Peggy J. Cook and Karen L. Mizer

ERS Typology Revised and Updated

A revised and expanded version of the Economic Research Service's county classification system, commonly called the ERS typology, is now available. The earlier, 1979 and 1986, typologies have been widely used as a vehicle to reflect the extremely diverse economic and social structure of rural America. The new typology, like the older ones, is based on the assumption that knowledge and understanding of different types of rural economies and their distinctive economic and sociodemographic profiles can aid rural policymaking.

Compared with ERS' earlier typologies, this new typology is based on conditions in more recent years, includes Alaska and Hawaii, redefines persistent poverty, includes more county types, makes economic types nonoverlapping, and classifies counties designated as nonmetro in 1993 (see "Definitions, Data, and Changes," p. 42, for details). These updates and revisions were made to keep up with the changing structure of nonmetro economies and to maximize the typology's utility in analyzing conditions and trends in the 1990's.

The following summaries of the new types highlight the most striking population, income, and employment trends experienced by each group during the 1980's. More detail is available in our full report (see "For Further Reading..."). Figure 1 illustrates the geographic distributions of the economic types, and table 1 shows the overlaps of each policy type with the economic types and other policy types.

Peggy Cook is a senior sociologist in the Rural Economy Division and Karen Mizer is a computer programmer/analyst in the Information Services Division, ERS. Peggy Cook chaired the ERS typology team who collectively developed the revised typology. Karen Mizer was a member of the working group with G. Andrew Bernat, Calvin L. Beale, Thomas F. Hady, Alex Majchrowicz, and Peter Stenberg. Advisory team members were Thomas A. Carlin, Kenneth L. Deavers, Linda M. Ghelfi, and Sara M. Mazie.

Economic Types

Farming-dependent counties (556 counties) are remotely located, predominantly rural, and sparsely populated. These counties are geographically concentrated in the Midwest. Their population declined 11 percent through outmigration during the 1980's. Because of high outmigration of younger adults, the ratio of dependent populations to working age adults was extremely high. The economic base in these counties declined throughout the 1980's, losing a total of 111,000 farming jobs during 1979-89.

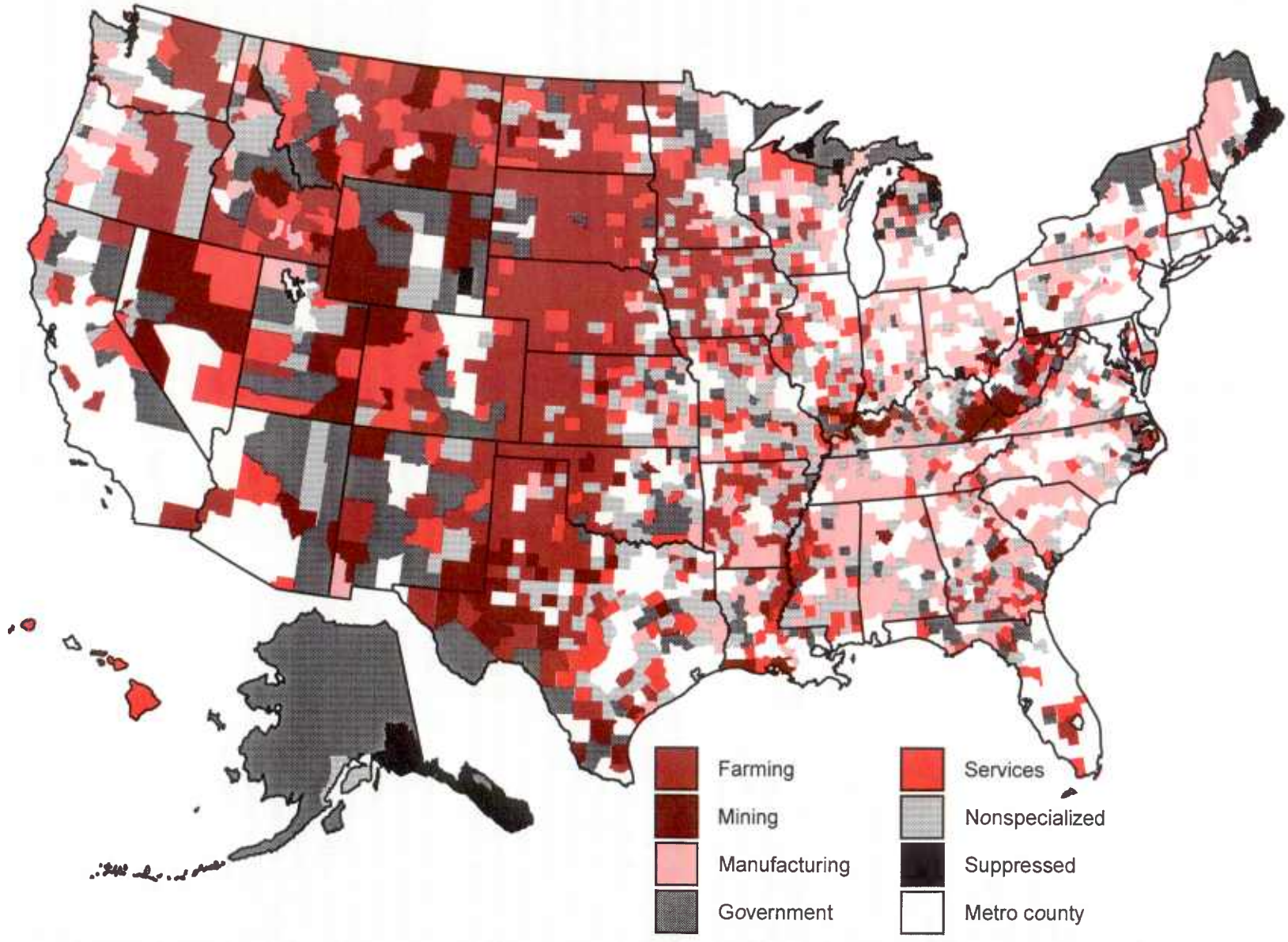
Mining-dependent counties (146 counties) accounted for nearly half of all nonmetro mining jobs in 1989. The group includes counties with distinct specializations in different types of mining activities, including coal, gas and oil, and metal extraction. Most mining-dependent counties are in the South or West. Like farming counties, mining counties lost population through outmigration and experienced economic decline during the 1980's. The number of mining jobs spiraled downward during the decade, reaching a 1989 low of 72 percent of the 1979 figure.

Manufacturing-dependent counties (506 counties) represent 31 percent of nonmetro population and 55 percent of nonmetro manufacturing jobs. Compared with the other county types, manufacturing counties are more often densely populated and located adjacent to metro areas. Three-fifths of the manufacturing-dependent counties are

Figure 1

Nonmetro economic county types

Some economic types are geographically concentrated--farming in the Midwest, manufacturing in the Southeast, and mining in the South and West--while the others are more widely dispersed



Source: Rural Economy Division, Economic Research Service, USDA, using data from the Bureau of Economic Analysis.

Table 1

Overlap of counties in each policy type with economic and other policy type counties

By far the largest overlap is between persistent poverty counties and transfers-dependent counties

County type	Policy type: Retirement	Federal lands	Commuting	Persistent poverty	Transfers
	Number also classifying in another type				
Farming	20	41	82	135	63
Mining	6	34	17	27	37
Manufacturing	15	31	82	119	38
Government	27	61	43	84	89
Services	70	60	35	45	50
Nonspecialized	48	38	119	124	99
Retirement	—	58	36	23	48
Federal lands	—	—	31	27	48
Commuting	—	—	—	109	62
Persistent poverty	—	—	—	—	233
Transfers	—	—	—	—	—

— = Duplicative values.
Source: Revised ERS typology codes.

in the Southeast. The economies of manufacturing counties grew slightly during the 1980's, mainly because gains in the latter years of the decade more than compensated for early-decade losses.

Government-dependent counties (244 counties) specialized in Federal, State, and local government activities. About 75 percent of earnings from government jobs came from State and local jobs and about 25 percent from Federal jobs. These counties are scattered across the Nation. Both population and employment grew in government-dependent counties during the 1980's. However, per capita income remained much lower in government-dependent counties than in all nonmetro counties.

Services-dependent counties (323 counties) reflect a dominant national trend of growth in service sector jobs which has reached most rural economies. These counties, like government counties, are fairly evenly distributed across the Nation with a slightly higher representation in the West. Depending on their degree of urbanization and proximity to a metro area, services counties are likely to perform different economic functions such as centers for trade and services, consumer service centers for residential areas, and centers of specialized services like recreation. Services counties' economies grew during the 1980's with a 24-percent growth in earnings from services activities.

Nonspecialized counties (484 counties) include nonmetro counties with economies that did not specialize in any of the above types. A few of these counties may actually be specialized in economic activities (such as construction or forestry and fisheries) that are not classified by the typology. The nonspecialized counties dot the national landscape, with one or more in 44 of the 50 States, but a large majority are located in the South. Nonspecialized counties include both strong and weak economies. The counties that experienced strong economic growth during the 1980's may perform service center functions for spillover residential sites from adjoining metro counties, but do not meet our services-dependent criteria. And the counties that experienced weak growth or decline may have lost specializations in farming or manufacturing or have perennially small economic bases from persistently high concentrations of poverty.

