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Farm Foundation

Increasing Understanding of Public Problems and Policies

1997

- THE FUTURE OF LAND GRANT UNIVERSITIES
- AGRICULTURAL POLICY AT THE END OF THE 20TH CENTURY
- INDUSTRIALIZATION OF AGRICULTURE
- ADMINISTERING ENVIRONMENTAL LAW: IMPACTS ON PRIVATE LANDOWNERS AND PUBLIC USES
- WELFARE REFORM
- THE CHANGING NATURE OF RURAL COMMUNITIES

Subjects of Previous Conferences

- 1980 Dispersed vs. Concentrated Agriculture • Ethics of Public Policy • Productivity • Rural Transportation • Energy Policy Issues • Policy Issues and Educational Approaches
- 1981 Government Programs and Individual Decisions • Public Support of Research and Extension • Agriculture in the 1980s • Methodology of Public Policy Education
- 1982 Domestic Economic Policy • Federal Government Role in Resource Management • Trade Policy • Financing Government Under Tight Budgets • Food Policy
- 1983 Economic Transition • Land Ownership Issues and Policy Education Approaches • The U.S. Food and Agricultural System in the International Setting • The Policy Education Process
- 1984 Federal Deficit • Providing Public Services in an Era of Declining Taxpayer Support • Water Policy • Distribution Issues in Food and Agricultural Policy • Methodology Workshops • Emerging Policies of Food and Agriculture
- 1985 The Changing Face of America • The Changing Face of Agriculture • Status of 1985 Agricultural and Food Legislation • Tax Policy Revision • Developing Policy Education Programs on Controversial Issues
- 1986 Balancing the Federal Budget • Effects of Agriculture and Trade Policies on the Competitiveness of U.S. Agriculture • Human Stress and Adjustment in Agriculture • The Food Security Act of 1985 and Public Policy Education for the Future
- 1987 Socioeconomics of Rural America • Rural Revitalization • U.S. Agriculture in the International Arena • Role of Values, Beliefs and Myths in Establishing Policy • Policy Education and the Policy Process
- 1988 Policy Choices for Revitalizing Rural America • Priority Issues for a New Farm Bill • Opportunities for Joint Public Policy Education • Emerging Issues in Agricultural and Food Policy • Emerging Resource Issues • International Agricultural Relations
- 1989 The Global Environment for the U.S. Economy in the 1990s • Family Policy • Rural Development Policy • Public Policy Education • Water Quality Policy
- 1990 An Evolving Public Policy Education • Safe Food and Water: Risks and Tradeoffs • Balancing Environmental and Social Concerns with Economic Interests in Agriculture • Structural Change in Food Industries and Public Policy Issues • Toward a New Europe
- 1991 Global Competitiveness, Productivity and Social Impacts • Public Policy Education Methods • Policy for Environment and Economic Development • Rural Resource Development and Work Force Productivity • Political Economy of the Dysfunctional Family
- 1992 Public Policy Education in the 1990s • Agriculture and Environmental Policymaking: Issues, Actors, Strategies • The Rural Social Infrastructure • Domestic Consequences of Evolving International Trade Policy
- 1993 The Status of Agriculture and Rural America • An Evolving Public Policy Education • Health Care Reform • Public Issues Education and the NPPEC • Environmental Policy: The Legislative and Regulatory Agenda
- 1994 Ethical Perspectives in Public Policy Education • Transition of Food and Agricultural Policy • Building Human Capital: Reforming Education • Environmental Policies • Local Impacts of Trade Policy • Financing K-12 Education • Sustainable Rural Policy
- 1995 Citizen Involvement • Renegotiating the Social Contract • Environmental Policy Trends: Implications for Agriculture and Natural Resource Use • Food Safety Policy • 1995 Farm Bill Update • Sustainability and Industrialization: Conflicting or Complementary
- 1996 Changing Federalism • Forces that Shape Our National Values: Implications for Policy Education • The 1996 Farm Bill: Implications for Farmers, Families, Consumers and Rural Communities • Societal Issues of Work and Family • Property Rights: Their Allocation and Distribution

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Increasing Understanding of Public Problems and Policies—1997

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FOREWORD

This publication reports the major discussions of the 47th National Public Policy Education Conference, held September 21-24, 1997, in Charleston, South Carolina. The 148 participants represented most states, the United States Department of Agriculture and other public agencies.

The conference series is designed to improve the policy education efforts of those extension workers responsible for public affairs programs. The ultimate goal is to help citizens, repeatedly faced with solving local and national problems, to make more intelligent and responsible decisions.

