the text of this report indicates a true difference in the population.

The numbers in this report are in thousands and were rounded to the nearest thousand without being adjusted to group totals; hence, the sum of the parts may not exactly equal the total shown. Also, because of rounding, the figures may differ slightly from table to table. Similarly, individual percentages were rounded and parts may not always add to 100 percent.

Table 1. TOTAL AND SPANISH ORIGIN POPULATION BY TYPE OF SPANISH ORIGIN, FOR THE UNITED STATES: MARCH 1975

(Numbers in thousands)

Origin	Total	Percent distribution	
		Total population	Spanish origin population
All persons	209,572	100.0	(X)
Persons of Spanish origin	11,202	5.3	100.0
Mexican	6,690	3.2	59.7
Puerto Rican	1,671	0.8	14.9
Cuban	743	0.4	6.6
Central or South American	671	0.3	6.0
Other Spanish	1,428	0.7	12.7
Persons not of Spanish origin[1]	198,369	94.7	(X)

X Not applicable.
[1]Includes persons who did not know or did not report on origin.

Table 2. TOTAL AND SPANISH ORIGIN POPULATION BY AGE AND TYPE OF SPANISH ORIGIN, FOR THE UNITED STATES: MARCH 1975

Age	Total population	Spanish origin					
		Total	Mexican	Puerto Rican	Cuban	Central or South American	Other Spanish
Total.....(thousands)	209,572	11,202	6,690	1,671	743	671	1,428
Percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Under 5 years	7.7	12.5	13.7	13.0	4.6	10.8	11.6
5 to 9 years	8.3	12.2	12.5	13.0	6.5	10.3	13.3
10 to 17 years	15.7	19.6	19.5	20.7	16.7	17.8	21.3
18 to 20 years	5.7	6.2	6.6	6.2	4.0	5.4	5.2
21 to 24 years	6.9	7.0	7.8	5.8	5.4	6.6	5.9
25 to 34 years	14.4	14.0	13.8	15.9	9.3	18.5	12.5
35 to 44 years	10.8	11.6	10.7	12.8	15.6	15.5	10.4
45 to 54 years	11.3	8.6	8.1	7.0	18.6	9.1	7.9
55 to 64 years	9.3	4.7	3.8	4.1	10.7	3.8	6.4
65 years and over	10.1	3.6	3.3	1.5	8.6	2.3	5.5
18 years and over	68.3	55.7	54.3	53.3	72.2	61.1	53.8
21 years and over	62.6	49.5	47.7	47.1	68.2	55.7	48.6
Median age....(years)	28.6	20.7	19.8	19.4	37.3	24.6	20.2

Table 3. MARITAL STATUS OF PERSONS OF SPANISH ORIGIN 14 YEARS OLD AND OVER BY TYPE OF SPANISH ORIGIN AND SEX, FOR THE UNITED STATES: MARCH 1975

(Numbers in thousands)

Marital status	Total Spanish origin		Mexican		Puerto Rican		Other Spanish[1]	
	Male	Female	Male	Female	Male	Female	Male	Female
Total persons, 14 years and over	3,520	3,744	2,115	2,133	463	590	942	1,021
Single	1,277	1,016	766	596	187	159	323	261
Married	2,103	2,275	1,271	1,304	265	364	567	608
Widowed	42	256	27	135	4	30	12	91
Divorced	98	198	51	99	7	37	39	62
Percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Single	36.3	27.1	36.2	27.9	40.3	27.0	34.3	25.5
Married	59.7	60.8	60.1	61.1	57.3	61.7	60.2	59.5
Widowed	1.2	6.8	1.3	6.3	0.8	5.1	1.2	8.9
Divorced	2.8	5.3	2.4	4.6	1.6	6.2	4.2	6.1

[1] Includes Cuban, Central or South American, and other Spanish origin.