Policy Types

Retirement-destination counties (190 counties) had a 15-percent or greater increase in population aged 60 and above from inmovement of people between 1980 and 1990. Over 80 percent of these counties are in the South or West, most often located in traditional retirement areas of Florida and the Southwest, and in other lake, reservoir, coastal, or scenic upland areas. Many counties also serve as recreational or resort sites. As a result, they attracted younger populations as well as retirees, experiencing population growth in all age categories during the 1980's. Along with population growth, retirement counties had unusually high growth in earnings and jobs–the highest of any of the types. Sixty percent of these counties had job growth faster than the national average.

Federal lands counties (270 counties) had land areas dominated by Federal ownership. Seventy-six percent of these counties are in Western States. Federal lands counties

Definitions, Data, and Changes

Definitions

Economic types:

Farming-dependent—Farming contributed a weighted annual average of 20 percent or more of total labor and proprietor income over the 3 years from 1987 to 1989.
Mining-dependent—Mining contributed a weighted annual average of 15 percent or more of total labor and proprietor income over the 3 years from 1987 to 1989.
Manufacturing-dependent—Manufacturing contributed a weighted annual average of 30 percent or more of total labor and proprietor income over the 3 years from 1987 to 1989.
Government-dependent—Government activities contributed a weighted annual average of 25 percent or more of total labor and proprietor income over the 3 years from 1987 to 1989.
Services-dependent—Service activities (private and personal services, agricultural services, wholesale and retail trade, finance and insurance, transportation and public utilities) contributed a weighted annual average of 50 percent or more of total labor and proprietor income over the 3 years from 1987 to 1989.
Nonspecialized—Counties not classified as a specialized economic type over the 3 years from 1987 to 1989.

Policy types:

Retirement-destination—The population aged 60 years and over in 1990 increased by 15 percent or more during 1980-90 through inmovement of people.
Federal lands—Federally owned lands made up 30 percent or more of a county's land area in the year 1987.
Commuting—Workers aged 16 years and over commuting to jobs outside their county of residence were 40 percent or more of all the county's workers in 1990.
Persistent poverty—Persons with poverty-level income in the preceding year were 20 percent or more of total population in each of 4 years: 1960, 1970, 1980, 1990.
Transfers-dependent—Income from transfer payments (Federal, State, and local) contributed a weighted annual average of 25 percent or more of total personal income over the 3 years from 1987 to 1989.

Data Sources

Three-year annualized averages of earnings by industry obtained from the Local Area Personal Income Series produced by the Bureau of Economic Analysis (BEA) were used to define the six economic types and the transfers-dependent policy type. BEA furnished ERS with unsuppressed estimates for all but 5 of the 50 States—Alaska, Maine, Michigan, Ohio, and Wyoming. Public use estimates (with suppression) for these five States were used to cover as many of their counties as possible.
County-level data from the Bureau of the Census's decennial Censuses of Population were employed to define retirement-destination, commuting, and persistent poverty. The Federal lands type was defined using data from the 1987 Natural Resources Inventory, produced by the Soil Conservation Service, U. S. Department of Agriculture.

—Continued

have larger land areas and are more sparsely populated than all nonmetro counties. Nearly 70 percent of jobs in the average Federal lands county were in the services and government sectors, reflecting the recreational and land management functions associated with Federal lands.

Commuting counties (381 counties) had economies shaped, in part, by workers commuting to jobs in other counties–at least 40 percent of workers in 1990. About 65 percent of commuting counties are in the South, and 28 percent are in the Midwest. Because of the southern geographic concentration, commuting counties average much smaller land areas and are more apt to adjoin a metro area than all nonmetro counties. These counties contain somewhat higher shares of economically at-risk people than all nonmetro counties. Because of the outflow of workers to other counties, the ratio of jobs to population in these counties was the lowest of all the county types. However, the economic picture for commuting counties improves when commuters' jobs and earnings are taken into account.

Persistent poverty counties (535 counties) had poverty rates of 20 percent or higher in 1960, 1970, 1980, and 1990. These counties accounted for 19 percent of nonmetro people and 32 percent of the nonmetro poor in 1990. Over 85 percent of poverty counties are in the South. They are smaller and have less urban population than most other

Data to perform the descriptive analysis of the various types were drawn from the data sources noted above and, additionally, from BEA's county employment estimates reported by industry and county unemployment estimates from the Bureau of Labor Statistics (BLS).

Changes

The new typology differs from ERS' previous typologies in several ways:

- The revised typology uses more recent data and all economic types are identified using a 3-year average. The previous typologies used an average over several years to identify farming-dependent counties, but used only one year to identify the other economic types:

County type	Revised	Original	Updated
Farming-dependent	1987-89	1975-79	1981-82, 1984-86
Mining-dependent	1987-89	1979	1986
Manufacturing-dependent	1987-89	1979	1986
Government-dependent	1987-89	1979	1986
Persistent poverty	1959,1969,1979,1989	1950,1959,1969,1979	Same as Original
Federal lands	1987	1977	Same as Original
Retirement-destination	1980 and 1990	1970 and 1980	Same as Original

- The revised typology defines persistent poverty with a true poverty-based measure. The previous typologies defined persistent poverty with a persistent low income measure.
- The revised typology identifies 11 types of nonmetro counties—6 economic types identified by the primary industry in the county economy and 5 policy types identified by themes that are of special policy significance. The previous typologies classified counties into four economic types and three policy types with a remaining unclassified group that met the criteria for none of the economic or policy types.
- The revised typology classifies all nonmetro counties into one of the six economic types. The earlier typologies allowed counties to fall into more than one or none of the economic types.
- The revised typology classifies counties designated as nonmetro in 1993, based on population and commuting data from the 1990 Census of Population. The orignal typology classified counties designated as nonmetro according to the 1970 Census, and the update classified counties designated as nonmetro according to the 1980 Census.

county types. The main distinguishing feature of the poverty counties is disproportionate numbers of economically at-risk people including minorities, female-headed households, high school dropouts, and disabled persons. Incomes that were considerably lower and unemployment that was considerably higher than in all nonmetro counties suggest that the economy plays a part in persistent poverty by providing insufficient job opportunities.

Transfers-dependent counties (381 counties) had economies heavily based on unearned income from government transfer payments, including Social Security, unemployment insurance, medicare, medicaid, food stamps, government pensions, and welfare benefits. The large majority of transfers-dependent counties are in Southern States. They are more apt to be remote from metro areas and to be sparsely populated than all nonmetro counties. Three-fifths of transfers-dependent counties are in the persistent poverty category, so both groups contain many counties with high shares of economically at-risk residents. However, transfers-dependent counties include a larger share of elderly.

Ready for Further Analysis

The characteristics highlighted here show that nonmetro conditions and trends still vary widely, but that broad groupings of counties by economic or policy type continue to capture similarities that make the analysis of rural areas more manageable and meaningful. If this typology receives the acceptance by the research community that its predecessors did, readers can look forward to seeing it used in many reports by ERS and other analysts.

For Further Reading...

P. J. Cook and K. L. Mizer. *The Revised ERS County Typology: An Overview*, USDA-ERS-RED, RDRR-89, Dec. 1994.

Compiled by Karen Hamrick

The New Illustrated Book of Development Definitions

Harvey S. Moskowitz and Carl G. Lindbloom. Piscataway, NJ: Center for Urban Policy Research, Rutgers University, 1993. 306 pages. ISBN 0-88285-144-6 (paper) $24.95 To order, call 1-908-932-3101.

Court: an unoccupied space, not a court niche, open to the sky, on the same lot with a building, which is bounded on two (2) or more sides by the exterior walls of the building or by two (2) or more exterior walls, lot lines, or yards. A court may also be bounded by a single curved wall of a building.

Court: Any open space, unobstructed from the ground to the sky, that is bounded on two or more sides by the walls of a building that is on the same lot See PLAZA; SQUARE.

If you find the second definition easier to follow than the first, a valuable guide is available. The first term comes from a major city zoning code, the second from the revised and expanded edition of Moskowitz and Lindbloom' s reference book.

The definitions in this volume encompass a wide variety of subjects that relate to planning and development as practiced today. Areas covered by the authors include the expected traffic, code administration, measurement, use, and engineering terms, yet the book also includes historic preservation, social policy, and ecology in its range. Containing nearly 1,800 definitions (compared with the 340 terms contained in the Zoning Ordinance of Fairfax County, Virginia, for example), *The New Illustrated Book of Development Definitions* should help anyone interested in planning issues.

The definitions are intended to be used without modification for inclusion in land development or zoning ordinances. Many terms also include commentaries, which greatly help in understanding the intent of the definition and provide insightful guidance as to legal pitfalls and unexpected consequences and ideas about easier code enforcement. Citizens interested in planning should find this a useful reference guide to understanding the development lingo, as should professionals who need a dictionary of development terms for their work. State and local officials involved in writing and revising ordinances should find this a valuable resource for the definitions and the guidance provided via the commentaries. Of course, if you are dealing with an existing ordinance, its definitions are law, yet this book should be an instructive aid in understanding the terms and their intent.

The New Illustrated Book of Development Definitions covers not only a broad subject range, but also a large period of time. Some included definitions (Rod, Blighted Area, Seasonal Dwelling) are falling out of use, others (Solar

Dwelling, Patio Home: A one-family dwelling on a separate lot with open space setbacks on three sides and with a court. Reproduced by permission of the Center for Urban Policy Research, Rutgers University.

Sky Space, Design Continuity) are an indication of current issues. This book devotes eight pages alone to various sign definitions (Political Sign, Portable Sign, Projecting Sign), obviously a hot topic (the Fairfax County ordinance's longest definition covers Drug Paraphernalia; you can draw your own conclusion). The book includes cross references for similar terms, and a number of defined words that are not intended for code inclusion, but would typically be encountered when dealing with planning issues.

