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Community Bond Indebtedness: Mortgaging the Future

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Bonds are capital instruments commonly used by local governments to finance public projects. In 1991 local governments in Nebraska carried a total bond indebtedness of slightly over \$1 billion. That debt was carried by 311 of the state's 532 reporting communities. Two hundred twenty one (or 41.5 percent) of the 532 reporting communities reported no outstanding bonds. Per capita debt among the 311 communities ranged from \$71 to \$1,969.

The issuance of bonds to partially or fully finance current public projects results in a community mortgaging its future. But how far should a community go in mortgaging its future? This question is the subject of this article, which reports the findings of a recent Bureau of Business Research (BBR) study that identified the regional pattern of communities in Nebraska that are likely to display difficulties in meeting their financial obligations. The study was partially funded by a research grant from the Nebraska Bankers Association. Data for the study were provided by the Nebraska State Auditors Office. The study period was 1991.

Communities of all size have utilized bonds to finance public projects (Table 1).

Data from 1991 show that over half of the outstanding municipal debt was incurred to fund water, sewerage, and electric utility improvements. These projects (as well as pools, golf courses, and marinas) can be expected to generate revenues to at least partially, if not fully, fund the debt. Table 2 indicates that bonds were used to finance other projects that are unlikely to generate sufficient revenue to amortize the outstanding debt.

One measure of liability for bonded indebtedness is the average per capita liability (APCL), computed by dividing the outstanding debt by population. Table 3 shows the APCL by community size.

Table 1 **Distribution of Outstanding Debt** by Community Size

Population Size	Total Number of Towns	Total Outstanding Debt
0 - 999	209	\$35,959,105
1,000 - 2,499	56	36,723,953
2,500 - 4,999	16	18,876,557
5,000 - 9,999	17	71,520,935
10,000 - 29,999	9	142,852,181
Over 30,000	4	720,805,533
Total	311	\$1,026,738,264

Table 2 **Percent Distribution of Outstanding** Community Debt by Use of Funds

Use of Funds	Percent of Total
Waste Water Utilities Water Utilities Electric Utilities Other Utilities	4.6 9.2 43.5 3.0
Public Works ^a	5.0
Recreation	0.8
Municipal Building ^b	3.1
Paving & Landfill Other Uses ^c	1.2
Other Uses ^c	6.9
Use Not Specified	23.0

Type utility or public work not specified blincludes municipal building, annexes, libraries and fire department buildings (equipment).

Cincludes bond anticipation notes, refinancing bonds, FMHA assumption.

tion bonds and nursing homes

Figures may not total 100 percent due to rounding

Average by	Table 3 e Per Capita Community	Liabilities Size
Population Size	Number of Communities	Average Per Capita Liability
0 - 999 1,000 - 2,499 2,500 - 4,999 5,000 - 9,999 10,000 - 29,999 Over 30,000	209 56 16 17 9 4	\$271 375 312 601 836 1,205

Given the variation in APCL shown in Table 3, it is not surprising also to find significant variation by region. Figure 1 shows the total debt outstanding and the APCL for each region. The top line of data provides total debt outstanding. For example, Lancaster County's total debt outstanding in 1991 was \$439,892,148. Data shown in parenthesis represent per capita indebtedness. The per capita liability for Lancaster County in 1991 was \$2,239. Per capita liabilities range from \$134 in the West Central region to \$2,239 in Lancaster County.

A significant part of the regional variation in total debt and APCL is due to the institutional arrangement for delivering public, especially utility, services. In the Omaha area, for instance, Omaha Public Power District debt does not appear on local government budgets; in Lancaster County, in contrast, the outstanding debt of the Lincoln Electric System is a liability of local government. In other areas of the state the utilization of Rural Electric

Cooperatives or the retailing of electric services by the Nebraska Public Power District influences community debt outstanding. Similar differences in institutional arrangements also may exist for water delivery services. To illustrate the importance of this consideration, Figure 2 shows the variation in the percent of total outstanding debt accounted for by utility debt and electric utility debt by region. The top line of data shows percent of outstanding debt accounted for by all public utilities. The data shown in parenthesis represent the outstanding debt accounted for by electric utilities.

Generally, the higher a community's APCL, the more a community has mortgaged its future to provide present public services.