Table 4. PERCENT OF PERSONS WHO COMPLETED LESS THAN 5 YEARS OF SCHOOL AND PERCENT WHO COMPLETED 4 YEARS OF HIGH SCHOOL OR MORE, FOR ALL PERSONS AND PERSONS OF SPANISH ORIGIN 25 YEARS OLD AND OVER BY TYPE OF SPANISH ORIGIN, FOR THE UNITED STATES: MARCH 1975

Years of school completed and age	Total population	Spanish origin				
		Total	Mexican	Puerto Rican	Cuban	Other Spanish[1]
PERCENT OF PERSONS WHO COMPLETED LESS THAN 5 YEARS OF SCHOOL						
Total 25 years and over	3.3	18.5	24.6	17.4	7.3	7.6
25 to 29 years	1.0	7.7	9.8	8.2	(B)	1.0
30 to 34 years	1.0	9.3	11.8	10.1	(B)	4.3
35 to 44 years	1.9	15.9	22.1	13.7	3.1	5.8
45 to 54 years	2.5	22.5	30.2	29.1	6.6	6.6
55 to 64 years	3.5	26.5	35.7	(B)	12.3	12.6
65 years and over	11.0	45.7	63.8	(B)	(B)	24.0
PERCENT OF PERSONS WHO COMPLETED 4 YEARS OF HIGH SCHOOL OR MORE						
Total 25 years and over	62.6	37.9	31.0	28.7	51.8	58.0
25 to 29 years	83.2	51.6	46.1	37.7	(B)	77.2
30 to 34 years	78.6	45.5	42.3	27.9	(B)	64.7
35 to 44 years	71.5	40.6	32.2	32.9	56.4	63.5
45 to 54 years	63.8	34.1	24.6	20.1	53.8	57.8
55 to 64 years	51.9	24.0	15.4	(B)	44.7	33.7
65 years and over	35.2	14.6	3.6	(B)	(B)	31.0

B Base less than 75,000.

[1] Includes Central or South American and other Spanish origin.

Table 5. EMPLOYED MEN 16 YEARS OLD AND OVER BY MAJOR OCCUPATION GROUP AND TYPE OF SPANISH ORIGIN, FOR THE UNITED STATES: MARCH 1975

Occupation	Total men, 16 years old and over	Men 16 years old and over of Spanish origin				
		Total	Mexican	Puerto Rican	Cuban	Other Spanish[1]
Total employed.....thousands..	50,012	2,212	1,358	252	191	111
Percent.....	100.0	100.0	100.0	100.0	100.0	100.0
White-collar workers:						
Professional and technical.....	15.1	9.5	7.6	9.1	12.2	14.8
Managers and administrators, except farm.....	11.1	7.1	6.2	7.6	9.1	8.7
Sales workers.....	6.1	3.2	2.6	1.0	3.5	1.9
Clerical and kindred workers.....	6.8	6.4	5.0	8.0	12.5	7.0
Blue-collar workers:						
Craft and kindred workers.....	20.1	17.3	18.3	11.2	17.5	17.8
Operatives, including transport..	17.5	26.6	28.1	28.9	21.3	21.5
Laborers, except farm.....	7.0	12.1	11.2	9.1	2.2	11.2
Farm workers:						
Farmers and farm managers.....	2.9	0.2	-	-	-	0.9
Farm laborers and supervisors....	1.6	5.0	7.7	1.4	-	0.7
Service workers:						
Service workers, except private household workers.....	8.7	12.6	10.3	20.5	18.6	12.5
Private household workers.....	0.1	-	0.1	-	-	-

- Represents zero or rounds to zero.
[1] Includes Central or South American and other Spanish origin.

Table 6. INCOME IN 1974 OF ALL FAMILIES AND OF FAMILIES WITH HEAD OF SPANISH ORIGIN, FOR THE UNITED STATES: MARCH 1975

Family income	Total families	Families with head of Spanish origin			
		Total	Mexican origin	Puerto Rican origin	Other Spanish origin[1]
Total families.....(thousands)..	55,712	2,477	1,429	405	644
Percent.....	100.0	100.0	100.0	100.0	100.0
Less than $4,000.....	9.0	14.9	15.0	18.5	12.3
$4,000 to $6,999.....	13.0	19.4	19.2	26.4	15.2
$7,000 to $9,999.....	13.9	18.4	18.8	21.2	16.0
$10,000 to $14,999.....	24.4	24.3	26.6	18.0	23.0
$15,000 or more.....	39.7	23.1	20.4	15.8	33.5
Median income.....	$12,836	$9,559	$9,498	$7,629	$11,410

[1] Includes Cuban, Central or South American, and other Spanish origin.

