The assignment for this paper was to suggest "alternatives in organizational arrangements, opportunities and limitations to improve and achieve better economic and social opportunities in community life and services in southern Iowa". Since previous papers contain frequent references to these objectives, it seemed that there were few suggestions one could make which had not already been made by previous speakers relative to this assigned topic. However, reflection on this state of affairs led the writer to attempt to organize previously presented material to suggest what community arrangements other than those now present in the region have the greatest possibility of serving long run needs of the people of southern Iowa. Some of the obstacles to implementing community "adjustment" proposals discussed in previous papers or now being tried in southern Iowa are discussed in this paper.

Discussion of community life and services in southern Iowa must rest on the awareness of the population changes which have been and are occurring in southern Iowa. The total decline in population from 1900 to 1954 for the various counties ranged from 27 to 41 percent. Changes of this nature can hardly occur unnoticed. The leaders and people of southern Iowa have been acutely aware of the high rate of migration. In regard to the out-migration, there are several alternative courses of action which would be utilized by the people in southern Iowa. These include:

1. Acceptance of the condition found with little action being taken.
2. Attempts to hold the line; slow down or minimize migration by retaining available occupational roles and creating new occupational roles.
3. Attempts to accelerate the out-migration rate in order to reach the eventual point of population to resources equilibrium sooner and then have relatively stable conditions.

There have been few attempts by any leaders in southern Iowa, or elsewhere in the state for that matter, to advocate the third alternative. Yet this alternative has been implicit, if not explicit, in much of the thinking of persons in the seminar. We have no research data to suggest the relative degree in which the first and second alternatives are adhered to by the leaders and people of southern Iowa, but it would seem likely that the second alternative comes

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the closest to representing the goal of the business and civic leaders in the region. Precise research data is lacking to indicate in what specific ways attempts have been made to obtain this objective, but some observations can be presented.

One attempt which has been made to hold population has been efforts to stimulate industrial or business development. Dr. Leven was generally pessimistic regarding the success of industrial development committees to attract new business and industry to southern Iowa, but local community views have been more optimistic. "Keep the people here, then hope for a factory," seems to be the solution as seen by some southern Iowa leaders.

It is not surprising that we find the following set of goals in an organization manual for community action for one southern Iowa town:

"It would seem that the four primary goals of development efforts should be:

(1) to keep young people in the community by all possible means.

(2) to assist in all efforts to expand present businesses.

(3) to plan and execute projects which will improve the town and provide the facilities for industrial and business expansion.

(4) to pursue all avenues of approach to attract new business and industry and provide jobs."

The remainder of the manual then goes on to specify the procedure by which these goals may be obtained. There can be little quarrel with three of the objectives listed above. Communities, if they wish, can assist in expansion of businesses, make improvements in the towns to provide for industrial and business expansion, and pursue all opportunities to attract new business and industry to their town, but one may question whether it is wise to "keep young people in the community by all possible means." The more serious objection to the statement of goals is not the intent to protect the well-being of the young people who may have other ideas about the protective behavior of their elders, but the serious shortcoming of this statement is its virtual lack of correspondence with the present or future social and economic realities of southern Iowa.

Most young people, for that matter most persons who do not have a stable source of income, will not remain in the region. In fact, the best interests of the youth would not be served if they remained in southern Iowa under present conditions. However, this is not a likely concern since southern Iowa is not isolated from the rest of the United States and the continued migration is testimony of the knowledge persons have of better opportunities elsewhere.
There will be continued pressure for migration. Farm consolidation is expected to continue at about the same rate or perhaps even faster. In one paper, it was estimated that there would be only 11,846 farms in the 10-county region in 1965 compared to the 14,585 which were there in 1954. This represents a further reduction of about 20 percent in numbers of farms. The operators of these farms will be predominantly owners. Young men who do not have sufficient capital or who cannot obtain sufficient loans will find few opportunities in farming. If most of the present commercial farms in classes 4, 5 and 6 are not farmed as present units, but are consolidated with other units, farm consolidation may occur even more rapidly in the next 10 years than in the past period. These farms are cited since approximately 76 percent of the operators of class 6 farms, 49 percent of those in class 5 farms, and 35 percent of those in class 4 farms were 55 years of age or older in 1954. These three classes of commercial farms include about 61 percent of the farms in the region. The last two classes included 30 percent of the commercial farms in southern Iowa (SEA 3b), in 1954.