The APCL is a prime indicator of the relative financial condition of the local government budget. Were communities with high APCLs concentrated in certain regions of the state? Or was likely financial stringency a more ubiquitous phenomenon? In view of these questions we identified by region those communities with an outstanding debt of greater than \$871 per capita. This was the average APCL for all Nebraska communities. Next, we looked at those towns with over \$500 debt per capita. Forty six communities had an APCL above \$871, and an additional 59 had a per capita indebtedness between \$500 and \$871. Table 4 gives a regional distribution of these communities. Individual communities are not disclosed in Table 4 or in later tables as the intent of this article is to call attention to local government indebtedness. Anyone interested in a particular community's indebtedness can obtain the appropriate information from either the community in question or the State Auditors Office.

Figure 1
Average Per Capita Liabilities, by Region

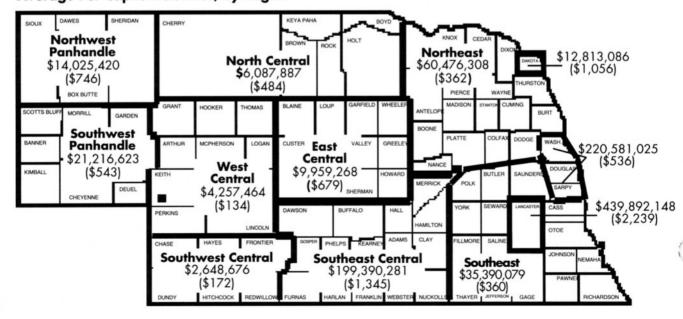
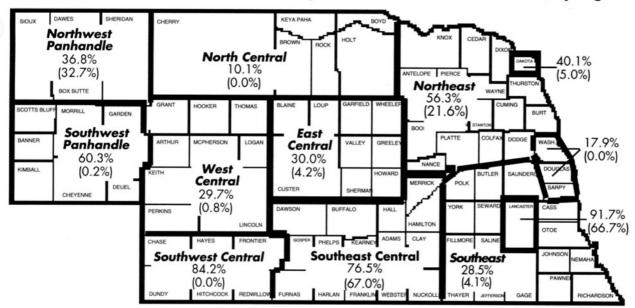


Figure 2
Percent of Outstanding Debt Accounted for by Public Utilities and Electric Utilities, by Region



Column 2 in Table 4 records the number of communities registering an APCL above \$871; column 3 contains a distribution for those communities with an APCL between \$500 and \$871. The final column contains the percent of all communities within the region with a APCL greater than \$500.

Communities in the state's urban counties had a higher incidence of bonded indebtedness exceeding \$500. All areas of the state had at least one community with above average per capita indebtedness. The West Central and Southwest Central regions had the fewest communities with an APCL exceeding \$500. For those 46 communities with an APCL exceeding \$871, 36 (or 78 percent) had no electric utility debt outstanding. For the remaining ten communities electric utility debt ranged from 0.8 percent to 100 percent of outstanding debt. On average, electric utility debt accounted for 52.9 percent of the total debt issued by these ten communities.

Four hundred five (76 percent) of Nebraska's 532 communities that reported financial statistics to the State Auditor lost population between 1980 and 1990. The loss of population, other things equal, increases the APCL and therefore the burden of a given amount of debt on the remaining population. If these communities continue to lose population in the 1990s the APCLs reported in Table 4 will rise unless a significant fraction of outstanding debt is paid. The population base remaining to pay the remaining debt will decrease. The greater the population loss, the more rapid the escalation in APCL. Table 5 contains the regional distribution of communities losing more than 25 percent and between 10 and 25 percent of their population between 1980 and 1990. For the purposes of our analysis we assumed that communities losing

Table 4	
Regional Distribution	of
Communities with High	

Region	Number of Communities with an APCL above \$871	Number of Communities with an APCL between \$500 & 871	Percent of Communities with an APCL above \$500
Dakota County Washington, Douglas and Sarpy County	2 0	0	40 33
Lancaster County Northeast Southeast Southeast Central	4 7 11	2 10 14	46 16 17
East Central Southwest Central West Central	5 1 1	15 4 0 0	25 25 5 4
North Central Southwest Panhandle Northwest Panhandle	2 2 2	4 4 0	19 24 18

continued, page 4

over 10 percent of their population in this ten year period were most likely to continue to experience significant population loss in the future. A total of 55 communities lost more than 25 percent of their population between 1980 and 1990; an additional 168 communities lost between 10 and 25 percent.

All regions of Nebraska, with the exception of the Omaha region, had over 30 percent of their communities showing a population loss of greater than 10 percent. Over half the communities in the Nebraska Panhandle and North and West Central regions experienced such losses in population. Overall, 42 percent of Nebraska's communities experienced a population loss of 10 percent or more.