Specific objectives include:

- to provide timely and useful information on public issues
- to explore different approaches to conducting public policy education programs
- to share ideas and experiences in policy education

Farm Foundation finances the instructional staff for this annual conference, as well as the transportation of one individual from each Extension Service. The Foundation plans each conference in conjunction with the National Public Policy Education Committee. It also finances publication and distribution of these yearly proceedings, which are made available to state and county Extension personnel, teachers, students, and others interested in increasing understanding of public policy issues.

Harold M. Harris, Jr., Chairman
National Public Policy
Education Committee

Walter J. Armbruster
Managing Director
Farm Foundation

December 1997

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R.J. HILDRETH AWARD

FOR

CAREER ACHIEVEMENT IN PUBLIC POLICY EDUCATION

To encourage scholarship and leadership within the policy education professional community by recognizing individuals who have demonstrated excellence through public policy education programs over their career.

Alan Hahn _____

Alan Hahn has made major contributions to his fellow extension educators through his leadership in advancing public issues education methodology. Hahn's insights from the disciplines of government and public affairs have helped in addressing the complexities of modern issues, changing decision-making processes and new extension audiences.

Hahn earned a Ph.D. degree in Government in 1969 from Indiana University from which he also holds a M.A. in Government and a B.A. in Sociology. He joined the Department of Consumer Economics and Housing at Cornell University in 1969 where he served until 1976. From 1976 until he retired in 1996, he was on the faculty of the Department of Human Service Studies. Hahn has served on the Northeast Public Policy Education Committee and has been a presenter at a number of National Public Policy Conferences.

Hahn has been a major contributor to several publications of enduring quality. He wrote "Education for Public Decisions" modules of "*Working with Our Publics*" ("Stages of Decision-making" in Unit II and "Issues Evolution/Educational Intervention" in Unit IV). He was a leader of the 1993-94 Public Issues Education Task Force of the National Public Policy Education Committee which led to publication of *Public Issues Education: Increasing Competence in Resolving Public Issues*. He was lead writer for the sections on working with the news media and evaluating public issues education (Chapter 4). *Educating About Public Issues: Lessons from Eleven Innovative Public Policy Education Projects*, co-authored with Jennifer Greene evaluated eleven innovative policy education projects and in the process identified lessons learned about effective coalitions for public policy education.

Irvin W. Skelton _____

"Irv" Skelton's contributions to public issues education have been in the form of wise advice to policy educators and their organizations, his strong administrative support, and his liaison role between extension administration, USDA, Farm Foundation, and the policy education community.

Skelton received a B.S. in Agri-Business from the University of Wyoming, a M.Ed in Extension Education from Colorado State University, and a Ph.D. in Agronomy from the University of Wyoming. During his 37 year extension career, Skelton held a number of positions ranging from the county level to the state level administrative positions in Wyoming, New Mexico, and Alaska. He retired from the University of Alaska, Fairbanks, in June of 1997.

Irv served as Administrative Advisor for the Western Public Policy Committee and as a member of the National Public Policy Education Committee from 1987-1996. His involvement on these committees has not been as a sleepy participant at mundane gatherings. He has kept participants involved in meetings with his quick wit, in depth comments and critiques. He asks the tough questions and encourages educators to view public issues as both an educational process and a public service. He has functioned as a mentor and as a taskmaster.

W. Fred Woods

W. Fred Woods is National Program Leader, Public Policy/Issues Education, Cooperative Research, Education and Extension Service-USDA. Representing the federal partner in extension work, Woods has been a staunch advocate of sound public issues education methodology, a source of up-to-date information on policy developments, and catalyst-facilitator for many important regional and national public policy projects. Through his efforts, the doors of policy makers were opened to policy educators and linkages made to relevant implementing agencies and interest groups.

Woods received his B.S. degree in Agriculture in 1960 and his M.S. in 1961 from Auburn University. He completed course work for a Ph.D. degree in Public Finance at American University in Washington, D.C. Fred has 23 years of service to public policy education. He has served as the USDA representative on the National Public Policy Education Committee and has attended the National Public Policy Education Conference for most of those 23 years. In his role as a National Program Leader he has secured funding for important national and regional committee projects; and he has authored hundreds of papers, articles, and bulletins on key public issues as well as on extension methodology. He managed and directed efforts to improve extension program evaluation and accountability and has been an effective policy educator in his own right with an array of groups that move through Washington, D.C. Fred does his work tirelessly, with a sense of humor and with an undying belief that the Land Grant-USDA system can work efficiently.