Table 7. INCOME IN 1974 OF PERSONS OF SPANISH ORIGIN 14 YEARS OLD AND OVER BY SEX AND TYPE OF SPANISH ORIGIN, FOR THE UNITED STATES: MARCH 1975

Income	Total Spanish origin		Mexican origin		Puerto Rican origin		Other Spanish origin[1]	
	Male	Female	Male	Female	Male	Female	Male	Female
Total persons, 14 years old and over..... (thousands)...	3,520	3,741	2,115	2,133	163	590	912	1,021
Persons with income (thousands).....	3,030	2,341	1,847	1,290	365	363	818	688
Percent.....	100.0	100.0	100.0	100 0	100.0	100.0	100.0	100 0
$1 to $999 or loss..	9.2	18 7	9 9	22 1	7.4	9.1	8.7	16.4
$1,000 to $1,999.....	7.1	16 5	7.1	17 1	7.1	12.9	6.8	16.6
$2,000 to $2,999.....	7 4	14.0	7.9	14.9	5.8	11.0	7.1	12.4
$3,000 to $3,999.....	7.6	11.9	8.0	12.1	5.8	15.2	7.6	9.9
$4,000 to $4,999.....	7.2	11.0	7.9	9.1	7.1	16.3	5.5	11.8
$5,000 to $6,999	15.2	15.1	16 0	13.9	15.9	18.5	13.1	15.7
$7,000 to $7,999...	7.6	4.2	7.0	3.7	12.3	3.9	6.8	5.4
$8,000 to $9,999.....	12.0	4.9	11.7	4.3	14.0	5.5	M.6	5.7
$10,000 to $14,999.....	18.3	3.1	17.8	1.9	18.1	3.6	19.7	1.9
$15,000 to 24,999.....	7.0	0 6	6.0	0.3	4.7	0.8	10.3	1 2
$25,000 and over.....	1.4	0.1	0.8	-	1.4	-	2.7	0.3
Median income of persons with income.....	$6,507	$3,072	$6,154	$2,682	$7,055	$3,889	$7,158	$3,469

- Represents zero or rounds to zero.
[1]Includes Cuban, Central or South American, and other Spanish origin.

Table 8. LOW-INCOME STATUS IN 1974 OF ALL PERSONS AND PERSONS OF SPANISH ORIGIN BY TYPE OF SPANISH ORIGIN, FOR THE UNITED STATES: MARCH 1975

(Numbers in thousands)

Origin	Total population	Below the low-income level	
		Number	Percent
All persons[1].....	209,343	24,260	11.6
Persons of Spanish origin.....	11,202	2,601	23.2
Mexican.....	6,690	1,626	24.3
Puerto Rican.....	1,671	545	32.6
Cuban.....	743	106	14.3
Central or South American.....	671	95	14.2
Other Spanish.....	1,428	228	16.0
Persons not of Spanish origin[2].....	198,141	21,659	10.9

[1]Excludes unrelated individuals under 14 years of age.
[2]Includes persons who did not know or did not report on origin.

PITKIN COUNTY

County Seat: Aspen

1. 1970 population: 6,185

1a. Percent change 1960-1970: 159.8
Percent change 1950-1960: 44.7

2. Median income as percent of state average: 1970: 123.1
1960: 104.7
1950: -

3. Percent families below poverty level: 5.7

4. Percent of population employed:

1970: 46.0
1960: 43.7
1950: 38:8

5. Actual employment:

1970: 2,847
1960: 1,040
1950: 639

6. Percent of labor force unemployed: 1970: 6.9
1960: 7.2
1950: 7.0

7. Tax income to state: $276.60

8. Welfare costs to state: $4:49

9. Education costs to state: $16.11

10. Per capita surplus or deficit: $256.00 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	5.5 (157)	9.1	28.2 (179)
mining	2.0 (57)	1.1	3.6 (22)
construction	9.6 (276)	8.2	8.6 (55)
manufacturing	2.0	2.3	3.0
transportation	2.9	4.0	4.5
trade	22.6 (646)	18.6	13.6 (87)
services, including lodging and finance	36.3 (1036)	32.6	23.0 (147)
health services and other professions	9.8	11.4	5.3
education	3.6	4.6	3.6
public administration	5.1	4.0	5.0

12. An economic boom has been supported by tourism and tourism-based construction. Relative per family income declined appreciably as tourism became the specialized source of economic activity. The state tax surplus per capita was the largest of any county.