Those communities exhibiting both a significant population loss during the 1980s and a high APCL are likely to be most vulnerable to financial vicissitudes in the 1990s. Only 17 (or 31 percent) of the 55 communities losing over 25 percent of their population between 1980 and 1990 had any outstanding debt. Four communities that experienced such a population loss had over \$870 per capita in outstanding debt. Two of these communities were in the Southeast region, one was located in Lancaster County, and one was in the West Central region. An additional three communities had over a 25 percent population loss and an

outstanding debt between \$500 and \$870 per capita. One community was located in the Southeast region; the other two were in the Southeast Central region. These seven communities are most vulnerable to future significant increases in their APCL and, therefore, are likely to encounter financial stringency.

If we focus on communities losing between 10 and 25 percent of their population between 1980 and 1990, we find a total of 32 that had an outstanding debt of greater than \$500 per capita. Twelve communities experienced such a population loss and had an outstanding per capita debt greater than \$871. These communities were located in the Southeast (3), East Central (2), Southeast Central (4), and Northeast (2), and Southwest Panhandle (1) regions. The 20 communities with a population loss between 10 and 25 percent and an APCL between \$500 and \$871 were in the Southeast (5), East Central (3), Southeast Central (5), North Central (1), Northeast (2), and Southwest Panhandle (4) regions. While not as likely to exhibit financial exigencies in the future, these communities are likely to experience rising APCLs, if past trends continue

Admittedly, our study used crude indicators to identify communities in the state likely to display financial difficulties in servicing debt. The necessity of confronting debt can be met through higher taxes and/or higher user charges for services as well as

(continued, page 7)

Table 5 Regional Distribution of Communities with Significant Population Loss: 1980 - 1990

Region	Number of Communities Experiencing Greater Than 25 Percent Population Loss	Number of Communities Experiencing 10 Percent— 25 Percent Population Loss	Percent of Region's Communities Losing More Than 10 Percent of Population
Dakota County Washington, Douglas	0	2	40 6
and Sarpy County Lancaster County Northeast Southeast Southeast Central East Central Southwest Central West Central North Central Southwest Panhandle Northwest Panhandle	2 7 16 7 6 3 3 7 1 2	2 31 42 38 10 6 11 9	31 37 39 46 44 43 58 52 56 55

A number of our readers have asked us to report on employment trends at the county level. The following table provides county level employment, along with average annual growth rates and county rankings, for two time periods: 1980-1990 and 1990-1992.