As the title states, the book is illustrated, with over 70 line drawings scattered through its pages. Some illustrations, such as the one for Dwelling, Patio Home, convey the meaning of the term more readily than the written definition. Others (Zoning Envelope, Sky Exposure Plane) are a strong visual aid to understanding the concepts involved. A few, Wood Guide Rail for example, are so specifically detailed they seem out of place in a book devoted to generic terms. Readers new to planning should find the illustrations particularly helpful.

The great majority of definitions are concise and accurate, with additional information about the term properly relegated to the commentary. Out of the more than 1,700 definitions, only 5 or so are a bit confusing or not in accordance with other related terms or their illustrations. The authors are both licensed planners practicing in New Jersey, and the book has a slight bias towards New Jersey development issues in its legal references.

For novices and experts alike involved with planning issues, *The New Illustrated Book of Development Definitions* will serve as helpful reference book.

Reviewed by David Maudlin, an architect who maintains a practice in Washington, DC.

State Government and Economic Performance

Paul Brace. Baltimore, MD: Johns Hopkins University Press, 1993. 152 pages. ISBN 0-8018-4494-0 (hardback) $28.95. To order, call 1-800-537-5487.

This book opens with some sobering evidence for both academics and practitioners—there is very little empirical evidence that State governments can have any significant long-term positive effect on the economic performance of their States. The external influences of the national and global economies, variations in economic viability by industry, and the increasing level of competition among States to attract and retain business make economic development policy and practice problematic.

The text begins with a historical overview of theory and practice in State-centered economic development. It discusses the significant role of the Federal Government from the end of World War II through the recessionary periods of the 1970's. The author points out that the Federal Government was thought of as the principal role taker for economic development activism up until the end of the 1970's.

By the end of the decade and especially during the Reagan era the national economy and the role of the Federal Government in stimulating it were undergoing fundamental change. In the economic dimension, recovery from the national recession began to significantly vary by region and industry. This pattern of differentiation in regional economic health was strongly influenced by the increasing integration of U.S.-based industry into global markets and by the patterns and processes of deindustrialization, industrial migration, and capital flight to foreign markets. Under these new circumstances uniform Federal economic development policy and practices lost influence, and some States began to create activist responses of their own. In the political dimension, Brace points out that by the early years of the Reagan administration, Federal policies had shifted in the direction of increasing State autonomy and reducing Federal support to States. With this historical background in place, Brace proceeds to describe the State-level activism that began to emerge as a response to these market and political shifts.

The book discusses the relationship between State action and economic performance for all States, but takes four States as case studies for an indepth analysis of State-level economic development policy and practice. The author uses Arizona, Texas, Michigan, and New York as exemplars, establishing a broad comparison between the older industrial States of the north and the expanding "boomtown" States of the Sun Belt. The comparison is useful because the time period under observation runs from the 1960's through the early 1990's encompassing both the boom and bust cycles for the Sun Belt economies and a corresponding time frame for observation of State activism in response to near chronic economic recession in the North.

The book points out that the tradition of weak government and little State activism in Arizona and Texas worked well for economic expansion when these States enjoyed booms. State planning policies and other regulations did not impede the free reign of a market environment running wild in its expansion phase. But the absence of planning and strategy accentuated State economic problems when markets contracted. These laissez-faire States were not prepared to assume an active role in economic development planning.

On the other hand, Michigan and New York had long been facing the challenge of slow growth and economic contraction while the Sun Belt was booming. Because their economic problems were more pernicious and

chronic and since these older industrialized States had a longer tradition of strong central government, they were in a comparatively better position to stimulate economic development within their regions.

The book employs a model for measuring the economic impact of State government and uses it to observe both sets of States. As one might expect, the Northern States demonstrate a higher positive net effect for State interventions than those in the Sun Belt. But more interesting for the reader is the author's proposed technique for isolating and measuring State economies. As those familiar with regional economics would readily understand, sub-national economies do not tend to follow State borders. There are serious methodological challenges for creating what often amounts to an arbitrary and objective measure of a "State economy." Brace uses a dependency model that contrasts national and State performances on various economic indicators including per capita income, employment, and value added by manufacturing.

The book then turns to an analysis and discussion of State capacity for influencing economic performance. Specific policies and practices are examined to determine whether they have any tangible impact on economic performance. The focus is on institutional capacity, fiscal policy, taxation, development policy, political parties, and other key factors within a State but outside the government domain.

The results presented here suggest that State activism had a higher payoff through the 1980's but by the early 1990's new challenges emerged for all States. The chief product of economic development activism by the institutionally strong States of Michigan and New York was income growth. But, when per capita income is decomposed into sub-measures across the income distribution, it becomes apparent that real income growth is concentrated in the right tail of the distribution. Brace points out that this type of income growth can become counterproductive for sustained economic development. In the institutionally strong and activist States, this growth stimulated capital migration between States. In essence, income growth led to capital concentration which in turn was exported out of the host State and into lower standard and variable cost State environments and abroad.

Brace concludes on a cautious note. He suggests that increasing differentiation in industry economic performance, greater competition between the States for business recruitment, and deepening involvement of U.S. corporations in the global economy seem to be creating new barriers to State capacity for generating and sustaining economic development. The increasingly complex interaction of these new economic conditions makes the open economies of the States quite vulnerable to competition and emerging shifts in the market. This can easily stymie any long range or systematic planning for economic development by States.

The book is particularly useful to academics, policy personnel, and development practitioners who are not familiar with the complexities of regional economics. It is also useful to those who could benefit from an introduction to State-level economic performance models. More could have been done to specify sensitive and acute measures of economic performance and viability. The absence of more sophisticated economic measures is the book's major weakness.

The text's strength is in its overall structural view. The author does an excellent job of pointing out the increasingly difficult task of specifying State, regional, and even national economic indicators with much validity in light of the onslaught of the global economy. The author's conclusion is realistic and challenging. Current developments in capital migration, regional competition, differential industrial performances, and the impact of the U.S. economy being annexed to a global one present tough roadblocks for long-term planning. What I was expecting here was some indication of how States might consider responding to this profound redefinition of the economic environment in which they are forced to operate. We are left waiting.

Reviewed by Scott McKearney when he was a University of Maryland employee working under a cooperative agreement as a technical information specialist in the Rural Information Center, National Agricultural Library, USDA.

Strategic Planning for Local Government

Daniel Gordon. Annapolis Junction, MD: International City/County Management Association, 1993. 120 pages. ISBN 0-87326-065-1 (paper) $22.95 (plus $2.50 processing charge).

All units of government face shortages and constraints; thus, there is a call to "reinvent government," anticipate future conditions, and use resources as efficiently and effectively as possible. Strategic planning is widely believed to be the management tool for reinventing government. The problem is that many organizations have only a superficial understanding of what the strategic planning framework involves and how it can be implemented.

The need for focused, strategic planning is particularly acute in rural areas. Rural areas are facing a variety of problems: resource limitations and cutbacks, global competition for manufacturing jobs, dominance of low-wage service industry for jobs, and the emergence of urban areas as primary economic centers. Concurrently, rural areas face these challenges with few professional administrators and limited resources for action.

This ICMA monograph provides a clear, step-by-step description of the strategic planning process, including numerous examples, illustrative listings, and sample outlines. As such, it is a useful and succinct (100-page paperback) resource for local government officials in rural or urban areas.

This book identifies the following logical process for strategic planning:

1. Develop a mission statement for the organization;

2. Complete an environmental scan and draw conclusions about future scenarios;

3. Set basic goals based on the mission and environmental scan;

4. Identify strategies and action steps that will move the organization toward the goals; and

5. Draw up implementation plans that assign responsibilities for action steps.

While this approach follows the traditional Harvard model for strategic planning, it emphasizes action. The last two steps in the process stated in the book exemplify the practical nature of this monograph. Rather than write of plans for future actions, this listing focuses on "strategies," "action steps," and "implementation plans that assign responsibilities."

Strategic planning differs from traditional planning in mindset and approach, seeking to focus on the most important local needs, changes, and opportunities rather than providing an overview of existing conditions and then developing a comprehensive way to deal with this full range of issues. Thus, strategic planning assumes that most programs will (and should) continue with marginal changes and that attention is needed to identify and deal with issues that reflect changing conditions. These may be externally driven (for example, local demographic or economic changes or new State or national requirements) or specific conditions internal to the governmental organization (for example, local government organization patterns or changes in the county council).

This book does several things well. Its practical text tells what strategic planning is and is not. The examples and illustrative listings are useful templates for any local government to use as starting points. A step-by-step list of specific steps for strategic planning is provided. Perhaps most important, the dual nature of strategic planning (or any planning, for that matter) as both a process and a product is made clear.

The process of strategic planning requires decisionmakers to be fully involved in determining future local government activities. The committee that meets and works through the process must include key players, not just a staff group that sends in a report. Further, the very process in which involved leaders struggle to reach consensus on the organization's mission, environmental factors and critical or strategic issues provides significant impetus for action in any organization. The price to be paid for this dividend is real: busy people are expected to devote more time to deal with future as well as present issues in an already overloaded schedule.

Process needs are further emphasized in a section listing pitfalls to avoid as well as a full chapter entitled "Organizational Considerations." Such process considerations as gaining organizational commitment, seeing the plan as a flexible guideline, and not restricting the plan at the outset are among the very real hazards discussed as pitfalls. The "Organizational Considerations" chapter also emphasizes the necessity of moving the organization beyond being strategic in planning to developing a strategic mindset for all of their actions. Limited resources require actions to be carefully considered, focused on feasible actions and important issues.