PROWERS COUNTY

County Seat: Lamar; population: 7,797

1. 1970 population: 13,258

1a. Percent change 1960-1970: -0.3
Percent change 1950-1960: -10.4

2. Median income as percent of state average: 1970: 88.4
1960: 94.3
1950: 105.0

3. Percent families below poverty level: 11.2

4. Percent of population employed:

1970: 36.5
1960: 36.5
1950: 35.0

5. Actual employment:

1970: 4,833
1960: 4,855
1950: 5,187

6. Percent of labor force unemployed: 1970: 3.4
1960: 4.3
1950: 3.5

7. Tax income to state: $102.19

8. Welfare costs to state: $26.34

9. Education costs to state: $68.71

10. Per capita surplus or deficit: $7.14 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	18.6 (901)	22.0	33.4 (1730)
mining	2.3 (112)	0.9	0.1 (23)
construction	7.2	6.8	7.3
manufacturing	8.0 (388)	6.5	6.8 (353)
transportation	6.7	8.4	6.6
trade	23.2	25.3	21.5
services, including lodging and finance	12.2	12.6	12.6
health services and other professions	7.1 (347)	4.9	2.9 (150)
education	9.6 (466)	5.4	3.9 (201)
public administration	4.6	5.0	3.5

12. Agricultural employment (feed crops and beets) almost halved 1950-1970. There was some oil and gas activity by 1970, and more diversified manufacturing (food processing had declined). There was increased employment (more than doubled) in education and health services. Relative income declined.

PUEBLO COUNTY

County Seat: Pueblo; population: 97,453

1. 1970 population: 118,238

1a. Percent change 1960-1970: -0.4
Percent change 1950-1960: 31.6

2. Median income as percent of state average: 1970. 88.4
1960 94.3
1950 105.0

3. Percent families below poverty level. 11.2

4. Percent of population employed:

1970: 33.9
1960: 32.4
1950: 34.8

5. Actual employment.

1970. 40,115
1960: 38,452
1950 31,366

6. Percent of labor force unemployed: 1970: 5.9
1960: 5.6
1950: 3.6

7. Tax income to state: $96.71

8. Welfare costs to state: $23.64

9. Education costs to state: $62.69

10. Per capita surplus or deficit: $10.38 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	1.9 (801)	3.0	5.1 (1587)
mining	0.2	0.1	0.2
construction	4.3	3.9	5.3
manufacturing	21.0 (8456)	33.9	27.5 (8627)
transportation	6.3 (2562)	7.9	11.4 (2587)
trade	20.5	18.5	19.5
services, including lodging and finance	10.1	9.7	10.3
health services and other professions	15.3 (6167)	11.4	8.5 (2654)
education	9.0 (3611)	5.2	3.2 (993)
public administration	10.8 (4335)	3.2	8.2 (2574)

12. Relative income levels have dropped while employment has grown substantially 1950-1970. Well-paid railroad employment dropped over 1100, steel-making employment dropped, and the massive increases were in education and low-paying health services.

RIO BLANCO COUNTY

County Seat: Meeker

1. 1970 population: 4,842

1a. Percent change 1960-1970: -6.0
Percent change 1950-1960: +9.1

2. Median income as percent of state average: 1970: 83.8
1960: 101.9
1950: 110.9

3. Percent families below poverty level: 10.1

4. Percent of population employed:

1970: 40.2
1960: 39.1
1950: 37.2

5. Actual employment:

1970: 1,946
1960: 2,013
1950: 1,754

6. Percent of labor force unemployed: 1970: 2.1
1960: 4.2
1950: 4.3

7. Tax income to state: $89.45

8. Welfare cost to state: $9.09

9. Education cost to state: $35.19

10. Per capita surplus or deficit: $45.17 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	15.1 (294)	16.4	26.3 (456)
mining	14.3 (280)	19.9 (401)	21.8 (393)
construction	7.8	7.7	9.3
manufacturing	2.1	2.3	2.1
transportation	4.8	7.7	6.3
trade	13.9	12.2	12.8
services, including lodging and finance	12.3	13.8	10.4
health services and other professions	9.5 (185)	4.2	1.7 (30)
education	11.9 (233)	5.3	4.0 (71)
public administration	7.8	4.0	4.4

12. Oil and gas employment held up well enough in the 50's to support growth in the face of declining livestock-production employment. With continued agricultural decline and a fall-off in oil and gas, the county declined slightly in the 60's in spite of rapid increases in education, and health services employment. Relative income was down rather steeply 1950-1970.