County		& Salary loyees 1990	Average Annua Growth Rate 1980-1990	ıl Rank	County	Wage & Salary Employees 1992	Average Annu Growth Rate 1990-1992	al Rank
Adams Antelope Arthur Banner Blaine Boone Box Butte Boyd Brown Buffalo Burt Butler Cass Cedar Chase Cherry Cheyenne Clay Colfax Cuming Custer Dakota Dawes Dawson Deuel Dixon Dodge Douglas Dundy Fillmore Franklin Frontier Frontier Furnas Gage Garden Garfield Gosper Grant Greeley Hall Hamilton Harlan Hayes Hitchcock Holt Hooker Howard Jefferson Johnson Kearney Keith KeyaPaha Kimball Knox Lancaster Lincoln Logan Loup Madison Mcpherson Merrick Morrill Nance Nemaha Nuckolls Otoe Pawnee	14,687 2,580 230 301 242 1,935 6,386 811 1,524 15,220 2,443 2,083 3,946 2,872 1,973 2,356 4,158 2,964 3,853 3,654 4,472 7,929 3,365 4,472 7,929 3,365 1,168 2,917 9,528 943 798 590 356 887 24,337 3,032 1,287 2,017 9,528 943 798 590 356 887 24,337 3,032 1,287 2,017 9,528 943 798 590 356 887 24,337 3,032 1,287 2,017 9,528 1,478 3,781 1,672 2,618 4,037 2,427 1,989 4,477 3,05 1,788 1,989 4,477 3,05 1,989 4,477 3,05 1,989 4,477 3,05 1,989 4,477 3,05 1,989 4,477 3,05 1,989 4,477 3,05 1,989 1,988 2,618 1,989 1,989 1,989 1,988 2,919 1,988 2,417 6,188 1,989 1,989 1,989 1,988 2,425 1,068 2,484 2,176 5,466 8,47	15,417 2,459 198 267 217 2,130 6,359 1,217 18,233 2,226 4,037 2,890 1,743 2,199 4,862 4,301 12,127 3,190 2,14675 294,295 12,642 1,003 9,213 14,675 294,295 1,003 9,213 1,003 9,213 1,003 1,125 1,276 3,125 1,292 1,276 3,125 1,292 1,276 3,125 1,276 3,125 1,276 1	0.49% -0.48% -1.19% -1.19% -1.08% 0.96% -0.04% -1.01% -2.22% 1.82% -0.80% 0.67% 0.23% -0.69% 1.58% -1.00% -1.53% -0.56% -0.39% 4.34% -0.53% -0.11% -1.16% -0.16% -1.13% -0.16% -1.33% -0.27% 0.32% -0.38% -1.96% -1.33% -0.38% -1.96% -1.10% -1.51% -1.10% -1.50% -1.10%	285337723970194433677028455575584135841285010611839022294433337612845574356421 8533772397019444336770284557558413584128501061183902228644333385873256421	Adams Antelope Arthur Bainee Boone Box Butte Boone Box Butte Boyd Brown Buffalo Burt Butler Cass Cedar Chase Cherry Cheyenne Clay Colfax Cuming Custer Dakota Dawes Dawson Deuel Dixon Dodge Douglas Dundy Fillmore Franklin Frontier Furnas Garfield Gosper Grant Greeley Hall Harlan Hayes Hitchcock Holt Hooker Howard Jefferson Johnson Kearney Keith KeyaPaha Kimball Knox Lancaster Lincoln Logan Loup Madison Merrick Morrill Nance Nemaha Nuckolls Otoe Pawnee	15,753 2,425 184 251 2,121 6,175 1,288 19,686 2,212 2,248 4,369 3,043 1,757 2,280 4,693 2,758 4,202 10,560 3,279 10,511 2,97 2,97,085 2,7669 911 1,956 9,405 849 795 5,74 267 8,202 10,503 1,757 2,200 14,949 297,085 2,758 2,	1.08% -0.69% -3.60% -3.04% -1.63% -0.21% -1.46% 1.89% 2.88% 3.91% -0.49% 4.03% 2.61% 0.40% 1.83% -1.75% 1.44% 3.87% -0.27% -1.16% -6.68% 1.39% 9.72% -0.80% 2.01% 0.47% -0.43% 0.51% -0.20% -2.38% -1.78% 0.53% -1.78% -0.53% -1.78% 0.53% -1.78% 0.53% -1.78% 0.53% -1.78% 0.53% -1.78% 0.53% -1.78% 0.53% -1.78% 0.53% -1.78% 0.53% -1.78% 0.53% -1.78% 0.53% -1.78% 0.53% -1.78% 0.53% -1.78% 0.53% -1.78% -1.66% -1.	36276457314775666738189012230866442297788940207775894006305791215318176915

(cont'd) County		& Salary oyees 1990	Average A Growth F 1980-1990	nnual Rate Rank	County	Vage & Salary Employees 1992	Average Annua Growth Rate 1990-1992	al Rank
Perkins Phelps Phelps Pierce Platte Polk Red Willow Richardson Rock Saline Sarpy Saunders Scotts Bluff Seward Sheridan Sherman Sioux Stanton Thayer Thomas Thurston Valley Washington Wayne Webster Wheeler York	1,115 4,442 1,930 13,345 1,676 5,480 3,383 911 5,106 25,394 3,925 16,507 5,043 2,506 998 450 1,460 2,516 344 2,349 1,695 4,393 2,799 1,260 440 5,954	1,108 4,692 2,039 15,711 1,717 5,229 3,267 758 5,622 35,264 4,353 16,564 6,225 2,276 930 3,90 1,397 2,442 288 2,268 1,935 5,420 3,101 1,104 461 7,049	-0.06% 0.55% 0.55% 1.65% 0.24% -0.47% -0.35% -1.82% 0.97% 3.34% 1.04% 0.03% 2.13% -0.96% -0.70% -1.42% -0.44% -0.30% -1.76% 1.33% 2.12% 1.03% -1.31% 0.47% 1.70%	40 27 26 11 32 54 49 87 17 37 66 61 81 53 47 86 50 14 7 18 79 29	Perkins Phelps Pierce Platte Polk Red Willow Richardson Rock Saline Sarpy Saunders Scotts Bluff Seward Sheridan Sherman Sioux Stanton Thayer Thomas Thurston Valley Washingtor Wayne Webster Wheeler York	1,099 4,856 1,932 16,116 1,670 5,191 3,387 737 6,048 34,554 4,736 17,144 6,456 2,232 894 383 1,433 2,468 290 2,232 1,836 5,755 3,653 1,179 455 7,411	-0.41% 1.73% -2.66% 1.28% -1.38% -0.36% 1.82% -1.39% 3.72% -1.01% 4.31% 1.74% 1.84% -0.97% -1.95% -0.90% 1.28% 0.53% 0.35% -0.80% -2.59% 3.04% 8.54% 3.34% -0.65% 2.54%	55 26 85 33 71 524 72 69 5 25 26 80 65 34 42 48 64 81 3 10 61 18