Another important requirement of good planning , and certainly good strategic planning, is that the "planning to plan" stage be well done. The book notes that this step comes at both the beginning and end of the process. Local leadership establishes the need for strategic planning, sets a priority on involving a wide range of stakeholders in the process, and emphasizes completing the plan in a specific time frame. After the plan is completed, the process includes future actions to review and update the plan.

A good environmental scan is critical to identify important trends and factors for the locality. The variety of examples, outlines, and plans included in this book provide an excellent starting point for any local governmental unit in doing an environmental scan. For example, lists of potential issues, actions by various units of government, overall U.S. trends, and categories of effects can be a very useful starting point. Rather than collect data and develop information on a wide range of issues, a local planning group could "scan" possible concerns from the broader list in the book and choose to focus on a subset of those most likely to affect them.

Most important for a practical guide is that the ideas developed be expressed operationally. If the growth of the retired population in a county will continue to the point of greatly affecting on our service delivery requirements, what actions should local government take? Program development steps include goals, strategies to meet goals, points of principal responsibility, and needed support. By including (and emphasizing) the action

aspects of the plan, this monograph helps bring strategic planning to a useful place in local government.

Of course, a fairly brief monograph does not provide all there is to know to implement strategic planning. However, with the examples, suggested steps, sources for assistance, and references, local government managers and elected officials can gain an understanding of this process and be able to ask the right questions of others who have experience in the process. The ICMA has provided a valuable starting point for local government officials who are interested in pursuing strategic planning.

Reviewed by Barry Nocks, a professor in the Department of Planning Studies at Clemson University and a strategic planning consultant with the National Rural Economic Development Institute at the University of Wisconsin-Madison.

Strategies for Rural Competitiveness: Policy Options for State Governments

Thomas W. Bonnett. Washington, DC: Council of Governors' Policy Advisors, 1992. 176 pages. ISBN 0-934842-71-X (paper) $19.95 plus $4.50 shipping. To order, call 301-498-3738.

In this short, well-written book, Thomas Bonnett presents a number of State strategies for rural development policy. Bonnett, a former Congressman from Vermont, is the director of economic development and environment for the Council of Governors' Policy Advisors. He thus has had extensive experience and familiarity with rural development issues and policy formulation at the State level. The book is written to be accessible to a wide audience and so is very nontechnical, but Bonnett also provides extensive references to literature of interest primarily to rural development specialists.

The five chapters fall into three broad areas. In the first two chapters, Bonnett gives an overview of the problems faced by rural communities in today's economy and presents arguments for why policies focusing on rural places are important. These two chapters thus serve as the justification for State involvement in rural development policy. He first shows how Federal policy has evolved from a focus on place to a focus on people, a change that may have contributed to many of the problems now facing rural communities. He then presents arguments for place-oriented development policies.

The next two chapters form the heart of the book. After a brief discussion of how State development policies have evolved, Bonnett discusses eight strategies in more detail, ranging from strategies focusing on human capital needs and community entrepreneurship and leadership development to strategies that address issues involving telecommunications, advanced technology, and natural resource development. For each of these strategies, Bonnett presents a clear description of what is involved in the strategy, including actual cases. At the end of each description is a list of references for those who are interested in finding out more about a particular strategy. None of these strategies is new, but the combination of Bonnett's clear description and the sources of additional information make these discussions potentially very useful.

The last chapter is a brief discussion of CGPA's proposed process of developing a State strategy, outlining the steps that need to be followed, from constructing a shared vision to assessing the success. Included in this chapter are examples from a number of States that have followed CGPA's process.

Readers looking for new approaches to rural development or who are looking for a quantitative evaluation of existing strategies may be disappointed with this book. However, this book was not intended to do either of these things. Rather, Bonnett's purpose is for the book to serve as a resource for those who are directly involved in rural development policymaking, especially at the State level. At that, he succeeds admirably.

Reviewed by G. Andrew Bernat, Jr., an economist at ERS-RED.

Health in Rural North America: The Geography of Health Care Services and Delivery

Wilbert M. Gesler and Thomas C. Ricketts (editors). New Brunswick, NJ: Rutgers University Press, 1992. 314 pages. ISBN 0-8135-1759-1 (hardcover) $37.00, (hardcover), ISBN 0-8135-1760-5 (paper) $17.00. To order, call 1-800-446-9323.

The 12 papers collected in *Health in Rural North America* represent a useful although uneven introduction to some of the current issues in rural health care. These papers were written before the 1992 U.S. elections and do not specifically address the possible impact of health care reform on rural communities. However, the issues covered here cannot be neglected by future reform measures if rural residents are to experience tangible improvements in access to health care and personal health.

The authors of these papers employ a variety of geographic concepts to examine the areal variations in health care needs and resources in rural areas. The geographic perspective should not dissuade non-geographers from this book because most of these concepts are simple and essential to understanding the spatial factors that make rural health care distinctive, including low population densities, uneven distributions of inhabitants and health care providers, and the limiting effect of distance on the use of health services.

The various definitions of U.S. rural areas are reviewed by Maria Hewitt in an often-cited paper that originally appeared as an Office of Technology Assessment staff report. The differences between urban and rural areas are ideally envisioned as a continuum, but Federal definitions of urban and metro areas reduce the continuum to dichotomies. Alternative county-based typologies have been based on several different measures of urbanism but generally ignore size of largest place, a key determinant of the availability of health services. The precise definition of rural areas can make a difference when demographic or health patterns are examined. Not surprisingly, Federal agencies have used a number of different definitions of rural areas to implement health care programs and policies.

Recent trends in U.S. urban and rural death rates are examined by Dona Schneider and Michael R. Greenberg. Their analysis of State-level differences in the mortality of middle-aged Whites suggests that the historic pattern of higher urban than rural death rates has reversed since World War II, and been replaced by a "rural penalty" in health, particularly among males. The rural penalty appeared to reflect the higher poverty rate in rural areas and perhaps the individual characteristics of the poor, including low education and poor health behavior. Although most rural States with high poverty rates were located in the South, the authors neglected the possible role of regional differences in diet or other aspects of health behavior. Future research should move to the county level and incorporate more explanatory variables in order to clarify these important trends.

The factors affecting physician location in rural areas are discussed by Rena J. Gordon and others. They choose to distinguish between "push and pull" factors that either decrease the rural physician supply or increase the urban physician supply. The value of this distinction is not entirely clear because many factors such as population size are continuous rather than dichotomous variables, and undoubtedly contribute to the uneven distribution of physicians within rural areas. A further distinction between factors operating at the individual, community, State, or national levels is more informative and reveals the complexity of the forces that must be addressed by programs designed to attract physicians to underserved communities.

The crucial role of health care consumers in the rural hospital crisis is emphasized by Gordon H. DeFriese and others. Hospitals occupy an important position in local rural economies and health care systems, but nearly 200 rural community hospitals closed during the 1980's. The authors argue that low rural Medicare reimbursement rates did not play a major role in the closures and cite data showing that few rural counties were left unserved after hospital closures. They focus instead on the factors affecting the choice of hospitals by rural patients, who "voted with their feet" and frequently travelled to hospitals outside their own community.

The unique characteristics of rural emergency medical services (EMS) are described in an excellent paper by Robert Rutledge and others. Rural EMS systems face major problems due to low population densities, poor communications, and a limited supply of trained personnel and equipment. Although trauma fatalities are far more common in rural than urban areas, many rural EMS personnel are part-time volunteers who rarely encounter medical emergencies due to the small populations of rural communities. Most rural hospitals are unable to provide comprehensive trauma care but resist losing patients through transfers of trauma cases to urban medical centers, often with fatal results. The possible options to improve rural EMS systems include increased funding for training and the development of standards specifying the appropriate role for rural hospitals within a national system of trauma care.

Other papers in this volume examine rural demographic patterns, primary care programs, geographic variations in medicare expenditures, and health services in Ontario. The title of the volume is somewhat misleading because most of the papers focus exclusively on the United States, and there is no systematic effort to identify the similarities or differences in rural health care between the United States and Canada. The role of midlevel health practitioners in the rural health care system is mentioned only in passing, but these professionals may be assigned greater responsibility in providing care in the future.

Reviewed by Paul D. Frenzen, a demographer at ERS-RED.

A Farm Economist in Washington 1919-1925

Henry Charles Taylor. Ames, IA: Iowa State University Press, 1992. 263 pages. Paper. $16. To order, call 515-294-8700.

Henry Charles Taylor, often called "the father of agricultural economics," was fired from his position as Chief of the Bureau of Agricultural Economics by then Secretary of Agriculture William M. Jardine on August 15, 1925. He spent the next year and a half writing this book, which has not been previously published. The book is essentially Taylor's view of what a bureau of agricultural economics should be and of the organization he established to carry out these concepts.

After leaving the Department, Taylor was at Northwestern University for a year and then became director of a Country Life Commission in Vermont. In 1933, he became director of the Farm Foundation, a post he held for 10 years. During this period, with the assis-

tance of his wife, Anne Dewees Taylor, he planned and wrote the monumental Story of Agricultural Economics, published in 1952. While working on the volume, Anne Dewees Taylor was employed in the History Section of BAE's Division of Statistical and Historical Research. The book remains the classic history of the discipline and is virtually encyclopedic in its coverage.

