Mr. Chairman, Committee members. Thank you for allowing me to testify today.

More than twenty years ago, the Illinois Governor designated the Illinois Institute for Rural Affairs as statewide clearinghouse for rural issues (Appendix A).1 The U.S. Department of Agriculture is an important partner.

Today’s presentation will focus on:

1. Effects of the various rural development definitions (Appendix B) on funding and participation in Illinois;
2. The changing rural landscape; and
3. Recommendations for targeted rural development programs.

Metropolitan-rural definitions have been refined periodically since early in the twentieth century. More finely drawn distinctions – USDA’s urban influence, county typology, and rural-urban continuum codes – now help characterize America’s changing and diverse rural areas.

By the broadest definition, the Illinois landscape has become more urbanized, with 26 of our 102 counties designated metropolitan in 1980; 28 in 1990; and 36 today. In a 2005 report about changing Census definitions, we expressed concerns about potential impacts on the eight new metro counties and micropolitan counties generally.2 Our concerns have not been borne out so far: the Bureau of Economic Analysis includes micropolitan counties in nonmetropolitan analyses.3 Our USDA state office said there has been little change in program dollars for the

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1 As a rural community and economic development agency, IIRA helps rural communities build a better life. It also conducts rural research and works with various agencies and organizations on rural outreach and policy.
affected counties. Several have received USDA Business and Community Projects loans and grants since then.

It is important that we continue to target rural development programs to outlying metro counties. For example, rural Macoupin County, Illinois, was placed in the St. Louis metro area in 2003 because of commuting patterns influenced partly by Interstate 55. But land use—predominantly agriculture and forest and scattered small incorporated and unincorporated places (Map 1) makes Macoupin a rural bedroom area. In fact, the county lost 2.5% of its population between 2000 and 2009. It has continued to receive USDA funding.4

USDA’s descriptive county codes help target rural development programs toward where they are needed, including metropolitan counties with rural characteristics. The codes also give IIRA standing to work in rural-urban interface counties. With this in mind, we offer recommendations:

- USDA codes are needed to help refine USDA programs for local governments, at the census tract level, and in wider regions. They can facilitate growth and change while preserving vital agricultural capacity.
- The multiplicity of federal rural definitions is overly complicated. IIRA, for example, must, through our Small Business Development Center, deal with Small Business Administration rules that do not adequately account for differences between the more densely populated Chicago area and our 12-county rural region. Rural definitions could be consolidated with USDA as the prime agency for defining rural.
- True to the original conceptualization of “micropolitan,”5 it is important to remember that these smaller cities anchor their rural regions. Mainly, they offer a key to effective regional rural development.
- The coming reapportionment of congressional districts may further weaken rural political influence. Monitoring the definition of rural is an ongoing task to ensure that rural needs are met.

Thank you for the opportunity to testify. I look forward to your questions.

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4 For example, a $2.4 million Rural Development loan helped the Macoupin County Mental Health Association move into its new building in Carlinville. Meanwhile, Community Memorial Hospital in Staunton received $237,800 from Rural Development to expand its telemedicine services. Both of these examples are from the Illinois USDA Annual Report, http://www.rurdev.usda.gov/il/forms/AR06.pdf, accessed February 2011.
Map 1: Land Use Map of Macoupin County

Appendix A: About the Illinois Institute for Rural Affairs

The Illinois Institute for Rural Affairs (IIRA) was founded in 1989 as a companion agency to the Illinois Governor’s Rural Affairs Council and is focused on research, policy analysis, and technical assistance in rural areas of Illinois. IIRA assists rural communities and their leaders to expand their capacity to improve their quality of life. IIRA also acts as a bridge between local leaders and the state and federal agencies that provide rural programs. Following is a glimpse at some of the things IIRA does to build rural communities in our state.

IIRA receives about 25% of its annual budget through Western Illinois University, where it is located. The remaining funding is raised through grants. Because of this dependence on grants, IIRA is an entrepreneurial organization that constantly seeks new opportunities.