	Revised June 1994	Preliminary July 1994	% Change vs. Year Ago
Place of Work Nonfarm Manufacturing Durables- Nondurables Cons't/Mining TCU* Trade Retail Wholesale FIRE** Services Government	781,495 105,028 51,470 53,558 37,234 47,582 194,949 142,217 52,732 50,940 194,392 151,370	777,827 104,517 50,931 53,586 37,106 47,630 195,067 143,401 52,666 50,856 194,545 148,106	2.0 2.4 6.0 -1.0 1.1 1.2 0.2 0.9 -1.8 0.0 3.3 3.4
Place of Residence Civilian Labor Force Unemployment Rate	891,468 3.3	894,998 2.9	2.3

Table II City Business Indicators June 1994 Percent Change from Year Ago

The State and Its Trading Centers NEBRASKA Alliance Beatrice Bellevue Blair Broken Bow Chadron Columbus Fairbury Falls City Fremont Grand Island Hastings Holdrege Kearney Lexington Lincoln McCook Nebraska City Norfolk North Platte Ogallala Omaha Scottsbluff/Gering Seward Sidney South Sioux City York	Employment (1) 2.4 0.7 4.1 2.0 2.0 3.5 2.9 3.7 1.8 1.5 2.6 1.9 1.8 3.8 4.0 2.4 2.6 0.8 3.3 2.9 1.6 3.5 2.0 3.0 2.6 0.8 1.5 3.3	Building Activity (2) 33.1 68.5 38.9 -31.0 353.2 -41.1 -47.6 57.7 28.1 31.0 326.4 18.6 25.9 623.4 -14.2 22.1 89.4 -4.3 2.8 28.2 181.0 165.8 11.6 54.1 -20.2 37.4 97.3 29.1
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(1) As a proxy for city employment, total employment (labor force basis) for the county in which a city is located is used (2) Building activity is the value of building permits issued a spread over an appropriate time period of construction. Th U.S. Department of Commerce Composite Cost Index is used to adjust construction activity for price changes Sources: Nebraska Department of Labor and reports from private and public agencies

Source: Nebraska Department of Labor

through bankruptcy. Higher taxes and user fees reduce the disposable income of residents in the community and may result in a further exodus of opulation and a failure to attract new businesses and residents to the area.

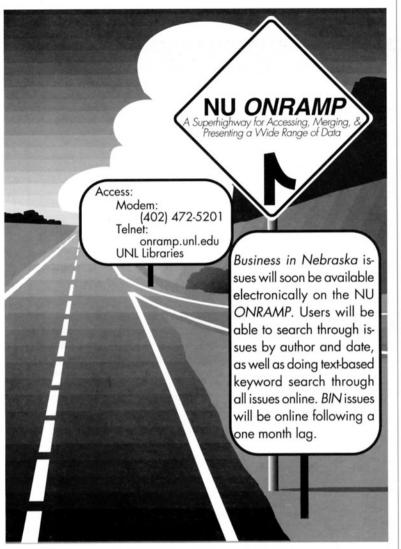
Although our analysis is too preliminary to allow us to predict calamity for the communities identified above as prone to difficulties, the results clearly identify certain communities where vigilance is indicated. The fact that impacted communities are found in all areas of the state indicates to us that regional factors within the state have little to do with the financial condition as measured by bonded indebtedness per capita. Rather the culprit is likely to be found in a combination of the specific conditions of the local communities' fiscal situations (i.e., need to expand or replace utility capacity) and their responses to federal- and state-mandated spending.