Economic analyses of intensification of farm operations as compared to expansion of land as an alternative means of increasing net income showed that adjustment by obtaining additional acres will probably continue. The synthetic farms created by Kaldor, Schaller, McComb and Heady all point to fewer and larger farms. The farms created by Heady to provide farm incomes for southern Iowa comparable to those in northern Iowa, northeast Iowa, or north central Iowa or non-farm incomes estimated at $1.90 per hour would require decreases of approximately 38, 63, 48 and 49 percent in the number of present farms. There is no question that economic forces are operating to produce farm sizes in the direction of these estimates.

If our present data are a valid basis for predicting future business and industrial development in southern Iowa, we can hardly hope for this activity to be successful in holding population in the region. Manufacturing employment decreased about 9 percent from 1954 to 1957 and 7 percent from 1947 to 1957. Thirty-six business and industrial establishments suspended operation between 1954 and 1958. These were replaced by only 16 new operations. Neither Drs. Bloom nor Leven were optimistic about even modest industrial development in the counties of southern Iowa.

As farm consolidation continues to occur and as there appears to be no appreciable industrial development to provide jobs for the farm and non-farm youth in the area, out-migration will continue to occur. This means there will be fewer families, fewer school children, fewer customers and fewer tax payers in the region. All good intentions to the contrary, these appear to be the facts of the situation. If the leadership of southern Iowa does not recognize these facts and programs for community action are not based on these conditions, long range interests of the region, the state and the nation may be hampered.
If the magnitude of out-migration in the region is the major concern, one consolation for southern Iowa appears to be in the offing. Crude birth rates and fertility rates for this area are lower than elsewhere in the state. The birth rate per 1,000 population in 1957 for the 10-county area was 18.2 compared with 23.8 in the state minus this region. The marriage (occurrence) rate is lower in these counties than in the rest of the state. In 1957, there were only 7.3 marriages per 1,000 population compared with 8.9 for the state minus the 10-county area. Dr. Bauder has pointed out that there were proportionately fewer children under 10 in this area compared to the state. This means that the potential for out-migration will be reduced corresponding to the reduction in birth rates. Whether these children will stay or leave the area when they grow up will depend on future conditions, but the reduction in numbers has immediate implications for plans relative to school consolidation and future population projections.

This summarization leads to the beginning premise of our consideration of alternative means for reorganization of community life and services in southern Iowa. That premise is that out-migration will continue to be characteristic of the region. Population in the productive span of years in this area will remain close to its present levels or show a slight decline. Under these conditions, will the present organization of community life and services be the most efficient adaptation to the resources and needs of the area? The answer is obvious. The solution which is probably at the tip of all our tongues is to effect consolidations of existing social organizations. We need to have a combination of county government units, further consolidation of school units, development of larger scale and more efficient business and service units. These changes are undoubtedly desirable and are likely to occur to some degree because of pressure of economic forces and the reduction of population. However, to make this recommendation as a basis of policy requires that we possess an understanding of the forces at work and have a sound criteria for evaluating the effects of trying to "hold the line" against the forces of change or to "roll with the punch" which has been generated by these changes.

Attempts to hold the line probably means more than "keeping our young people here by all possible means." It very likely also includes maintaining the same patterns of organization which have served the area in previous years. This includes the same county government system, not greatly altered school systems, relatively the same business and service establishments and the same community centers that the area has had in the past decades. To do so, however, means that many of the community institutions will serve fewer people if their boundaries are held constant. For some organizations, a smaller number of role opportunities as members, customers, students, or patients may be desirable, but in general there must be a certain size population or potential population if the institution is to function effectively and meet a wide variety of human needs. We are not prepared to say what the population base
should be for a given type of community institution. Research and evaluation by the experts in the area of the costs and functions of the institutions would be required. Our point is that the existing or potential population in southern Iowa and its present or probably future geographical distribution will not provide a sufficient basis for the continuation of the existing pattern of community life and services. This does not mean that effective organizational patterns cannot be established for the region. Efficient organization can be achieved if larger geographical areas, and hence larger populations are developed as the basis for the institutions.

It might be questioned whether expanding the population base is the only alternative for adjustment of community institutions. Level of economic resources to adequately support the activities of the institution may not be perfectly correlated with size of population. In the case of southern Iowa, it has been assumed that an adequate present or future financial basis for community institutions can come about only by increasing the population base for the institutions. This may not be necessarily true in other parts of Iowa where communities have a high level of resources.