OUTSTANDING ACHIEVEMENT IN PUBLIC ISSUES EDUCATION

To encourage scholarship and leadership within the policy education professional community by recognizing extension education programs that have demonstrated excellence in scholarship, provided important public service, and demonstrated innovativeness.

1997 Award

Responding Knowledgeably: From Welfare Reform to Well-Being

Jean W. Bauer, Ph.D., Professor, Family Social Science, University of Minnesota

Bonnie Braun, Ph.D., Associate Dean of Outreach and Associate Professor, Family Social Science, University of Minnesota

Jean Bauer and Bonnie Braun seized the opportunity to educate citizens on the complex public policy issue of welfare reform. The 1996 welfare reform legislation dramatically changed 61 years of government assistance to families. *Responding Knowledgeably: From Welfare Reform to Well-Being* was designed to (1) increase awareness of the historic and contemporary nature of public assistance legislation in the U.S., (2) facilitate exchange of information, concerns, and ideas among community and professional leaders, and (3) refocus the legislation from the problem (welfare for a few) to the opportunity (well being for all) using research and theoretical frameworks. The program focused on the “five I’s” of information, issues, impact, implications, and imperatives. Educational forums with the public started six weeks after passage of the 1996 welfare reform legislation. Program elements included state and national satellite broadcasts, a national welfare reform think-tank, in-service training for extension faculty, presentations to professional society meetings, and development of a welfare reform web page. For this public policy programming to be effective, it had to reach large numbers of people, with diverse levels of knowledge and attitudes, dispersed across the state and nation within a short time frame. Bonnie and Jean built the capacity of this program to meet the needs of multiple learners with the innovative use of electronic technologies. While ultimate outcomes remain to be seen, reaction to this program from citizens and public officials has been very favorable.

Abstracts

The Future of Land Grant Universities

Land Grant University Research and Extension in the 21st Century

*John Wefald
Kansas State University*

Agriculture has been important throughout human history and remains so today. One of the major reasons for the success of U.S. agriculture has been the land grant university system. Land grant universities—as educational institutions, cultivators of research and through their extension function—have transmitted technology and expertise throughout the agribusiness chain. Kansas State, a land grant university, is conscious of the successes of the past and is looking forward to addressing the challenges of the 21st Century.

A Reality Check

*Bud Webb
South Carolina General Assembly*

University faculty are viewed by legislatures as the most over-paid, under-worked group of individuals in the world. For example, although a Clemson faculty member teaches an average of seven or eight hours a semester, some members of the South Carolina legislature take that literally. Furthermore, legislators and businesspeople do not understand tenure. They perceive it as a 30-year faculty contract that protects nonproductivity and misconduct. Since perception is reality, the issue is how do we change perceptions?

Land Grant Colleges and Universities of the Future

*Michael J. Phillips
National Research Council*

In the future, the ability of U.S. agriculture to capitalize on trade opportunities will depend less on subsidization by the government and more on gains in efficiency and productivity—which can only be achieved if this country has a strong agricultural research base. Ensuring the conduct and quality of agricultural education and research has historically been entrusted with the land grant colleges of agriculture (LGCAs). However, many questions have been raised as to whether LGCAs have positioned themselves to meet the challenges of the 21st Century. The National Research Council report concluded that a national science and education infrastructure that underpins continued advances in the food and agricultural system and federal support of that system, remains squarely in the national interest. It also concluded that,

although the land grant system has served the nation well, there is need for change in four principle areas: relevancy, efficiency, commitment, and accountability.

Vulnerability of the Land Grant Colleges of Agriculture: A Public Affairs Perspective

Allen Rosenfeld
M&R Strategic Services

The National Research Council report on the land grant colleges of agriculture (LGCA) is a long-overdue warning that the decades-old public policy debate over LGCA issues has produced very little substantive change in the system, and that further delay could have unforeseen negative consequences. In this sense, the report's recommendations are not simply just one among many sets of ideas to be dusted off the shelf for the next seminar, colloquium or public policy education conference. Rather, they could be put to better use as a possible road map for navigating some of the political rapids that are carrying the LGCAs toward a new public policy crossroad.

The Future of Land Grant Universities: A Response to the Report of the National Research Council

LeRoy Luft
Idaho Cooperative Extension System

The National Research Council (NRC) report on the land grant colleges of agriculture (LGCA) has identified a number of issues and has raised the level of discussion within the land grant system about these issues. A NRC/LGCA partnership must continue to work towards improvement and change. Real change must come at the level where the programs are conducted and consumed. Discussion of these issues should occur at each land grant institution across the country. Furthermore, the discussion is warranted at levels above the college of agriculture as well.