	Table Price In		
Consumer Price Index -	August 1994 U*	% Change vs. Year Ago	YTD % Change vs. Year Ago
(1982-84 = 100) All Items Commodities Services	149.0 134.3 164.2	2.9 2.4 3.3	2.5 1.4 3.4
U* = All urban consum Source: U.S. Bureau of	ers Labor Statistics		

Table IV Net Taxable Retail Sales of Nebraska Regions and Cities						
	City Sales (2)		Region Sales (2)			
Region Number and City (1)	June 1994 (000s)	% Change vs. Year Ago	June 1994 (000s)	% Change vs. Year Ago	Year to Date % Change vs. Year Ago	
NEBRASKA 1 Omaha Bellevue Blair 2 Lincoln 3 South Sioux City 4 Nebraska City 6 Fremont West Point 7 Falls City 8 Seward 9 York 10 Columbus 11 Norfolk Wayne 12 Grand Island 13 Hastings 14 Beatrice Fairbury 15 Kearney 16 Lexington 17 Holdrege 18 North Platte 19 Ogallala 20 McCook 21 Sidney Kimball 22 Scottsbluff/Gering	1,184,153 412,845 14,426 6,183 151,729 7,374 4,836 20,554 2,990 2,559 4,389 8.151 18,763 24,022 3,507 42,599 19,074 8,694 2,913 26,295 7,153 4,657 20,771 5,787 8,507 6,127 1,637 21,960	11.5 10.2 2.6 10.9 9.5 29.4 11.4 16.3 -4.0 -19.8 18.3 24.7 29.6 15.6 5.0 12.9 10.1 -3.9 32.7 21.5 -3.4 16.7 4.0 9.6 5.5 -12.3 13.4	1,352,814 512,399 * 176,612 10,488 24,226 35,623 * 10,627 16,020 17,734 32,158 41.525 60,786 30,455 19,901 * 36,172 19,976 9,287 26,930 12,521 12,268 10,712 * 30,318	10.4 10.1 * 9.5 20.6 5.5 10.4 3.1 1.0 13.7 17.4 10.6 11.8 8.9 1.8 1.9 12.6 1.3 15.0 9.4 6.0 2.6 *	9.2 9.6 * 9.5 14.0 4.5 8.3 3.7 0.9 5.2 10.0 8.5 * 12.0 6.2 -1.5 * 11.1 6.6 -0.9 11.2 6.1 4.2 6.3	
23 Alliance Chadron 24 O'Neill Valentine	5,674 3,338 4,032 3,557	2.9 5.3 -4.5 -1.7	16,910 17,290	4.6 9.5	5.8 3.7 * 5.0	
25 Hartington 26 Broken Bow	1,546 4,132	-1.7 -2.9 7.1	8,807 13,277	1.3 1.8	2.2 2.4	

Compiled from data provided by the Nebraska Department of Revenue

See Figure II of previous *Business in Nebraska* issues for regional composition
Sales on which sales taxes are collected by retailers located in the state. Region totals include motor vehicle sales Within an already designated region



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County of the Month

Holt

O'Neill—County Seat



License plate prefix number: 36

Size of county: 2,406 square miles, ranks 5th in the state **Population:** 12,599 in 1990, a change of –7.0 percent from 1980

Median age: 34.4 years in Holt County, 33.0 years in Nebraska in 1990

Per capita personal income: \$17,878 in 1992, ranks 44th in the state

Net taxable retail sales (\$000): \$76,672 in 1993, a change of -3.8 percent from 1992; \$37,040 during January-June 1994, a change of 1.7 percent from the same period one year ago

Number of business and service establishments: 398 in 1991; 64.3 percent had less than five employees

Unemployment rate: 2.5 percent in Holf County, 2.9 percent in Nebraska for 1993

i	Holt			
	Nonfarm employment (19	State	County	
	Wage and salary workers	762,703	3,326	
	,		of total)	
	Manufacturing	13.5%	3.5%	
	Construction and Mining	4.3	2.8	
	TCU	6.2	5.7	
	Retail Trade	18.4	25.7	
	Wholesale Trade	6.8	11.4	
	FIRE	6.6	4.6	
	Services	24.6	21.3	
	Government	19.6	25.1	
	Total	100.0%	100.0%	

Agriculture:

Number of farms: 1,265 in 1992, 1,393 in 1987

Average farm size: 1,097 acres in 1992

Market value of farm products sold: \$170.5 million in 1992 (\$134,835 average per farm)

Sources: U.S. Bureau of the Census, U.S. Bureau of Economic Analysis, Nebraska Department of Labor, Nebraska Department of Revenue