The staff of about 40 includes five Ph.D.s and 25 master’s level outreach specialists and about 20 students. IIRA has created grant-funded outreach and research programs in a number of areas, including economic and community development; housing and health; transportation; rural schools; and alternative energy using wind and biomass (Figure 1). IIRA’s research is not only theoretical; it is intended to be applied in the local communities.

IIRA partners with public and private agencies on rural local development and enhancement efforts with the goal of developing sustainable communities. Efforts involve building local support to create a community vision and plan for achieving that vision. IIRA’s holistic model links research, outreach, and policy activities.

Figure 1

IIRA Programs

Western Illinois University Provost

Director Merrett

Management Team:
Assistant Director
Operations Manager
Accountant
Administrator

MAPPING the Future of Your Community
Value-Added Sustainable Development
Health and Housing
Rural Transit Assistance Center
Data Center
Small Business Development Center
Procurement Technical Assistance Center
Peace Corps Fellows
Faculty
IIRA’s approach to rural development is predicated on the idea that community and economic development occur hand in hand. This recognizes the dynamic complexities of rural communities and the importance of strong community life as the basis for strong national economic and civic life. This is the rationale for IIRA’s approach that links strategic planning and visioning, technical assistance, and implementation in communities (Figure 2). These strategies are often mixed to provide a wide spectrum of assistance to rural communities throughout the state. As a result, IIRA has developed a national reputation for innovative programs and services.

**Figure 2**

<table>
<thead>
<tr>
<th>(1) Strategic Visioning</th>
<th>(2) Technical Assistance</th>
<th>(3) Implementation</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Goal:</strong> Create a set of prioritized CED objectives through a grassroots consensus-based process.</td>
<td><strong>Goal:</strong> Improve the quality of life for the residents of rural Illinois and beyond.</td>
<td><strong>Goal:</strong></td>
</tr>
<tr>
<td>• Where are we now?</td>
<td>• Business Plans</td>
<td>• Peace Corps Fellows</td>
</tr>
<tr>
<td>• Where do we want to be?</td>
<td>• Business Retention &amp; Expansion</td>
<td>• IIRA Follow-up</td>
</tr>
<tr>
<td>• How do we get there?</td>
<td>• Data Collection / Analysis</td>
<td>• AmeriCorps VISTA</td>
</tr>
<tr>
<td><strong>Goal:</strong></td>
<td>• Economic Impact Analysis</td>
<td>• Volunteer Training</td>
</tr>
<tr>
<td><strong>Goal:</strong></td>
<td>• Entrepreneurship</td>
<td>• Statewide Conference</td>
</tr>
<tr>
<td><strong>Goal:</strong></td>
<td>• Feasibility Studies</td>
<td>• Regional Workshops</td>
</tr>
<tr>
<td><strong>Goal:</strong></td>
<td>• Fiscal Impact Analysis</td>
<td>• Online materials</td>
</tr>
<tr>
<td><strong>Goal:</strong></td>
<td>• Geographic Information Systems</td>
<td></td>
</tr>
</tbody>
</table>
### Appendix B: Multiple Definitions of Rural

#### IV. 9 Definitions for “Rural”

<table>
<thead>
<tr>
<th>Definition</th>
<th>Description</th>
<th>Percent of people and land area considered rural in the U.S. under definition (2000)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rural definition #1</td>
<td>All areas outside Census places with 2,500 or more people</td>
<td>87.7 million people (31% of U.S. population, 97% of U.S. land area)</td>
</tr>
<tr>
<td>Rural definition #2</td>
<td>All areas outside Census places with 10,000 or more people</td>
<td>115.8 million people (41% of U.S. population, 98% of U.S. land area)</td>
</tr>
<tr>
<td>Rural definition #3</td>
<td>All areas outside Census places with 50,000 or more people</td>
<td>177 million people (63% of U.S. population, 99% of U.S. land area)</td>
</tr>
</tbody>
</table>

Illinois

Three rural definitions based on Census Places

Rural locations are those outside Census Places with a population...