The present volume complements the Story and is more readable, being without the mass of detail making up the Story. The text appears as Taylor wrote it. In addition, the book includes six appendixes. Two are letters from Liberty Hyde Bailey and John R. Commons regarding the publishability of the manuscript, three are little known articles by Taylor, and the sixth is a brief biography of Taylor by Kenneth H. Parsons. The cover is an excellent portrait of Taylor, painted by Martin Abrahamson, a long-time USDA economist.

Taylor begins the volume with a brief account of his early life and of the call to Washington. He states that he decided to accept the Washington appointment with the hope of developing "an economic service in the Department of Agriculture which would enable the farmer to carry on his farm operations with a clear mental vision of what was going on in the whole world insofar as it affected his economic welfare." Actually, Taylor's vision was broader than this definition might imply, since the original bureau as organized by Taylor included such work as studies of farm life, farm population, rural institutions, and agricultural history. The economic aspects of work now carried on by the National Agricultural Statistics Service, Foreign Agricultural Service, Agricultural Marketing Service, and Rural Business and Cooperative Development Service originated in Taylor's Bureau of Agricultural Economics.

Taylor came to Washington in 1919 as chief of the Office of Farm Management, with the understanding that he would reorganize the work into the Bureau of Agricultural Economics, which he did in 1922.

At the very beginning there were two possible functions for the new bureau: first, the development of economic research, education, and service; second, focusing of the work of the Department from an economic point of view, to give plan and purpose to the Department and make it more useful to farmers. The Office of Farm Management had undertaken both tasks and in adopting the second had found itself in trouble with every other USDA agency. Taylor decided to confine his efforts to the first. This was a wise choice even though Taylor lost his position. Since Taylor's day, every chief of the Bureau and its successor agencies who has tried to make the agency a coordinator within the Department has found himself out of a job or his agency abolished or both.

While Taylor held his position for only 6 years, he worked under five Secretaries of Agriculture, knowing and working with each one personally. During this period, it seemed that Taylor and the Department had to deal with virtually every type of economic problem possible.

In 1919, many farmers were wrestling with war-time price controls over the commodities they produced. As these were removed, farm prices jumped to unprecedented levels, resulting ln public outcries for the renewal of controls. But in the summer of 1920, farm prices dropped very sharply, followed by a general decline in the economy. Over the next 2 years, the general economy recovered, and by the mid-1920's the national economy was in one of the greatest upswings it had ever seen.

Unfortunately, prices for many farm products did not follow the general economy but turned lower. Economists and politicians both came up with ideas for improving the farm economy. However, neither Taylor nor the Bureau had any specific plans for improving farm incomes except for the traditional ones of controlling costs, marketing carefully, and so on. At the same time, Taylor did not condemn the most widely advocated relief measure, the McNary-Haugen proposal, which was strongly opposed by the administration. Although the McNary-Haugen proposal went through several changes, basically it provided for the Government to control selling farm products for domestic consumption at a fair exchange value and surplus agricultural products on the world market at the world price. Taylor's refusal to speak out against the proposal cost him his job.

This book might be read with profit by any agricultural economist or social scientist who is concerned with the origin of the profession and how it got to where it is today.

Reviewed by Wayne Rasmussen, a historian retired from ERS-RED.

Kill the Cowboy: A Battle of Mythology in the New West

Sharman Apt Russell. Reading, MA: Addison-Wesley Publishing Co., 1993. 240 pages. ISBN 0-201-58123-X (cloth) $20.00.

Ownership and use of public lands is being hotly contested. Some ranchers want control of the grazing resources that are at the heart of their economy; environmentalists say that cattle are destroying streams and landscape of the West. *Kill the Cowboy* addresses issues of land health, wildlife, and grazing practices in the American West through a series of essays, interviews, and material gathered from the Forest Service's and Interior Department's own reports. A third generation Westerner herself,

Russell admits that her bias is toward reduction of grazing on public lands to replenish the health of the land.

Russell doesn't actually want to commit murder. What she wants to kill is the myth of the cowboy—to change a lifestyle that is geared toward production and exploitation, rather than integration with the environment. Those readers interested in technicalities of the environmental cause will not find them here. Economists looking for increases in costs of production due to loss or higher costs of grazing rights will also be disappointed. Instead, *Kill the Cowboy* presents an overview of the mythical cowboy and traditional ranching, and those wanting to change the way things are done. Invariably, when change is advocated, conflicts occur, and Russell presents those conflicts in essays about stewardship of the land, backpacking in the wilderness, and the mystic link of people to the land.

Public lands in the West have been grazed since the 1800's and some will not recover from the intensive grazing of the 1870's. However, most of the American rangelands are healthier now than 100 years ago because of legislation concerning the use of public lands. Beginning with President Benjamin Harrison's designation of more than 13 million acres in 18 Western States as forest reserves, Russell details conflicts of interest between ranchers, administrators of public lands, and environmentalists.

Congress, appalled by the rampant abuse of range and timber lands in the West by private citizens, at first moved to prohibit any grazing on the new reserves. But the need for meat during World War I led to relaxation of original intentions and more overgrazing of public lands. In the 1960's and 1970's, the passage of the National Environmental Protection Act, the Endangered Species Act, the Forest and Rangeland Renewable Resources Planning Act, and the National Forest Management Act have signaled Congress' aim to protect wilderness land and wildlife. However, the combined efforts of the timber industry, mining concerns, and cattle ranchers proved a powerful lobby which advocated intensive use of public lands for private gain. The Wilderness Act of 1964 allowed grazing on reserved lands indefinitely, even those lands designated as wilderness areas. Grazing could not be phased out "simply because an area is, or has been, designated a wilderness." Even though wilderness lands only account for 2 percent of the forage used to feed cattle, individual ranchers are reluctant to give up the allotments.

Russell presents a convincing argument. In 16 Western States, ranchers now lease over 300 million acres that are primarily used for cattle grazing. Of the land managed by the Forest Service, nearly 80 percent is grazed. Grazing is allowed on almost 50 percent of the land managed by Bureau of Land Management, 25 percent of national parks or recreation areas, and 35 percent of national wildlife refuges. According to eyewitness accounts and several GAO reports, grazing cattle on the land has resulted in erosion of its health. Forage plants have been cropped so low that they can not replenish themselves, and plants unfit for cattle grazing are replacing them. Loss of habitat, because tree seedlings and valuable range grasses are being eaten by cattle, has reduced wildlife diversity and rainfall is not held on the land. Consequently, the water table is lower. This, combined with trampled and eroded streambeds, diminishes the availability of precious water in the dry West.

Writing about the vision of what wilderness could be, Russell features vignettes of a diverse group of people. From the owners of Bell Ranch in New Mexico, to Don Oman, a Twin Falls forest ranger and Pam Brown who works to reintroduce the Mexican wolf to the Gila Wilderness, opinions and emotions run strong. The often conflicting ideals of holistic resource management advocate Allan Savory, Animal Damage Control biologist Guy Connolly, Dominican priest and author Matthew Fox, and Native Americans Tito and Bernice Naranjo, citizens of Taos Pueblo, are woven into a tapestry of what the New West could look like.

In her essays Russell looks for answers to questions such as:

How do we restore the land and have a healthy system of soil and water?

How can any serious environmentalist not recognize the need for people to be at home on the land?

Who is the environmentalist's ally against the growing air pollution of our forests and range and the toxic wastes in the water?

How does the rancher, who is custodian (some say owner) of the land, fit economics of family living with the preservation of the land?

How do we maintain the biodiversity of the wilderness if we cannot reintroduce predators?

How can we equally involve ranchers and urban folk in the management of public lands?

The metaphor of a tapestry is appropriate here. Because the book is a series of interwoven essays, no one section can be taken separately. I read the book twice. The first time I read in bits and pieces and was frustrated with the flow of Russell's argument. Those looking for a logical flow of ideas and a tight fit between chapters will no doubt also be frustrated. After reading the book again in one sitting, I was able to see the book as a whole. Russell probably does comprehend the complexity of the grazing rights issue. She skillfully presents a whole understand-

ing of the issue but leans a little more heavily on the environmental side.

Noting that humans are crisis oriented, Russell insists that old style management of the West is not working and change is needed. However, increases in the grazing fees may actually lead to even more intensive grazing to make up for the increase in operating costs. Russell advocates concentrating on an ecology of ranching rather than the economics of ranching. She suggests compensation for ranchers to retire grazing allotments and paints a vision of what the future West could be with both cattle and wilderness. This vision would require fewer cattle and less grazing on public lands. Russell is one of the first to compile the many viewpoints that surround the struggle to move past the old vision of the West. As such, the book will stimulate further discussion and debate, maybe in the direction of a mutually beneficial compromise.

Reviewed by Janet E. Perry, an agricultural economist at ERS-RED.

Green Delusions: An Environmentalist Critique of Radical Environmentalism

Martin W. Lewis. Durham, NC: Duke University Press, 1992. 288 pp. ISBN 0-8223-1257-3 (cloth) $24.95. To order, call 919-688-5134.

At first glance a book dedicated to exposing the ill-conceived doctrines of environmental extremists offers little of professional interest to rural development specialists. A more detailed perusal, revealing as it does the author's call for an economic "decoupling" from nature, would likely make the book quite unpopular with many of these same professionals. That would be a shame, because this informative, highly readable assessment of environmental extremism offers a much-needed environmental middle ground based on reasoned, scientific principles and practical political considerations, a perspective useful in forming rural development policies that combine environmental and economic development concerns.