RIO GRANDE COUNTY

County Seat: Del Norte; population: 1,569

1. 1970 population: 10,494

1a. Percent change 1960-1970: -6.0
Percent change 1950-1960: -13 0

2. Median income as percent of state average. 1970: 71.8
1960. 69.3
1950: 75.0

3. Percent of families below poverty level: 16.8

4. Percent of population employed:

1970: 35.8
1960: 32.4
1950: 30.7

5. Actual employment:

1970: 3,758
1960: 3,612
1950: 3,944

6. Percent of labor force unemployed: 1970: 5.2
1960: 5.1
1950: 4.6

7. Tax income to state: $94.04

8. Welfare costs to state: $26.71

9. Education costs to state: $70.65

10. Per capita surplus or deficit: $3 32 D

11. Percent employed by industry:

	1970	1960	1950
agriculture	19.5 (733)	26.7	39.0 (1516)
mining	0.7	0.2	0.7
construction	5.2	7 8	7.5
manufacturing	6.8 (258)	6.7	3.8 (148)
transportation	7.2	8.2	4.9
trade	25.7	20.0	17.6 (693)
services, including lodging and finance	10.3	10.7	11.0
health services and other professions	10.4	6.0	4.4
education	8.6	4.5	4.2
public administration	5.1	4.9	4.2

12. Agricultural employment (sheep and potatoes) was halved 1950-1970; some increase in manufacturing (saw mills and food processing) occurred, but not enough to avoid declines in employment and population.

ROUTT COUNTY

County Seat: Steamboat Springs

1. 1970 population: 6,592

1a. Percent change 1960-1970: +11.7
Percent change 1950-1960: -34.0

2. Median income as percent of state average: 1970: 78.4
1960: 78.1
1950: 95.5

3. Percent families below poverty level: 12.9

4. Percent of population employed:

1970: 38.3
1960: 33.9
1950: 34.9

5. Actual employment:

1970: 2,527
1960: 2,000
1950: 3,117

6. Percent of labor force unemployed: 1970: 3.2
1960: 5.3
1950: 7.3

7. Tax income to state: $118.40

8. Welfare costs to state: $12.94

9. Education costs to state: $57.78

10. Per capita surplus or deficit: $47.68 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	14.3 (362)	25.3 (500)	28.3 (868)
mining	6.9 (175)	9.3 (182)	19.4 (605)
construction	9.1	6.3	5.3
manufacturing	3.7	3.1	3.4 (105)
transportation	9.0 (-28)	6.8	7.6 (236)
trade	21.4	16.0	14.2
services, including lodging and finance	15.2	11.6	11.5
health services and other professions	4.3	3.7	2.4
education	11.3 (288)	9.0	4.5 (141)
public administration	4.3	3.8	2.9

12. In the 50's, coal mining employment fell sharply, as did that from agriculture (predominantly livestock). Relative income also fell sharply. In the 60's, tourism-related trade and services and - more recently - construction all grew, and so did education. In the early /0's, a full-fledged tourism and construction boom was on, accompanied by intensive land development.

SAGUACHE COUNTY

County Seat: Saguache

1. 1970 population: 3,827

1a. Percent change 1960-1970: -14.4
Percent change 1950-1960: -21.0

2. Median income as percent of state average: 1970: 47.5
1960: 55.7
1950: 70.7

3. Percent families below poverty level: 32.0

4. Percent of population employed:

1970: 32.1
1960: 32.8
1950: 32.5

5. Actual employment:

1970: 1,227
1960: 1,468
1950: 1,840

6. Percent of labor force unemployed: 1970: 4.2
1960: 3.5
1950: 5.7

7. Tax income to state: $56.28

8. Welfare costs to state: $41.41

9. Education costs to state: $84.42

10. Per capita surplus or deficit: $69.55 D

11. Percent employed by industry:

	1970	1960	1950
agriculture	38.5 (473)	44.8	47.5 (870)
mining	2.3 (29)	1.1	3.0 (56)
construction	8.1	5.3	6.8
manufacturing	2.6 (33)	2.7	2.9 (53)
transportation	5.8	9.4	6.0
trade	24.8 (305)	13.0	15.2 (280)
services, including lodging and finance	3.9	7.4	8.2
health services and other professions	2.6	2.0	1.4
education	7.6 (94)	6.2	4.2 (77)
public administration	3.1	5.1	3.4