Is there a real need for adjustment of community institution? Again, some illustrations from previously reported material may be in order. In the nine counties excluding Wapello, there are 59 community centers, each with a trading area, churches, and many with small schools, which have a population of less than 2,500. There are only six community centers with a population of more than 2,500. The ratio of population to retail stores is about the same as that of the state, but the volume of sales per store is less than 10 percent as large.

We have some limited data on the number and sizes of church congregations in the area. Important data on attendance, age-structures, tenure and training of ministers and programs of the churches are lacking. Data presented by Dr. Bauder indicates that while the area has undergone severe out-migration, there has been little change in the number of churches. Increases in sizes of congregations are likely due to the increase in the proportion of people who have become church members rather than consolidation of church memberships.

School data have been presented in detail by Drs. Bundy and Holmes. The rate of school consolidation in southern Iowa has been encouraging. The proposed Davis county district is unique in the state. However, the suggested reorganization plan presented by Dr. Holmes shows that considerably greater school reorganization can and should occur if educational facilities are to be brought in line with population and economic resources for greatest efficiency of use and the highest quality of education for the students. When one recalls the lower marriage rates and birth rates in this area, even the most ambitiously conceived school reorganizational program may be inadequate in relation to the near future needs of the area.
One more illustration: The costs of county government in southern Iowa and elsewhere in the state were similar in 1926, but in 1955, the per capita costs for government in the 10 southern Iowa counties was $7.65 compared to $4.16 for the state. Per capita costs for county services in the nine counties was $13.36 compared to $9.41 for the state.

There can be little doubt that maintenance of the existing form of county government and distribution of county services is working a hardship on the people of southern Iowa compared to persons elsewhere in the state. We are also probably safe in assuming that the children in the smaller schools of southern Iowa are receiving a less adequate education than children elsewhere in the state. These children are going to be at a disadvantage in the competition for non-farm jobs at their eventual points of emigration compared to the better educated young persons. It is also probable that programs in many southern Iowa churches provide little more than a preaching service. Activities for various age groups are probably at a minimum.

Why has there not been greater change in adapting community institutions to the present and probably future population level? We would like to suggest three sets of reasons; others may wish to suggest additional reasons. Understanding the bases of opposition to consolidation suggestions as a basic technique for effecting more efficient organization of community life and services is a prerequisite for planning for organizing action programs.

Reasons for the philosophy of "holding the line" probably include:

(1) Failure to recognize the scope and dynamics of out-migration and the consequent effects on the community.

(2) Economic costs related to changes involved in consolidation of certain units.

(3) Sociological and psychological costs to the individuals and groups involved because of the value and attitude systems of individuals and groups.

These three points are not mutually exclusive. In some cases, they may operate independently of one another; more likely, however, they are interrelated. Failure to recognize the scope of the problem of community reorganization because of out-migration is partially based on the value premises of the people and partially on the probable economic cost to certain people if consolidation measures were put into effect.

It has been the position of this paper that the prerequisite to serious thinking about reorganization of community life and services must begin with the honest recognition that the population in southern Iowa will continue to decline. Adjustments can be made to "roll with the punch". Contrary action will only
serve to intensify long range costs to the region, the state and the nation. This viewpoint likely will be difficult to sell since progress is a strong value in American society. Progress is defined as bigger and better; as having more of something, schools, churches, businesses, industries, and persons; not as merging existing organizations into one more useful organization. In short, progress is growth.

For the purposes of southern Iowa communities, progress needs to be given a new interpretation. Southern Iowa has a problem which is shared by the rest of the state, but is more acute in the 10 counties under study. Could we interpret progress as understanding the effects of out-migration and as taking realistic action to adapt our institutions to these changes? This does not mean promotional schemes for industrial and business expansion should not be tried. It does mean that we recognize that any successful efforts to create new jobs in southern Iowa probably will still not hold all the young people there. Consequently, sooner or later, the people and leaders of southern Iowa have to consider how much they are willing to pay in material and social costs for maintaining their present pattern of community organization.

Change will not come easily. It never does in complex organizations. Conditions may become worse before the need for considerable reorganization is accepted by the persons in control of the patterns of community organization in southern Iowa. We must begin by talking about the seriousness of the problem and by prodding for action. Sooner or later, the combination of the increasing material and social costs will compel some degree of reorganization in some of the aspects of community organization. Education, or promotion for changes, began now, will facilitate the change and probably reduce the actual costs of the changes when they are made.