Future Opportunities and Challenges

Priorities in the Changing World of Agriculture

I. Miley Gonzalez
Under Secretary, Research, Education & Economics-USDA

We must improve the programs of the research, education and economics (REE) mission area of the USDA to meet the challenges ahead. We must address the concerns of producers, scientists, educators and other stakeholders and put forward

a clear articulation of a vision for the future. Under Secretary Gonzalez is committed to achieving these goals by working with Congress on a new research title to the farm bill. The advice of external customers and stakeholders, which has been a strong part of Under Secretary Gonzalez's past experience in the university system, will be used to continue and strengthen the method of program planning. The overall quality, relevance, and utility of our research and education portfolio must be reviewed. REE/USDA must continue its mission to provide knowledge that will help farmers, ranchers, and consumers solve the many problems they face and to provide for the development of youth as future leadership in all of our communities.

Agricultural Policy at the End of the 20th Century

Agricultural Policy at the End of the 20th Century

Luther Tweeten
The Ohio State University

Reform embodied in the Federal Agricultural Improvement and Reform Act of 1996 likely will be a lasting redirection of farm policy because directions conform to the emerging agricultural paradigm. That paradigm views agriculture not as earning chronic low returns on resources, but as near long-term economic equilibrium. Hence, raising national income through sound economic policies will raise farm resource returns. A major role for government will be to supply public goods and correct externalities: environmental programs, basic research, education, and information systems for economic efficiency. On equity grounds, support will continue for a safety net of marketing loans, revenue or income insurance, and a food security reserve.

The Realities of Agricultural Policy—A Producer Perspective

Eugene Paul
National Farmers Organization

The nation's food production system, from the independent producer's perspective, is examined. The choice between a vertically-integrated industrial model, one that emphasizes specialization or a historically successful diversified independent producer system, is discussed. Market domination by a handful of mega-firms suggests current agriculture policy does not encourage competition, and producers are not operating in a free, fair and open marketplace. Industrial feudalism, the role of policy makers, and the future of extension are examined; along with the current policies' effect on rural America's economic systems, the environment and people. Solutions for maintaining the independent producer structure are profiled.

Industrialization of Agriculture

Industrialization of Agriculture or A Realignment of the Food and Agricultural System?

Terry N. Barr

National Council of Farmer Cooperatives

The forces shaping the 1990s' expansion in the U.S. economy have carried over into the food and agriculture system. The re-engineering of corporate systems with a focus on reducing costs and shedding labor to enhance profits has resulted in a re-examination of business relationships in the food system. This environment, coupled with significant changes in technology, consumer preferences, deregulation and the emerging foreign market are altering the structural relationships in the system. The result will be a system of increasingly direct linkages from production agriculture to the evolving consumer niche markets with a focus on flexibility and efficiency.

Industrialization of Agriculture: A View From Agribusiness

Ed McMillan

Agri Business Group

A large commercial farm today, anywhere in the world, would be almost unrecognizable to the average farmer of the last century. At the same time, the success and growth of these large farms is not due to inherited land, capital or status but, rather, is the product of judicious use of publicly available technology. In short, today's farmer has been able to select and use new products and new technologies to "industrialize" production, capitalizing on economies of scale to improve production, management and marketing systems. Yet, there are several fundamental differences between the apparent "industrialization" of agriculture and the industrialization associated with manufacturing methods of mass production. These fundamental differences arise from the heart of the same factors that drive the use of industrialized production practices.

Administering Environmental Law: Impacts on Private Landowners and Public Uses

Evolving Environmental Law: Impacts on Private Landowners and Public Uses

Bruce Yandle

Clemson University

Private property rights did not evolve easily and are not well understood. Indeed, some people are so misinformed as to believe that private property rights are

the villain in the environmental saga; that politics and command-and-control are the solution. Most people today have matured in a world governed by the rule of politics. Few can recall the time when the rule of law governed the use of property. Because of this, private property is constantly threatened. All environmental problems, indeed all problems of resource use, begin with a commons and end with institutions—evolving environmental laws—that define and protect environmental rights.

**Implementing Good Intentions:
How Rules and Procedures May Alter Resource Policy Outcomes**

*Lawrence W. Libby
The Ohio State University*

Administrative rules determine what actually happens when new natural resource or environmental laws are passed. In some cases, the good intentions of a new law are compromised by implementation. In others, the implementing rules actually improve the intended result. This paper considers how rules implementing the U.S. Endangered Species Act, the Environmental Quality Incentive Program and Florida's Bert J. Harris Property Rights Protection Act affect actual outcomes. For endangered species, incentives actually increase the threat to protected species; for environmental incentives, funds are widely distributed instead of concentrated for the greatest efficiency as suggested.