- greater than or equal to 2,500
  - Outside Census Places >= 2,500 people

- greater than or equal to 10,000
  - Outside Census Places >= 2,500 people
  - Census Places: 2,500 - 9,999

- greater than or equal to 50,000
  - Outside Census Places >= 2,500 people
  - Census Places: 2,500 - 9,999
  - Census Places: 10,000 - 49,999

Urban locations under all three definitions:

- Census Places >= 50,000 people

For more information on definitions, see documentation

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**IV. Defining Rural 9 Ways**

<table>
<thead>
<tr>
<th>Definition</th>
<th>Description</th>
<th>Percent of people and land area considered rural in the U.S. under definition (2000)</th>
</tr>
</thead>
</table>
| Rural definition #4| All areas outside urban areas. This places the upper limit of rural at 2,500, since urban areas must have at least 2,500 people. | 59.1 million people  
21% of U.S. population  
97% of U.S. land area |
| Rural definition #5| All areas outside urban areas with 10,000 or more people.                   | 70.6 million people  
25% of U.S. population  
98% of U.S. land area |
| Rural definition #6| All areas outside urban areas with 50,000 or more people.                    | 89.5 million people  
32% of U.S. population  
98% of U.S. land area |

Illinois

Three rural definitions based on Census Urban Areas

Rural locations are those outside Census Urban Areas with a population...

- greater than or equal to 2,500
  - Outside Census Urban Areas — 2,500
- greater than or equal to 10,000
  - Outside Census Urban Areas — 10,000
  - Census Urban Areas: 2,500 - 9,999
- greater than or equal to 50,000
  - Outside Census Urban Areas — 50,000
  - Census Urban Areas: 2,500 - 9,999
  - Census Urban Areas: 10,000 - 49,999

Urban locations under all three definitions:
- Census Urban Areas — 50,000

For more information on definitions, see documentation
### IV. Defining Rural 9 Ways

<table>
<thead>
<tr>
<th>Definition</th>
<th>Description</th>
<th>Percent of people and land area considered rural in the U.S. under definition (2000)</th>
</tr>
</thead>
</table>
| Rural definition #7         | All counties outside metropolitan areas in 2003 (based on 2000 census data) | 48.8 million people  
17% of U.S. population  
75% of U.S. land area |
| Rural definition #8         | Census tracts with 2000 RUCA codes 4 through 10                            | 57.6 million people  
20% of U.S. population  
81% of U.S. land area |
| Rural definition #9         | Locations outside places of 50,000 or more people and their associated urbanized areas. | 101.9 million people  
36% of U.S. population  
98% of U.S. land area |

Rural definition based on Office of Management and Budget (OMB) metro counties

- 102 Total counties
- 36 metro counties
- 66 nonmetro (or non-core based) counties

For more information on definitions, see documentation
Illinois

Rural definition based on Economic Research Service Rural-Urban Commuting Areas (RUCA)

For more information on definitions, see documentation
Illinois

The USDA Business and Industry ineligible locations are Census Places greater than 50,000 people and their adjacent and contiguous Urbanized Areas.

For more information on definitions, see documentation.
COLLINS VITA

Curriculum Vita
Timothy Collins

PERSONAL INFORMATION
Home Address: 976 N. Washington Blvd., Bushnell, IL USA 61422
Office Address: Illinois Institute for Rural Affairs
Office Address: Western Illinois University
Phone: 309.772.9491
Phone: 309.298.3412
E-mail: tcollins@bushnell.net
E-mail: t-collins@wiu.edu