Rural America is caught in the cross-fire of our national debate on the environment, as indicated by controversies surrounding the spotted owl, water rights, agricultural and mining practices, and real estate development, just to name a few. In areas still dependent on natural resources, rural industries and populations are usually not strong on environmental reform. Faced with the choice between saving the earth (from over-use of fossil fuels, over-application of pesticides, or destruction of rare-species habitats) on the one hand and maintaining their profit margins and their livelihoods on the other, rural employers and residents logically opt for the latter. Although such choices are quite real for timber towns, petroleum refineries, and chemical companies, Lewis argues that in the long run environmental protection and economic growth are not either/or propositions; in fact, they are mutually dependent.

Lewis is a geographer and committed environmentalist who strongly believes that we face impending disasters—global warming, ozone depletion, massive species extermination—unless major reforms are carried out. He sees the greatest threat to environmental reform coming from conservative, antienvironment, free-market thinkers. However, this book is dedicated to uncovering the threat to the environment from the left which lies undetected, in part, because those espousing radical ideas clearly have their hearts in the right place. Lewis sets out to show "how nature's most fervent champions could also unwittingly be among its most dangerous foes" (p. 6).

The book consists of a series of well-researched, vigorous denunciations of ideas that the author calls a "multi-stranded philosophy" and places under the rubric "radical environmentalism." Lewis makes the case that radical green solutions are based on unscientific, unexplored, outdated assumptions about nature, man, and man-land relations. He criticizes four areas of radical thought:

(1) Turning back the march of progress to some Garden-of-Eden state of primal purity is romantic tomfoolery. Primitive societies did not, as a rule, live harmoniously with nature. Nature does not provide any convenient state of equilibrium with which we could live in harmony even if we tried. In his most compelling chapter, Lewis provides many examples, from prehistory to the present day, to thoroughly discredit the twin notions of primal purity and natural balance.

(2) A distrust of large-scale political and economic structures and a prejudice against cities (which owe their existence to hierarchy) lead radical environmentalists to advocate a devolution of modern, urban society into small-scale, independent, rural, agrarian societies. Peasant-based societies throughout history are held up erroneously as models of sane social form. Unfortunately, as Lewis clearly shows, small-scale societies are not intrinsically less violent or less ecologically destructive.

(3) In the eyes of radical greens, advanced technology is dehumanizing, unhealthy, destructive, and an affront to nature. In response, Lewis builds a strong case for technology as friend not foe. Solving the dehumanizing and unhealthy effects associated with industrialization does not involve stepping back to some mythic preindustrial worker utopia, but moving forward with technical and regulatory advances.

(4) Radical environmentalists argue that capitalism, resting as it does on an unavoidable foundation of economic growth, must be replaced with an economic system based on cooperation, not competition, a system that recognizes

limits to growth. While not embracing the opposing side that cheers an ever-increasing human population and demonstrates a callous disregard of the environment, Lewis argues that growth does not necessarily imply greater destruction; growth can be achieved in the context of less destruction, by replacing mass with value. An economic system based on both cooperation and competition will be more powerful and equitable than one based on competition alone.

I am not familiar enough with the vast literature covered by this book to judge whether Lewis is being fair to the many environmentalist activists and academics whose ideas are critiqued. His rhetoric is overly harsh at times, a detriment to his cause that Lewis himself acknowledges and attributes to the fact that, until recently, he was deluded by these ideas himself. I leave to experts to debate whether there is, in reality, a "multi-stranded philosophy" that can be given a name, or whether "radical environmentalism" is an imaginary straw man that Lewis creates for convenience in order to present his own liberal-moderate agenda. Lewis has been accused of creating "schools of thought" in relation to another publication, so I recommend that he be taken at his word when he encourages skepticism on the part of his readers.

In this book, Lewis not only criticizes radical ideas, but also proposes "Promethean" environmentalism, which is itself a multi-stranded philosophy. Promethean environmentalism seeks an end to the threat of impending ecological catastrophe, not by returning to nature but by doing just the opposite, using technology and our intrinsic creativity to decouple ourselves from nature as much as possible. I find it difficult to disagree with the argument that "...a liberal-moderate perspective offers the best hope for breaking the ideological impasse that currently paralyzes American society" (p. 25). Lewis lays out a realistic "via media" by coupling the conservative view that man must thrive and progress economically with the left's belief that nature must be preserved for nature's sake.

Two ideas for consideration by rural development specialists may be drawn from Lewis' Promethean environmentalism. First, Promethean environmentalism, if pursued, would involve a great deal of adjustment on the part of rural economies. Use of natural substances, such as cotton and wood, would be discouraged in favor of less destructive nonrenewables that can be recycled. The Promethean idea that we should cease as much as possible in provisioning ourselves through living things would be opposed by farmers, ranchers, lumber and paper companies, and others who make their living off the land.

But a transition to an economy based on value rather than mass does not mean an end to economic progress as we know it, even in rural America. In recent decades, rural America has significantly decreased its dependence on natural resource extraction at the same time it has increased its dependence on resource preservation for tourism and recreation. Promethean environmentalism does require considering controversial agricultural ideas, such as increasing dependence on grain and farm-raised fish, decreasing dependence on cattle, preserving small-scale farming (to preserve plant diversity), relying more on perennials, and promoting organic farming. These ideas need to be combined with technological research in genetic engineering and intensive greenhouse cultivation, to greatly reduce the amounts of chemical inputs used in producing food and the extent of land monopolized by agriculture. None of these ideas mean a poorer rural economy (though certain industries would be hurt); rural America can grow in value without growing indefinitely in volume, by using natural resources in economically efficient and ecologically benign ways.

The second idea for rural development specialists to ponder is a Promethean perspective on demographic change. Such a perspective would place as much emphasis on emerging settlement structures as on overall growth and socioeconomic conditions. Unfortunately, recent trends in rural population distribution indicate a deconcentration of population (a kind of suburbanization of rural towns and villages), as well as rapid growth in environmentally sensitive areas such as coastal and mountain areas. The greatest challenge to the future health of the American environment may not come from industry, but rather from the great desire on the part of so many Americans for a piece of the countryside.

Reviewed by John Cromartie, a demographer at ERS-RED.

The Road to My Farm

Nora Janssen Seton. New York: Viking Press, 1993. 225 pages. ISBN 0-670-84514-0 (hardback). $21.00.

"Harvard meets Texas A&M" might be the subtitle of Nora Janssen Seton's highly personal memoir of her search for the perfect farm. Seton, the daughter of a Massachusetts psychoanalyst, took a classical degree at Harvard before "a swarm of hitherto unconnected aspirations suddenly collided" (p. 4), and she earned a degree in agricultural economics at Texas A&M. After working in cattle genetics, grain exports, and specialty beef, she found herself married to a New York City banker and living in Connecticut. She and her husband became interested in setting up a farm as "a felicitous, healthy context in which to raise children. I thought that I could do it better—more efficiently, more humanely, more productively than others..." (p. 6). The Road to My Farm chronicles Seton's decisionmaking process in determining the type of farm that she and her husband would have.

The Road to My Farm is personal, subjective, idiosyncratic, and maddening. The chapters are loosely topical, each tracing some aspect of farming and Seton's thoughts about it. The reader learns far more about Nora Seton than about farming, although she sprinkles her narrative with carefully selected facts to support her musings. She begins by examining the ancient bases of farming, such as the story of Cain and Abel in the Judeo-Christian Bible and the myth of Demeter in ancient Greece. She explores the American conflict over sentiment toward farming and the desire for low food prices. (Repeatedly, she demonstrates utmost contempt for Americans as consumers.) A chapter on the meat industry ponders American ambivalence over slaughtering animals. Her meditation on whether to buy a tractor leads to a discussion of farm technology.

Seton reveals her conflicted nature most clearly in a chapter on organic farming. For example, she gives a psychological assessment of farmers' use of chemicals: "I think that what wedded farmers to farm chemicals (apart from the latter's effectiveness, convenience, and economics) was that chemicals affirmed them as members of a modern-age professional culture. The people from Dow and Dupont and Monsanto gave farmers a new kind of stature..." (pp. 97-98). She meets another philosophical farmer (coincidentally another Harvard graduate) who waxes eloquent about the satisfactions of farming: "In farming, your aspirations have to be within the chores themselves. You have to want to work with and be interested by the earth, when it's mud, when it's ice, when it's swamp, or when it's wildflowers." He goes on to talk about "the wonderment" of it all (pp. 112-13). His statements are unobjectionable enough, but embedded in his New England intelligentsia background, they come off sounding mostly arrogant.

As a result of her talks with that man and others, Seton decides to try organic "as far as we reasonably can" (p. 116). A discussion of pick-your-own berry farms leads into the decision of whether to grow vegetables. A consideration of agricultural consultants give rise to her opinions on the unification of Germany. Seton smugly compares herself to her friends on Wall Street and hopes, as a farmer, not to feel empty like the stockbrokers do.

The monologue continues in this vein through a reminiscence of Seton's work on a ranch in Wyoming, which led her to conclude: "I only like the first half of husbandry the raising half" (p. 147). She finally decides to plan a small farm: "My objective is not to gain some scale whereby I can hire extra help and buy heavy machinery—it is to do the farming myself, to enjoy the farming myself. I happen to love the work. I have to love the work, I believe, because a farmer's day-to-day options for reneging are few and his struggles are legion." (p. 149). Her dream is to breed rare and old races of animals, and she decides that she wants to make her farm accessible to "physically and emotionally handicapped children" so they can experience farm life (p. 157).