12. The sheep and potato-raising agricultural employment dropped 45%, and an already low relative income dropped further. One possible reason for the decline in relative income may be the decreasing employment of local residents for potato harvesting, compared with 1950 (this was reported, but not verified by us).

SAN JUAN COUNTY

County Seat: Silverton; population: 797

1. 1970 population: 831

1a. Percent change 1960-1970: -2.1
Percent change 1950-1960: -42.3

2. Median income as percent of state average: 1970: 95.3
1960: -
1950: -

3. Percent families below poverty level: 2.7

4. Percent of population employed:

1970: 42.0
1960: 29.9
1950: 34.5

5. Actual employment:

1970: 298
1960: 254
1950: 507

6. Percent of labor force unemployed: 1970: 1.3
1960: 4.7
1950: 6.5

7. Tax income to state: $89.65

8. Welfare costs to state: $6.79

9. Education costs to state: $63.17

10. Per capita surplus or deficit: $19.69 D

11. Percent employed by industry:

	1970	1960	1950
agriculture	-	-	0.2
mining	56.3 (168)	60.6	63.5 (322)
construction	6.0	1.9	1.8
manufacturing	-	1.1	0.6
transportation	-	3.1	8.1 (34)
trade	8.0 (24)	5.9	13.0 (66)
services, including lodging and finance	9.7	3.1	4.1
health services and other professions	1.6	7.8	3.2
education	16.1 (48)	16.1	3.7 (19)
public administration	1.6	7.8	3.2

12. Mining employment dropped to half its 1950 level in 1970; trucking, railroad, and utilities employment dropped to 0. Summer tourism grew in the 1960's, and the economy leveled off.

SAN MIGUEL COUNTY

County Seat: Telluride; population: 553

1. 1970 population: 1,949

1a. Percent change 1960-1970: -33.8
Percent change 1950-1960: 9.3

2. Median income as percent of state average: 1970: 74.6
1960: 86.3
1950: 97.2

3. Percent families below poverty level: 11.3

4. Percent of population employed:

1970: 32.9
1960: 34.3
1950: 38.5

5. Actual employment:

1970: 681
1960: 1,011
1950: 1,036

6. Percent of labor force unemployed: 1970: 3.1
1960: 6.3
1950: 3.9

7. Tax income to state: $58.44

8. Welfare costs to state: $12.44

9. Education costs to state: $78.18

10. Per capita surplus or deficit: $32.18 D

11. Percent employed by industry:

	1970	1960	1950
agriculture	8.3 (57)	8.7 (88)	19.5 (201)
mining	28.4 (194)	44.8 (453)	38.6 (400)
construction	2.9	3.8	5.8
manufacturing	0.7	1.9	1.8
transportation	6.3	4.6	4.7
trade	22.6 (154)	12.0	10.2 (106)
services, including lodging and finance	10.8	8.5	8.6
health services and other professions	2.2	0.7	1.3
education	9.6 (66)	8.2	3.5 (36)
public administration	7.7	3.3	4.6

12. In 1970, mining was a quarter its 1950 level (uranium had risen and fallen, and nonferrous metal mining required fewer men), and agriculture (livestock) employment was halved. Trade employment had stayed up during the decline, and tourism was growing in the early 70's. Relative income was down substantially, 1970-1950, with the decline in mining.