Welfare Reform

The Why and How of Welfare Reform

*Julie Paradis
Committee on Agriculture, U.S. House of Representatives*

The welfare of over 30 million people in the United States has been dramatically influenced over the last year by the implementation of the welfare reform bill signed at the end of the summer of 1996. Some of the factors driving the reform were: public demand, a desire for deficit reduction and a Republican-majority Congress. Comprehensive research is critical to learn the full impact of welfare reform on low income families. The next challenge for the states, the Congress and the administration is to ensure that welfare reform works, that those not working get jobs that will make them self-sufficient, and that the cycle of poverty is broken for millions of poor households.

Welfare Reform: A State Perspective

James Clark

South Carolina Department of Social Services

During the 19th and early-20th Centuries, there was very little federal legislation dealing with social welfare. In 1935, a dramatic shift in the non-interventionist traditions occurred with the passage of the Social Security Act. In 1950, Congress amended the act to include mothers. Toward the end of the 1950s there was another dramatic shift in social policy as Congress began to perceive the poor differently. Although our motives have been altruistic, we created a welfare institution and we institutionalized poverty. Society realized that we needed to change things and we did with welfare reform. Since the passage of welfare reform, welfare rolls nationally are down 24 percent from the levels they reached in 1993. South Carolina is one of the states that has had the greatest reduction. It is down in the last 2^o years by 44 percent. In South Carolina, welfare expenditures to Aid to Families with Dependent Children (AFDC) has gone from \$9 million dollars a month to \$5 million dollars a month. In South Carolina, we are putting over 1,000 AFDC recipients a month to work.

Welfare Reform: The Land Grant University Response

Bonnie Braun

University of Minnesota

In 1996, our nation re-examined welfare. This situation presented an opportunity for the inclusion of voices with authority and concern about the well-being of children, youths and families, as well as the nation. The conditions were right for the resources of the land grant university system to be mobilized—for its expertise to be applied to the problems, issues and opportunities surrounding welfare reform.

The Changing Nature of Rural Communities

The Changing Nature of Rural Communities

Thomas G. Johnson

and

James K. Scott

University of Missouri

A combination of economic change, demographic change and a change in our fundamental assumptions about governance is altering the fortunes of rural communities—some for the better and some for worse. This paper deals with the

changes that are leading to this dichotomization of economic fortunes. Emphasis is placed on those changes that have influenced the less fortunate communities and policy issues that arise therefrom. Economic changes include technology, globalization and localization. Important demographic changes include the aging of the population, and migration, commuting and settlement patterns. Under governance, the processes of devolution, decentralization of decision making, performance-based evaluation and privatization are reviewed. Basic research, policy analysis and policy education each has an important role to play in improving the fortunes of disadvantaged rural communities and their residents.

Impact of the Wal-Mart Phenomenon on Rural Communities

*Kenneth E. Stone
Iowa State University*

Rural communities have been suffering retail sales losses at least since the late-1880s when Wards and Sears initiated their mail order operations, but the losses inflicted by the discount mass merchandiser stores in the last two decades are probably the most severe. A 1997 study of Iowa towns with Wal-Mart stores at least 10 years old found that non Wal-Mart towns fare poorly compared to Wal-Mart towns. Towns under 2,500 population suffer the most, since they do not have a critical mass of stores and have little influence over the location decision. There is a need for the education of public officials in the economics of mass merchandiser stores.

Immigration and the Changing Face of Rural America

*Philip Martin
University of California, Davis*

Between 1980 and 1996, the United States admitted 13.5 million legal immigrants, including 3.3 million Mexicans. In 1996, the United States had 25 million foreign-born residents, including an estimated 5 million unauthorized aliens. Most immigrants are in urban areas, but an estimated 2 to 5 million are living in rural or agricultural areas. These immigrants are attracted by jobs in the fruit and vegetable industries in California, the meat packing industry in the Midwest and the poultry processing industry in the Eastern states. The influx of immigrants has introduced issues into rural and agricultural communities which they have not previously faced, such as bilingual education, public housing and other forms of assistance.

Impact of Services on Rural Communities

Dennis U. Fisher
Texas A&M University

The increasing importance of the service sector in the American economy is striking. Between 1969 and 1994, employment in the service sector (based on a narrow U.S. Department of Commerce definition) of the economy increased from 18 percent to 29 percent of total employment. Two forces are having a major impact on the availability and form of services in rural America: devolution and telecommunications technology. Governmental policies that promote the service sectors should have substantial development promise.

*The Future of
Land Grant Universities*