Seton and her husband conclude that they will have livestock on their farm. Her husband has "a penchant" for sheep, while Seton's own "strong inclination" is for goats. (In her thoughts about livestock she includes a sermonette about the homeless in New York City.) Again she returns to the psychology of farming: "It is farming that is my balm" (p. 182). A chapter on poultry includes thoughts on why it's easy to kill chickens (because they don't look human). She considers alternative markets for eggs—as the base for tempera paint and as coffee purifiers. Thinking about Chinese ducks, she engages in some inexcusable stereotyping: "I don't want inscrutable ducks" (p. 202).

Yet, despite all of these contemplations about the psychological health of farming, Seton declares, "If you are romantically inclined about agriculture . . . I think you're through as a farmer" (p. 207).

Finally, Seton decides to take the plunge and sets out to find a farm to buy. After a nasty diatribe against government regulations, especially environmental protection, Seton tells of finding the perfect farm in Connecticut, saying, "I could see in this Connecticut farm a reflection of my own desire for who I might be" (p. 221). After all of this soul-searching, it seems almost anticlimactic that, as Seton prepares to buy the farm, her husband is offered job in Switzerland and they move to Zürich.

In *The Road to My Farm,* Nora Seton discusses many of the issues relevant to American agriculture at the end of the 20th century. But because the book is so idiosyncratic, one comes away from it knowing little more than one woman's opinion on many topics. Because she does not actually buy the farm, her thoughts are merely kibitzing. The reader seeking any systematic, analytical discussion of farming philosophy (or anything else, for that matter) will have to look elsewhere.

Reviewed by Rebecca Sharpless, director of the Baylor University Institute for Oral History.

RDP ANNOUNCEMENTS

Compiled by Karen Hamrick

Sociology in Government: A Bibliography of the Work of the Division of Farm Population and Rural Life, U.S. Department of Agriculture, 1919-1953

Olaf F. Larson, Edward O. Moe, Julie N. Zimmerman (editors) Boulder, CO: Westview Press, 1992. 301 pages. ISBN 0-8133-8529-6 (paper) $44.00. To order, call 800-456-1995.

This bibliography of sociological studies by the Bureau of Agricultural Economics' Division of Farm Population and Rural Life pulls together a list of more than 1,500 publications and unpublished reports from a critical period in the development of rural sociology. These pioneering works not only increased the store of knowledge about rural life, they made significant contributions to sociological methodology. They are an outstanding example of the influence of social science research on public policy. Both Larson and Moe are former employees of the Division and were able to utilize their personal files in addition to published sources to assist in tracking down the books, research reports, Congressional testimony, and addresses listed here. The bibliography has indexes for subject, ethnic-cultural groups, and geographical location. Larson and Moe are also collaborating on an intellectual history of sociology in USDA during the same period, to be published in the future.

Agricultural Cooperatives in Transition

Csaba Csaki and Yoav Kislev (editors). Boulder, CO: Westview Press,1993. 413 pages. ISBN 0-8133-8759-0 (paper) $62.50. To order,. call 800-456-1995.

This book is a collection of co-refereed papers first presented at an Interconference Symposium of the International Association of Agricultural Economics (IAAE) in April 1992. The conference was held, appropriately enough, at the guest house of Kibbutz Maale Hachamisha near Jerusalem. Around 70 agricultural economists from Africa, Asia, the Middle East, Europe, and South and North America participated in the discussion of cooperatives. This volume presents 21 of these papers (chapters), followed by abstracts of 9 additional papers.

The book moves from theoretical to practical topics, and from mathematical to narrative discussions. General topics are covered, such as ethics, decisionmaking, and income allocation, followed by country-specific cooperative efforts drawn from the entire globe. For example, Michael Keren and David Levhari diagram the propensity toward taking bad risks (moral hazard) in credit pools of the Israeli moshav, a cooperative settlement consisting of small farms. Edith Depetris de Guiguet and Gerald Campbell evaluate the liberalization of the Argentine grain marketing cooperative system. On the home front, four chapters focus on U.S. agricultural cooperatives, covering topics ranging from capital structure (a comparison of U.S. and Israeli experiences), the coordination of supply and demand for perennial crops, strategic management of U.S. agricultural cooperatives, and the history of American communes.

The Future of Agricultural Research and Extension: Policy Perspectives

Columbia, MO: Rural Policy Research Institute, University of Missouri, 1993. 36 pp. Copies are available at no charge from RUPRI, 200 Mumford Hall, University of Missouri, Columbia, MO 65211 (telephone 314-882-0316).

This report contains the keynote addresses given at a Rural Policy Symposium held at the University of Nebraska-Lincoln in March 1993. The symposium topic was "Implications of the New Research and Extension Dimensions of the 1990 Farm Bill." The speakers were asked to discuss the changes mandated by the 1990 farm law, and how the law will affect land grant universities and USDA. The speakers were Kathleen Merrigan, Duane

Acker, Chuck Hassebrook, Terry Nipp, and Chuck Schroeder.

Economic Adaptation: Alternatives for Nonmetropolitan Areas

David L. Barkley (editor). Boulder, CO: Westview Press, 1993. 298 pages. ISBN 0-8133-8715-9 (paper) $42.50. To order, call 800-456-1995.

This book from Westview's Rural Studies Series presents a critical review of alternative strategies for rural economic development. It focuses on rural employment and income generation strategies designed to adapt to the new global economic environment facing rural America. The chapters are authored by experts in many disciplines, including economics, sociology, anthropology, geography, and planning.

The book begins by examining the major causes of today's rural economic difficulties, with chapters on the rural economic gap (by Mark Henry), manufacturing decentralization (David Barkley), and labor force utilization (Jill Findeis). The chapters on specific strategies include endogenous growth centers (Niles Hansen), small and midsize firms (James Miller), export-related services (Stephen Smith), retiree attraction (Richard Reeder, Mary Jo Schneider, and Bernal Green), tourism (Lay Gibson), high-tech manufacturing (Amy Glasmeier), nontraditional agriculture (Paul Wilson), direct foreign investment (Kevin McNamara and David Barkley), telecommunications (Thomas Rowley and Shirley Porterfield), and industrial targeting techniques (Wilbur and Philip Thompson). Two policy overview chapters are provided (William Fox and Matthew Murray; Gene Summers).

Rural Economic Development, 1975-1993: An Annotated Bibliography

F. Larry Leistritz and Rita R. Hamm. Westport, CT: Greenwood Press, 1994. 320 pages. ISBN 0-313-29159-4 $65.00. To order, call 800-225-5800.

This bibliography identifies major publications on the process of economic development and economic revitalization strategies that pertain to nonmetro areas. It covers works published in professional journals, books, university research reports, extension reports, conference proceedings, government reports, and unpublished papers accessible to the general public. Thus, it provides a starting place for students of rural development who are interested in the forces affecting various economic sectors (agriculture, manufacturing, recreation/tourism) and types of firms (high tech, telecommunications), their potential for contributing to rural economic development, and economic development policies and strategies that could be employed by various levels of government. It includes North American and European literature published in English and emphasizes the period from 1988 to 1993. The book also has author, geographic, and subject indexes which help users quickly identify specific literature from 748 citations. The senior author has published two other annotated bibliographies on the interdependence of agriculture and rural communities and on rural community decline and revitalization that cover literature published during the period from 1975 to 1987. Thus users may be best served by referring to all three bibliographies.

101 Ideas on Economic Development

Cal Clark. Omaha, NE: Peoples Natural Gas, 1994. 115 pages. $12.95. Order from Peoples Natural Gas, 1815 Capital Ave., Omaha, NE 68102

This booklet is a collection of thoughts on economic development derived from a weekly series of newspaper articles written by the author. Many of the articles refer to Minnesota, but have some relevance to other areas. For the most part, the 102 entries (never mind the title) are summaries of various economic development reports, industry studies, and articles. Report summaries refer to the publisher but generally do not include date of publication. The author presents study findings in a chatty, easily digested style. These summaries are interspersed with the author's reflections on economic development. The entries are categorized by topics such as leadership, vision, retailing, and community resources.

Each idea/entry is about five short paragraphs. A typical entry is that titled "Retaining Young People Top Issue in Rural Communities." The author begins: "An extensive study by the Heartland Center for Leadership Development found Nebraska mayors feel that providing employment opportunities for young people is the single most important issue for rural community survival." He then goes on to list the next 35 issues found critical for rural communities in the 1990's. Among the issues listed are improving local residents' willingness to accept change (#8), reducing property taxes (#18), and improving rural transportation systems (#36).

The Endless Quest: Helping America's Farmworkers

Philip L. Martin and David A. Martin. Boulder, CO: Westview Press, 1994. 258 pages. ISBN 0-8133-1768-1 (softcover) $45.00. To order, call 800-456-1995.

The authors present a discussion, analysis, and suggestions for improving the plight of migrant and seasonal farmworkers. They concentrate on the Federal programs that were designed to specifically assist migrant, and later seasonal, farmworkers. These Federal programs are Migrant Education, Migrant Head Start, Migrant Health, and job training and ancillary services under section 402 of the Job Training Partnership Act. All of these programs have their roots in the 1960's. Over $525 million was spent on these programs in 1992, and an additional $75

million was spent on other Federal programs in which migrant and seasonal farmworkers can participate.

The book begins with a background on migrant and seasonal farmworkers, their work, and their lives. After this background the Federal programs are thoroughly discussed and evaluated. Next, the authors present their argument that coordination among migrant assistance programs at both State and national levels is necessary to better serve migrant and seasonal farmworkers and to reduce the costs of the programs. These arguments include models to promote coordination among the programs. However, they conclude that the best way to help America's migrant and seasonal farmworkers is to reduce the chronic oversupply of farmworkers by strictly enforcing the immigration laws.