SEDGWICK COUNTY

County Seat: Julesburg; population: 1,578

1. 1970 population: 3,405

1a. Percent change 1960-1970: -19.7
Percent change 1950-1960: -16.7

2. Median income as percent of state average: 1970: 83.8
1960: 84.8
1950: 91.1

3. Percent families below poverty level: 13.5

4. Percent of population employed:

1970: 39.7
1960: 38.9
1950: 36.0

5. Actual employment:

1970: 1,353
1960: 1,652
1950: 1,836

6. Percent of labor force unemployed: 1970: 2.3
1960: 2.2
1950: 5.2

7. Tax income to state: $106.96

8. Welfare cost to state: $16.13

9. Education cost to state: $62.62

10. Per capita surplus or deficit: $28.21 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	30.3 (411)	28.9	42.4 (778)
mining	0.8	0.2	0.2
construction	4.8	4.1	6.6
manufacturing	3.5 (48)	8.1	5.6 (102)
transportation	3.0	6.5	8.0
trade	31.2 (423)	20.0	16.2 (298)
services, including lodging and finance	7.9	12.9	10.0
health services and other professions	7.2 (98)	4.4	1.9 (35)
education	5.9	7.9	4.8
public administration	4.8	3.9	3.6

12. Agricultural employment (beets, wheat and cattle) was down 1950 to 1970; so was manufacturing, which was largely food processing. Only trade employment increased substantially in the 60's.

SUMMIT COUNTY

County Seat: Breckenridge; population: 548

1. 1970 population: 2,665

1a. Percent change 1960-1970: +28.6
Percent change 1950-1960: +82.6

2. Median income as percent of state average: 1970: 109.8
1960: 119.9
1950: -

3. Percent families below poverty level: 7.4

4. Percent of population employed:

1970: 47.2
1960: 39.7
1950: 38.7

5. Actual employment:

1970: 1,257
1960: 823
1950: 439

6. Percent of labor force unemployed: 1970: 3.3
1960: 5.5
1950: 10.0

7. Tax income to state: $165.29

8. Welfare costs to state: $3.45

9. Education costs to state: $30.58

10. Per capita surplus or deficit: $131.26 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	4.7 (60)	5.1	12.1 (51)
mining	5.9 (75)	13.4	15.5 (68)
construction	12.3 (155)	35.8 (305)	10.9 (48)
manufacturing	1.5	0.9	7.7 (30)
transportation	4.3	7.1	14.1
trade	26.8 (337)	11.6	11.8 (52)
services, including lodging and finance	24.1 (303)	8.8	12.8 (56)
health services and other professions	5.6	3.8	1.8
education	7.7	4.8	3.6
public administration	6.6	7.1	6.8

12. From a state of decline in 1950, a construction boom based on the Dillon Reservoir work was followed by a boom in the 60's of tourism and related construction. Some miners from Climax also live in Summit County, but this number appears to be decreasing.

TELLER COUNTY

County Seat: Cripple Creek

1. 1970 population: 3,316

1a. Percent change 1960-1970: +32.9
Percent change 1950-1960: -9.4

2. Median income as percent of state average: 1970: 76.2
1960: 76.8
1950: 71.3

3. Percent families below poverty level: 13.8

4. Percent of population employed:

1970: 34.8
1960: 42.0
1950: 35.6

5. Actual employment:

1970: 1,154
1960: 1,049
1950: 980

6. Percent of labor force unemployed: 1970: 3.9
1960: 2.8
1950: 7.4

7. Tax income to state: $87.97

8. Welfare cost to state: $11.85

9. Education cost to state: $79.41

10. Per capita surplus or deficit: $3.29 D

11. Percent employed by industry:

	1970	1960	1950
agriculture	3.8 (44)	6.1	15.0 (135)
mining	0.9 (11)	8.8	9.4 (92)
construction	15.7 (182)	9.7	20.1 (197)
manufacturing	9.6 (111)	7.8	3.4 (33)
transportation	9.1	8.9	5.8
trade	23.8 (275)	23.6	15.8 (155)
services, including lodging and finance	10.0 (116)	11.8	14.6 (143)
health services and other professions	10.8	5.3	3.1
education	9.0	5.8	5.6
public administration	6.8	7.9	5.0

12. Agricultural and gold mining employment dropped to negligible levels; but construction, trade and services employees living in the county all increased as part of it became a suburb of Colorado Springs.