Once the climate of opinion is established that a declining population base is going to be a characteristic of the region for the immediate and probable long range future, work can begin on the methodology of organizing change instead of just letting it happen. Direction of this program will require persons who are dedicated to working for the best interests of the region.

For some adjustment proposals, economic costs may facilitate change. Consider the fact of the costs and returns per dollar for operating small schools compared to larger schools. Here is a likely support for school reorganization unless, as may be the case in some districts, where changes from one room schools or small schools to larger schools may involve a direct cost rise. In some cases school costs could hardly be lower under any alternative arrangements. Additional support for school reorganization is likely associated with the parents' desires to see that their children receive a "proper education" or to be sure their children have a "chance" to rise above the socio-economic level of the parents. To the extent that parents are made aware of the necessity for their children to have a more adequate education to function effectively
in our society, school consolidation should be facilitated. Parents and community leaders also need to realize that most of the students will have to have skills to compete with children raised and educated in urban areas for jobs in the urban economy. Generally small schools with limited curricula and virtually no vocational counseling or educational programs cannot provide the needed training for rural youth to enter the urban labor market on an equal footing with urban youth.

The costs of operating county government and dispensing county services compared to organizing these activities on a larger population and tax base may be a supporting argument for multi-county consolidation. The same argument could be given for the operation of many of the small rural churches in place of a centralized church with an adequately-sized congregation to support a well-trained minister and a varied church program. But for schools, county government, and church consolidation there are probably important value orientations which oppose community adjustment measured which we have considered. We have no attitude or value data per se from the people in this region of Iowa, but, some conjecture is possible. Dr. Bauder has already presented some very insightful suggestions on the attitude and value systems of the people of southern Iowa which have a bearing on the problem of community reorganization. Some elaboration of these points is appropriate.

As a preface to the specific points relative to value or attitude data, it is extremely easy to assume that the value and attitude systems of individuals or groups are either:

(1) unimportant because the attitudes and values of individuals appear to be very much the same.

(2) or are relatively unimportant factors to consider when one is studying farm consolidation, out-migration, and community reorganization since

(a) value and attitudes systems are extremely idiosyncratic.

(b) are qualitative.

(c) are subject to change.

(d) and many other reasons associated with methodology of studying and interpreting data related to values.

Other reasons might be listed, but let these suffice. We feel it would be a serious error if either of these, or some variation of these ideas were adopted.

At the college, particularly among the members of the seminar, there is probably a relatively high degree of consensus concerning the nature of the problems
of southern Iowa and some of the most feasible solutions for these problems. It is extremely easy to move from this realization to the assumption that persons in southern Iowa see the problems and their solutions in approximately the same manner as we do. This is not very likely to be the case. We suspect there is a considerable difference between "college" views on questions relevant to the long range welfare of southern Iowa and the views of southern Iowa business and civic leaders, small and larger farmers, and possibly town and rural residents. Where honest differences exist, they need to be recognized and kept in mind when plans for directing change are considered.

We do not have research data to document this assertion. In fact, one of the most important needs we have relative to suggesting alternative adjustments in community organization is for extensive research on the attitude and value systems of categories of persons in southern Iowa. We need case studies of the effects of out-migration on community organization in southern Iowa towns such as we are now obtaining in Greene county. Since Greene county has a high resource level, generalizations from these data to southern Iowa towns and counties may be limited because of the comparatively lower resource levels in southern Iowa counties.

Studies of changes which have occurred in communities as a result of out-migration and the support for or opposition to various community reorganization proposals are vital to intelligent planning for changes. We hope to see work begun in this area in the near future.

On the matter of research, numerous monographs are available on problems and changes in expanding communities. A quick and causal examination of the literature, however, revealed only a few studies of changes associated with depopulation. Apparently American social scientists share our general societal value orientation in regard to choice of research areas.

Let us return to the question of the attitude and value orientations of persons in southern Iowa which may act in opposition to community adjustments we have been discussing.

In one respect, persons and group structures probably are similar in that existent patterns are preferred over changes in patterns. The organization we have for directing activities in any institution, to some degree, reflects the results of experience with what appears to work best under the conditions with which the institution functions. This argument can be carried too far as in the cases where a high rigidity or formalism characterizes the activity of the institution. The point is that we generally have a conservative bias. We know what we have works "reasonably well," or "we can get along with it"; we can only speculate how well some alteration in the organization or function of the institution will serve our needs. We have to be convinced that the
proposed change will produce effects which are desired and which will exceed the costs of change. Generally the data upon which we make this decision have to be rather convincing before we initiate change-action.