Rural America and the Changing Structure of Manufacturing: Spatial Implications of New Technology and Organization

G. Andrew Bernat, Jr. and Martha Frederick, editors. 176 pages. Staff Report No. AGES 9319. U.S. Department of Agriculture, Economic Research Service, 1993. Copies are available at no charge from: G. Andrew Bernat, Jr., Economic Research Service, 1301 New York Avenue, NW, Room 340, Washington, DC 20005-4788.

The chapters of this report were originally presented at a workshop in Washington, DC, on September 24-25, 1992. The workshop was cosponsored by the Economic Research Service of the U.S. Department of Agriculture and the University of Guelph in Ontario, Canada. Manufacturing has traditionally accounted for a large share of both income and jobs in rural areas. Because of the restructuring of manufacturing, it can no longer be counted on as a basis for vigorous economic growth in rural areas. This report is a beginning effort to analyze and understand the effects upon rural economies of the current, dramatic worldwide restructuring of manufacturing.

The authors and their papers are (1) Edward J. Malecki, "Competitive Manufacturing in the 1990's: Implications for Rural Communities;" (2) Meric S. Gertler, "Implementing the New Technologies: Problems in Peripheral Manufacturing," (3) Alan MacPherson, "Service-to-Manufacturing Linkages Among Small- and Medium-Sized Firms: Prospects for Rural Industrialization," (4) William J. Coffey, "The Role of Producer Services in Modern Production Systems: Implications for Rural Development," (5) Amy K. Glasmeier, Jeffry Thompson, and Amy Kays, "Trade Policy, Corporate Strategy and Future Industrial Restructuring: The Impacts of Globalization on Rural Manufacturing," (6) Susan Christopherson and Beth Redfield, "The False Promise of Industrial Districts for Rural Economic Development," (7) James W. Harrington, Jr., "U.S. Banking Change and Local Economic Development," (8) Lucy Gorham, "Changing Employment, Earnings, and Skill Requirements in Manufacturing: The Implications for Rural Workers," and (9) David Freshwater, "Lessons for Rural America from the Decline and Restructuring of Manufacturing in the Niagara Region of Canada."

Tourism Development: A Guideline for Rural Communities

Glenn D. Weaver. University Extension, Department of Parks, Recreation and Tourism, University of Missouri, Columbia, MO. 1993. 67 pages. Published by U.S. Department of Commerce, U.S. Travel and Tourism Administration. Copies are available at no change from Linda Harbaugh, U.S. Travel and Tourism Administration, 14th and Constitution, NW, Room 1510, Washington, DC 20230.

With brief and purposely general narratives, this report provides guidelines that a community should follow when developing tourism as an economic development tool. Some of these steps are assessing the tourism potential, analyzing the information, planning a strategy, implementing the strategy, monitoring the tourism program, developing the tourism product, marketing the tourism product, and evaluating the tourism program.

This guide points out that tourism development has its costs, as well as its potential benefits to the local area and it presents all phases of tourism development. Also, the report contains a short, but very good, suggested reading list. The appendixes contain very useful sample forms a community can use in the various information-gathering and monitoring phases of tourism development.

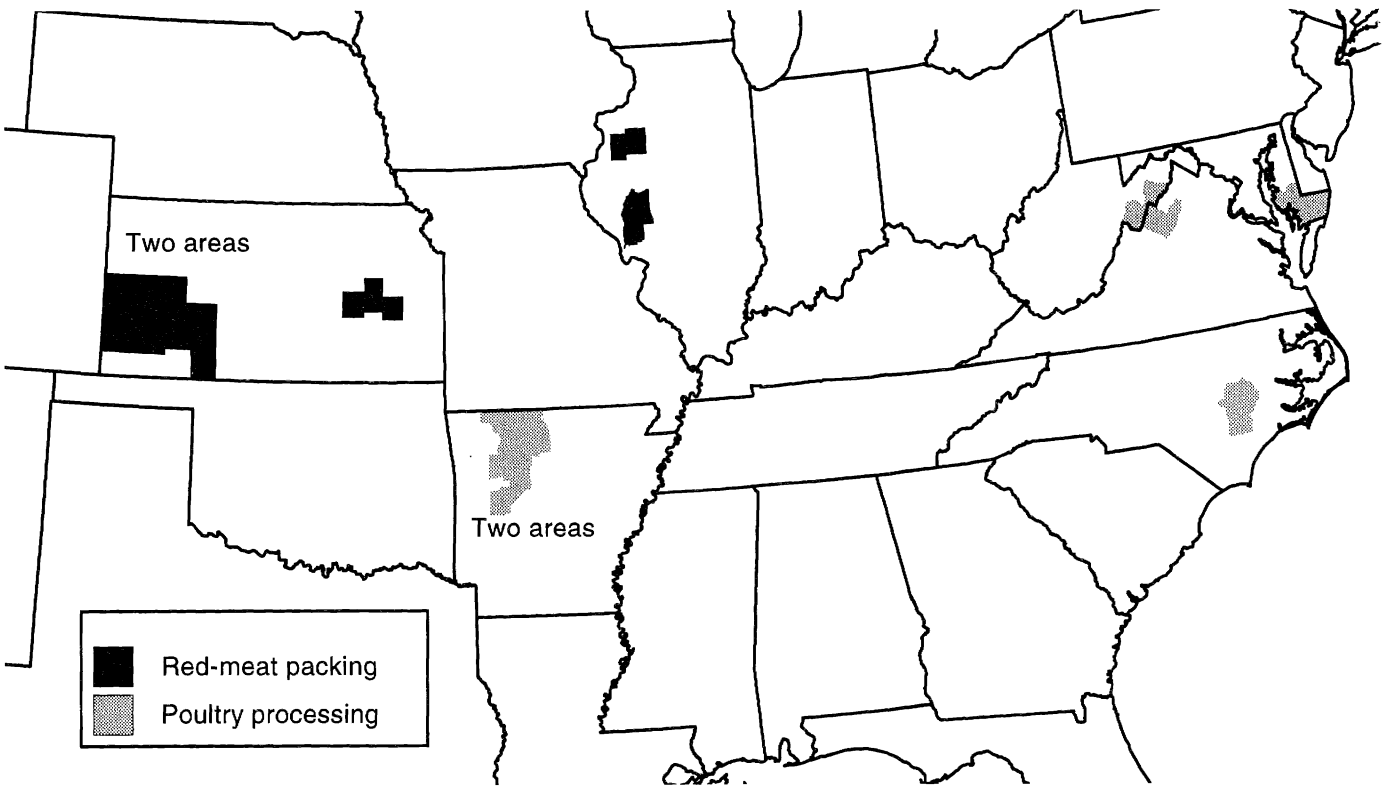
Errata

The map in Dennis Brown's article, "Poultry Processing Created More Rural Jobs than Red-Meat Packing During the 1980's," vol. 9, no. 2, February 1994, page 37, did not show the correct trade areas. This map contains the correct information. The back of the page is blank to allow readers to cut the map out and insert it over the incorrect map. Please also note that the name of the Goldsboro-Kinston trade area was misspelled in table 1, page 38, of that article. We apologize for any confusion these errors may have caused.

Figure 4

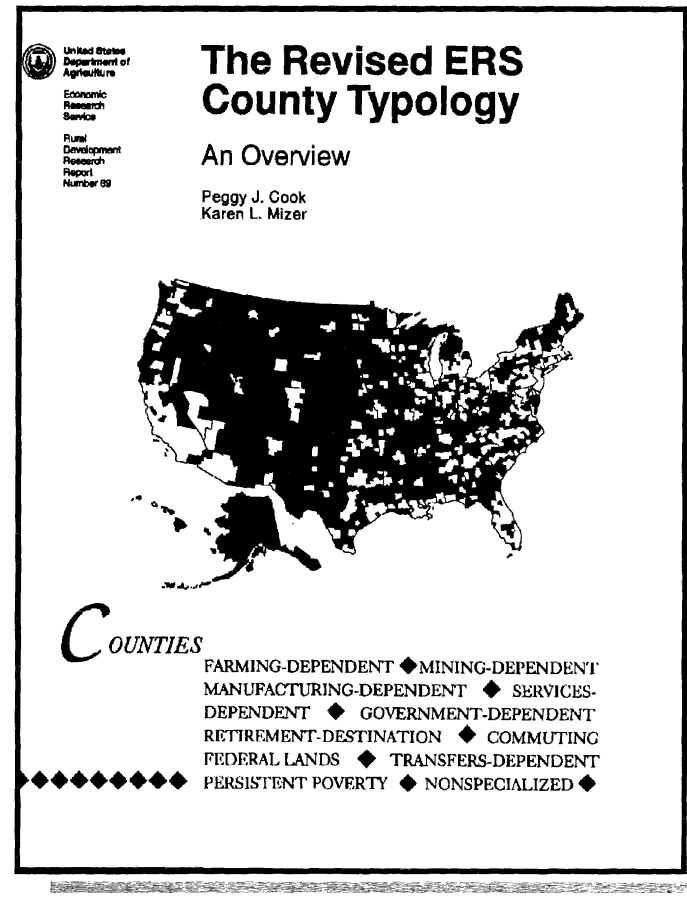
Significant red-meat-packing and poultry-processing areas

Five red-meat-packing and five poultry-processing areas were selected for study



Source: Study areas selected by author using data from County Business Patterns and Rand McNally trade areas.

get the details...



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