EDUCATION

EMPLOYMENT
March, 2005, to present
Assistant Director, Illinois Institute for Rural Affairs, Western Illinois University. Assist the Director and Implementation Team in providing leadership for IIRA: coordinating special projects, conducting research and surveys, community consulting, representing IIRA at meetings, supervising staff and graduate students, undergraduate teaching, writing and report preparation, and participation in scholarly and professional activities.
- Participated on team that wrote successful proposal to secure Carnegie Foundation Community Engagement status for Western Illinois University.
- Authored reports, presentations, and scholarly work; created web-based rural policy paper series; implemented monthly statewide column featuring IIRA research and outreach; wrote monthly essays for Daily Yonder rural website.
- Initiated research on sustainable community land use and implementation of biomass facilities.
- Created website commemorating centennial of Theodore Roosevelt’s Country Life Commission.
- Co-principle investigator, “Building Rural Libraries and Communities” LSTA grant through Illinois State Library.
- Took leadership role in helping to implement campus-wide environmental summit and interdisciplinary Sustainability Brownbaggers. Represented IIRA on campus Sustainability Committee; chaired administration subcommittee.
- Represented IIRA: Illinois Department of Natural Resources Advisory Board (Governor) Broadband Deployment Council, co-chaired policy subcommittee (Lieutenant Governor; Community Development Society Board and editor, *CDS Vanguard* monthly newsletter.
- Adjunct professor, Department of African-American Studies; taught course on rural roots of African-American migration in United States; taught courses for Honors College on land use and global social justice.
February, 2001 to February 2005
Extension Educator, Community and Economic Development, Penn State University Cooperative Extension in Adams County. Responsible for curriculum development and educational programs related to land use planning, farmland preservation, local government, and agricultural economic development. Headed Capital Region Economic and Community Development Team. Built networks and community capacity to deal with change; taught interested stakeholders, including government officials; prepared materials for media; provided information to citizens; and evaluated programs.

- Co-founder, Northeast Extension Land Use Network.
- Conceptualized and supervised team development of Land Use Toolbox website.
- Facilitated participatory research on land use and agricultural economic development.
- Co-founder, Leadership Adams Hanover.
- Created oral history program focusing on historic farmsteads in Adams County, PA, for students in historic methods course at Gettysburg College.

August, 2000 to January, 2001
Self-employed consultant. Selected clients:

- **SERVE**, Greensboro, NC. Professional services in planning and development, including concept paper on community indicators, proposal review, and advice on building rural school-community capacity.
- **AEL, Inc.**, Charleston, WV. Writing and editing services.

Director, ERIC Clearinghouse on Rural Education and Small Schools, AEL, Inc. Supervised national education database; oversaw publications, special projects, World Wide Web site, user services; maintained records, wrote reports, presented papers, and authored publications. Also assisted with research and development in federal regional educational laboratory. Selected projects:

- Research on curriculum of place.
- Research on high-poverty, low-performing schools.
- Developed guidebook for community engagement for academic achievement, leading incubator process with five members, including consultant.
- Helped develop NSF-sponsored Transitions from Childhood to Workplace national working conference on persistent poverty communities, October, 1999.
- Developed materials on schools as focus for community development.

Director of Research, University of Kentucky Appalachian Center. Supervised and maintained research program and database; publication writing and editing; mapping (GIS); program evaluation, policy analysis, solicited grants and research contracts; supervised graduate students and part-time employees; provided information to media and public; oversaw development of World Wide Web pages. Selected projects:

- **Prichard Committee for Academic Excellence** - Assessed efforts to involve parents in data analysis to improve student achievement.
- **University of Tennessee-Knoxville Community Partnership Center** - Supervised two community research teams in Empowerment Zone/Enterprise Community. Did initial baseline studies, wrote introductory sections for revision of learning team training materials, wrote analysis of newspaper clippings covering EZs and ECs.
- **Kentucky River Area Development District** - Principal author of socioeconomic profile of eight-county region to assist with comprehensive planning process.