The persons of southern Iowa are no different in this regard than persons elsewhere. However, orientation toward change, the ability to see the desirability of change, or the amount of convincing data needed before changes are endorsed are variables which exist in differential degrees among individuals and groups. We feel that the prevailing opinion in southern Iowa could be best described as being low in change orientation. Dr. Bauder commented on some conditions which probably have produced this characteristic in southern Iowa. Let us take his ideas a little further and develop some hypotheses for their application to community adjustment.

Stability is probably highly valued. This may be reflected in the high percentage of farm and home ownership in southern Iowa. Furthermore, migration has been highly selective in respect to age and probably in respect to attitudes toward change also. Persons in the productive span of years are proportionally under-represented in southern Iowa. Persons in these years who remained are probably less prone to initiate changes. The existing arrangements of services probably suit the older people who have the reins of control of the school and church boards and of county governments.

Changes frequently involve risks. Again we have no research data which directly pertain to the attitude of risk taking or risk aversion in southern Iowa, but in several papers there were suggestions that southern Iowans may be characterized by a higher degree of risk aversion than other Iowans. Dr. Timmons noted that banking policies were probably more "conservative" in southern Iowa than elsewhere in the state. Dr. Kaldor observed that land investments in southern Iowa are not offset with more input from other capital. The farm output and income were likely related to the limited resources with which southern Iowa farmers either chose to or were forced to work.

Apart from the change and risk attitudes of the people, another value dimension which may hinder community adjustment proposals which require merging of separate organizations is the tendency to place a high value on local community or immediate neighborhood institutions. We do not know how widely or firmly this attitude is held. We hypothesize that it is an important element in the thinking and behavior of southern Iowans. The high degree of identification with local institutions is probably reflected in the reluctance to accelerate school consolidation and the almost complete lack of church consolidation. Opposition to multi-county governmental proposal may be opposed on this basis along with other objections.
There are probably important value differences among persons within southern Iowa communities which may hinder effective community reorganization. Again, while research data are lacking, we are willing to hazard a few hypotheses about differences in value and attitude patterns of different categories of persons in southern Iowa communities.

Effective community adjustments in southern Iowa are going to require close cooperation by farm and town people. What value or attitude differences exist between these two classes of residents? We might expect school consolidation to center in a county seat town, but do families from farm and rural non-farm residences about the county seat town want their children to attend a school in the county seat town? What animosity is there between residents of the small satellite community centers around the county seat town? Can we expect rural and non-rural residents who have attended different churches of the same denominations to merge easily into a unified church? Within a rural or non-rural strata of population, there are likely important socioeconomic differences which have corresponding value and attitude correlated. These differences may pose obstacles in communication and agreement on community adjustment proposals.

There will be obvious economic disadvantages to many businessmen and their employees in southern Iowa if certain consolidation measures were accomplished. It is alleged that the business community, in general, is opposed to the farm consolidation suggestions which have been given freely in this seminar. Some businessmen feel that farm consolidation will lead to fewer families, fewer customers, and hence lower receipts. While there may be some justification for this apprehension, farm consolidation may not necessarily lead to the disadvantage of the business man. One farm reorganization plan suggested by Dr. Schaller would have increased corn acreage from approximately 44,000 to 63,000 acres. Corn production would have increased from approximately 1,813,000 to 3,375,000 bushels. Very likely other farm outputs would have risen and gross and net farm income would have increased. Greater buying power for farm families would result, and business men would also benefit.

County seat towns enjoy a favorable position in the struggle for trade areas with the smaller community centers. Since it has never occurred, we have no data, but what would be the effect on the business and trade activities in a county seat town when the functions of government were moved to another town 20 or 30 miles distant? Which town ceases to be a county seat? Value conflicts are going to be evident in any such considerations. Location of the consolidated schools may also have some affect on business activities. New business activity with modern merchandising methods and more efficient operation probably may be discouraged by the existing business community.
We are told of one young man who started the first self-service grocery store in a small town. He has been in the town four years now and still has not been accepted socially by his business "friends".

In this final section of the paper, we should like to suggest some considerations for directing change in southern Iowa. Persons who are much closer to the actual condition will have to judge the value of the suggestions. Change is going to occur in southern Iowa whether we like it or not and whether or not rational action is taken to control this change. Efforts to provide for rational social change are probably largely limited to the area of public or semi-public control such as schools, churches, and governmental agencies.