WASHINGTON COUNTY

County Seat: Akron; population: 1,775

1. 1970 population: 5,550

1a. Percent change 1960-1970: -16.2
Percent change 1950-1960: -11.9

2. Median income as percent of state average: 1970: 71.0
1960: 77.8
1950: 78.1

3. Percent families below poverty level: 13.

4. Percent of population employed:

1970: 36.8
1960: 35.9
1950: 37.5

5. Actual employment:

1970: 2,043
1960: 2,378
1950: 2,823

6. Percent of labor force unemployed: 1970: 4.3
1960: 2.0
1950: 1.4

7. Tax income to state: $65.96

8. Welfare cost to state: $17.95

9. Education cost to state: $53.52

10. Per capita surplus or deficit: $5.61 D

11. Percent employed by industry:

	1970	1960	1950
agriculture	41.9 (858)	52.9 (1280)	64.8 (1828)
mining	0.9 (19)	0.3	0.1
construction	6.1	4.4	5.2
manufacturing	2.6 (55)	2.1	0.8 (23)
transportation	5.8	4.5	3.5
trade	16.7 (343)	13.7	10.6 (295)
services, including lodging and finance	6.4	6.6	5.2
health services and other professions	7.0 (145)	2.1	1.5 (41)
education	8.8	5.9	4.9
public administration	3.2	4.7	2.8

12. A wholly agricultural economy (wheat, livestock, beets), employment dropped steadily 1950-1970. There was oil and gas development in the 50's, but it accounted for little employment by 1970.

WELD COUNTY

County Seat: Greeley; population: 38,902

1. 1970 population: 89,297

1a. Percent change 1960-1970: +23.4
Percent change 1950-1960: +7.2

2. Median income as percent of state average: 1970: 87.5
1960: 81.7
1950: 87.8

3. Percent families below poverty level: 11.9

4. Percent of population employed:

1970: 37.3
1960: 34.5
1950: 32.6

5. Actual employment:

1970: 33,341
1960: 24,929
1950: 22,035

6. Percent of labor force unemployed: 1970: 4.2
1960: 3.9
1950: 5.0

7. Tax income to state: $94.72

8. Welfare cost to state: $18.34

9. Education cost to state: $50.55

10. Per capita surplus or deficit: $25.83 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	14.8 (4958)	25.8	39.1 (8613)
mining	0.3 (113)	0.6	1.1 (252)
construction	7.4	7.7	6.6
manufacturing	14.5 (4837)	10.0	5.9 (1300)
transportation	5.2	6.4	5.3
trade	20.0	17.6	17.8
services, including lodging and finance	12.1	11.6	10.5
health services and other professions	8.3	5.8	3.3
education	13.7 (4569)	8.9	6.1 (1349)
public administration	3.2	3.4	2.8

12. Although agricultural employment (very diversified) halved 1950-1970, both manufacturing and education employment more than tripled to sustain substantial growth.

YUMA COUNTY

County Seat: Wray; population: 1,953

1. 1970 population: 8,544

1a. Percent change 1960-1970: -4.1
Percent change 1950-1960: -17.7

2. Median income as percent of state average: 1970: 69.3
1960: 75.0
1950: 89.1

3. Percent families below poverty level: 13.8

4. Percent of population employed:

1970: 37.7
1960: 37.3
1950: 37.6

5. Actual employment:

1970: 3,225
1960: 3,322
1950: 4,068

6. Percent of labor force unemployed: 1970: 1.5
1960: 1.8
1950: 2.1

7. Tax income to state: $94.58

8. Welfare costs to state: $24.19

9. Education costs to state: $61.25

10. Per capita surplus or deficit: $9.14 S

11. Percent employed by industry:

	1970	1960	1950
agriculture	35.6 (1151)	42.7	47.9 (1845)
mining	-	0.3	0.4
construction	6.1	5.1	8.4
manufacturing	2.2 (73)	1.3	2.1 (67)
transportation	4.1	3.6	4.5
trade	21.5	18.6	15.9
services, including lodging and finance	9.4	10.5	9.3
health services and other professions	8.6	4.1	2.4 (98)
education	8.3	6.3	4.7
public administration	3.7	4.5	3.1

12. Agricultural (wheat, feed crops and cattle) employment dropped by a third, 1950 to 1970, and the county declined in employment, population, and relative income. This happened in spite of a 50% increase in wheat production, and a doubling of cattle inventories.

The following excerpt is taken from "Economic Growth and Environmental Decay" by Paul W. Barkley and David W. Seckler, with permission of the publishers - Harcourt Brace Jovanovich, Inc. It supports Concept C, Preserving Agricultural Land, and further explains "option value."

THE BLUE WHALE REVISITED.

Copyrighted Material Deleted