**COURSES TAUGHT -**

*Western Illinois University Undergraduate Classes*

“Land and Community on the Rural-Urban Fringe” (GH302W, 1 semester) Centennial Honors College, Fall Semester, 2007
“Globalization, Social Justice, and Rural Communities” (GH302W, 1 semester) Centennial Honors College, Winter Semester, 2006

January, 1988 to December, 1996
University of Kentucky Undergraduate Classes
“Introductory Sociology” (4 semesters) “Social Change” (1 semester)
“The Sociology of American Indians” (1 semester) “Political Sociology” (1 semester)

CURRENT RESEARCH
- Reform and Reaction: A Political Economy of Kentucky Education Policy – book manuscript
- Enduring Values: Land, Community, and Sustainability – book manuscript
- Sustainable land use curriculum
- Biomass energy and community land use

RESEARCH INTERESTS
Land use and community quality of life; rural education.

MANUSCRIPTS UNDER REVIEW
- Community Education Journal.
- Entry for Green Ethics and Philosophy. “‘Ecological Crisis, The Historical Roots of Our.’” Sage Publications.

SELECTED PUBLICATIONS

TEXTBOOKS, MANUALS, AND MONOGRAPHS


**SCHOLARLY**


http://api.ning.com/files/NMtrSqBsACPeCk2z04so97r7hmH8LaDpiuxfl9pQ*D6kth1ErlXogKv7BEIF5*InW-QHwbI1xLfcd7B*uyni0hxmwTHYGPh/Greenedition.pdf.


**REPORTS/PAPERS**


**ESSAYS/ANALYSES**


**SELECTED PRESENTATIONS**

**INVITED**


**CONFERENCES/PAPERS/POSTERS**


“Sustainable Land Use Indicators: A Values-based Approach to Implementing a Comprehensive Land Use Curriculum.” First meeting of the Association of Environmental Studies and Sciences, Madison, WI, October 9, 2009.


**SERVICE**

- Illinois Department of Natural Resources Advisory Board, August, 2010 –
- Prairie Land Conservancy Board Member, July, 2009 –
- Community Development Society Board Member June, 2008- ; Editor, *CDS Vanguard*, 2010 -
- Member, USDA Fund for Rural America proposal review team, 2001.

**PROFESSIONAL ORGANIZATIONS/MEMBERSHIPS**

  - Community Development Society
  - Association for Environmental Studies and Science
Committee on Agriculture
U.S. House of Representatives
Required Witness Disclosure Form
House Rules* require nongovernmental witnesses to disclose the amount and source of Federal grants received since October 1, 2008.
Name: Timothy Collins
Organization you represent (if any): Illinois Institute for Rural Affairs, Western Illinois University

1. Please list any federal grants or contracts (including subgrants and subcontracts) you have received since October 1, 2008, as well as the source and the amount of each grant or contract. House Rules do NOT require disclosure of federal payments to individuals, such as Social Security or Medicare benefits, farm program payments, or assistance to agricultural producers:
Source:__________________________________________ Amount:_______________
Source:__________________________________________ Amount:_______________

2. If you are appearing on behalf of an organization, please list any federal grants or contracts (including subgrants and subcontracts) the organization has received since October 1, 2008, as well as the source and the amount of each grant or contract:
Source:__________________________________________ Amount:_______________
Source:__________________________________________ Amount:_______________
Please check here if this form is NOT applicable to you: __________X_______________

Signature:

* Rule XI, clause 2(g)(4) of the U.S. House of Representatives provides: Each committee shall, to the greatest extent practicable, require witnesses who appear before it to submit in advance written statements of proposed testimony and to limit their initial presentations to the committee to brief summaries thereof. In the case of a witness appearing in a nongovernmental capacity, a written statement of proposed testimony shall include a curriculum vitae and a disclosure of the amount and source (by agency and program) of each Federal grant (or subgrant thereof) or contract (or subcontract thereof) received during the current fiscal year or either of the two previous fiscal years by the witness or by any entity represented by the witness.

PLEASE ATTACH DISCLOSURE FORM TO EACH COPY OF TESTIMONY.