First, the persons in the area must recognize the need for adjustment. Considerable, though probably inadequate, recognition of the need for adjustments of the school system of the area has occurred. Considerably less attention has been given to the necessity of adjustment in the other areas which have been cited in this paper. Second, can we rely upon the impetus for change to come from the region or must we attempt to bring the motivation for change from outside the region? In general, we probably cannot expect the first alternative to be sufficient to initiate and sustain the changes which are necessary. The "conservative bias" alluded to earlier will probably preclude this possibility. An example of the second alternative is present high school law as a means of initiating and accelerating school reorganization into larger size units. We could conjecture that many fewer consolidations would have occurred without this law. School aid may also be used this way. School aid now favors southern Iowa. In 1957, there was an expenditure of $11.24 per capita in state aid for the nine counties excluding Wapello, compared with $8.36 for the rest of the state. Reconsideration of the aid formula might be given to help any district which is going through considerable reorganization. Further aid might be forthcoming for the establishment of vocational and distributive training in schools. It would also seem that considerable state activity could be taken to encourage the development of vocational counseling in the schools.

Considerable attention is being given to ways in which the school curriculum could be improved to adequately prepare the young people for employment and living in the non-rural American society. Attention should not be focused solely on preparation for non-farm jobs. Boys who plan to farm will have to be better prepared for this occupation than has been true at any time in the past. Vocational agricultural programs should not be slighted, but neither should attempts be made to encourage boys to take this curriculum unless they seriously plan to become farmers. In short, all efforts should be made to upgrade preparation for farming and to encourage youth to seek the best use of their abilities. Proper education will reduce the transfer costs for those who migrate.
The leadership of the principal religious denominations in the area might attempt to provide a plan for directing the merger of various churches of their faith. Local level denominational mergers may also be considered. It is unlikely that the lay leadership of the church congregation will initiate mergers. If it occurs, the motivation and the sustaining force will likely have to come from the outside. An example of outside direction in this area is the Methodist Area Study. The Methodist church in Iowa has sent a questionnaire to all its churches to obtain a description of the resources and programs of the churches. On the basis of the results of the study, efforts will be made to determine which churches should be permitted to die, what circuit re-alignments should be made and what church mergers could be effected. The Methodists have set a membership of 400 as a minimum for the support of a minister. This 400 may include more than one church. In determining church alignments or mergers, the Methodists have decided, and wisely so, to follow school re-organization districts. Efforts of this kind reflect a far-sighted view. These and other measures can be taken by church leaders to adjust their church programs to population changes.

Finally, for the level of county government organization, active leadership could come from the state level. However, it is unlikely that immediate leadership for county-consolidation action is in the offing. The enabling bill to permit counties to merge activities was voted down in the recent legislature session. This measure was designed only to make it possible for counties to consider multi-county government. Could there be an Iowa Study Commission whose primary function would be to help draw a blueprint for reorganizing relationships among counties to permit multi-county operation and to redefine state-county relationships? A considerable amount of state money goes into county operation; consider schools, roads, and welfare funds to name only a few. These are powers which can be used to facilitate and direct the development of multi-county government and services.

Summary

Continued farm consolidation and the lack of evidence to suggest even modest industrial expansion will very likely lead to a further decline in population in southern Iowa. The reaction of many of the leaders in southern Iowa to the net out-migration rates has been to "hold the line", or to try "to keep the young people in the area by all possible means". The contention of this paper has been that this attitude, though understandable for various economic and other reasons, will only work to the long range detriment of the people and communities in the region. It was suggested that the first step in trying to reorganize community systems was to convince the leaders and people of southern Iowa that a declining population base will be a characteristic of the
region for the immediate and foreseeable future. This may be a major task in itself. If this view is accepted, then efforts can be made to consider forms of reorganization of community systems.

It would seem that the geographical areas served by a school, church, or trading area must be expanded to obtain a sufficient number of people to adequately support the institutions. In general, this will mean consolidation of some existing schools, churches, and county governmental units. Some trade centers will further decline in importance. It is unlikely that these changes will occur easily. It was suggested that some of the initiating and sustaining forces for changes may have to come from outside the area.

Obstacles to change and a few bases for support of community adjustment proposals were cited. Some specific recommendations were suggested.