

RURAL EDUCATION

THE CHALLENGE:

While some rural areas are doing well educationally, much of rural America faces serious challenges in the area of education, including:

- Children from poor, increasingly diverse, increasingly single-parent families, too few of whom have attended pre-school.
- Low-density districts with high transportation costs, falling property values, and declining enrollments, leading to underfunded schools with limited curriculum and aging facilities.
- Younger, less well-qualified teachers and principals than in suburban and urban areas.
- Low participation in post-secondary education.
- A lack of local economic opportunities for students when they complete their education, or meaningful, hands-on vocational education during their school years.

THE RESPONSE -- Preliminary Thoughts

Here are some areas of strategic focus where the Federal government can make a difference in addressing these challenges:

I. Helping Children Get Ready to Learn

Examples:

- Expanding Head Start
- Parents as Teachers Component of the President's Reading Challenge.
- Providing flexibility and support to rural school districts that use Title I funds to support preschool programs.

II. Insuring that Schools In Rural Communities Fully Participate in Standards-Based School Reform Efforts and that Children in Those Communities Benefit

Examples:

- Mobilizing rural communities to help all children read by the end of the third grade through the President's reading challenge.

- Expanding Goals 2000 grants to support locally designed efforts to help children achieve challenging academic standards.
- Targeting Title I funds to low-income rural communities to support extra help in the basics and schoolwide improvements.
- Improving access to high-quality technical assistance on successful reform efforts in rural areas.
- Providing waivers and other flexibility to support innovative use of federal education funds to meet the needs and strategies of rural communities.
- Star schools to support distance learning technologies, narrowing the resources gap between urban and rural districts.
- Educational Technology Initiative to connect every classroom to the Information Superhighway.

IIA. Important Subset -- Supporting Rural Community Efforts to Attract, Retain, and Train Excellent Teachers and Administrators

- Eisenhower Professional Development program.
- President's Directive to Gather and Disseminate information on effective practices.
- Support local efforts to identify and train potential teachers in the local community.

III. Strengthening Links Among Families, Communities and Schools

- Expand Family Involvement Partnership for Learning to encourage parents, employers, and religious organizations to rally around families and local schools to support children's learning.
- As President has proposed, fund new challenge grants to encourage parents to help their children become successful readers.
- Encourage the development community schools and facilitate coordinated services for children and their families in the context of schools.

IV. Expanding Opportunities for Americans in Rural Communities to Engage in Postsecondary Education

- Helping rural Americans afford to go to college, such as the President's HOPE scholarships and expanded College Work Study.
- Also, helping to bring a postsecondary education to rural communities, through

supporting such efforts as the Western Virtual University.

V. Encouraging Strong & Innovative Vocational Education--School-to-Work Opportunities, as well as Solid Adult Education Opportunities Which Are Linked to and Help Expand Local Economic Opportunities

- School-to-Work Urban/Rural Grants to help students make the transition from classroom to careers and further education and training
- Perkins Tech-Prep and Vocational-Technical Education
- Highlighting New American High schools that exemplify successful integration academic and work-based learning in a rural context.
- Continued support of FFA and other vocational student organizations that enhance education and youth leadership, as well as contribute to economic development of rural communities.
- Continued funding of Adult Education Act Basic Grants to provide educational opportunities for adults not in school who lack a high school diploma or the basic skills to function in the workplace and their daily lives.

TECHNOLOGY

A strong thread running through several of these areas is educational technology.

White House Meeting on Rural Economic Development Strategy, September 20, 1996

Introduction:

Affordable access to telecommunications is critical for rural communities. Telecommunications allows rural areas to overcome geographic isolation and have access to the vast resources available on the information superhighway.

- Telecommunications helps rural schools and libraries have access to some of the best libraries and museums in the world. Many rural schools who can not afford a full-time teacher in some subjects look to telecommunications as a way offer comparable distance learning courses.
- In delivering health care, rural areas can also benefit from access to telecommunications. For example, it is possible to transmit X-ray images to a specialist in urban medical center who can determine treatment and whether or not transport to another location is needed.
- Telecommunications is essential for rural economic development. Most service companies are information intensive and they require access to advanced telecommunications in order to operate effectively. These companies are likely to locate in areas that have access to advanced and affordable telecommunications services.

Despite the benefits, rural areas are at a disadvantage because their average access costs are significantly higher than for their urban counterparts. For example, The Rural Utilities Service (RUS) at the U.S. Department of Agriculture, conducted an analysis of rural access costs. The RUS concluded that, "...generally the average yearly rural costs were three to four times as high as urban costs for the same bandwidth."

Statistics (rural schools)

Pre-School

- 40.3% of 8th-grade students in rural communities attended preschool compared to 51.1% nationally (U.S. Dep't of Education, National Center for Education Statistics, National Education Longitudinal Study of 1988).

High School

- 24.7% of graduating high school seniors in rural schools took 6 or more credits in vocational education compared to 18.6% nationally (U.S. Dep't of Education, National Center for Education Statistics, National Assessment of Educational Progress).

Post Secondary Education

- 21.7% of young adults in rural communities completed a post secondary degree compared to 26.3% nationally and to 30.2% of suburban young adults.. (U.S. Dep't of Labor, National Longitudinal Survey of Youth, 1990).
- 18.6% of 8th-grade students in rural communities have a parent in the household who had completed 4 years of college compared to 23.7% nationally and to 29.5% in suburban communities (U.S. Dep't of Education, National Center for Education Statistics, National Education Longitudinal Study of 1988).
- 49% of 8th-grade students' parents in rural communities expect them to complete 4 years of college compared to 55.3% nationally and 60.2% in suburban communities (U.S. Dep't of Education, National Center for Education Statistics, National Education Longitudinal Study of 1988).

Teachers

- Average academic base teacher salary was \$23,293 for rural teachers, much lower than the national average of \$25,207 and urban teacher salary of \$27,372 (U.S. Dep't of Education, National Center for Education Statistics, School and Staffing Survey, 1987-88).
- 10.6% of rural teachers have 3 years or less teaching experience compared to 9.8% nationally and 9.6% of urban teachers (U.S. Dep't of Education, National Center for Education Statistics, School and Staffing Survey, 1987-88).
- 39.3% of rural teachers think that they have a great deal of influence on establishing curriculum compared to 34.9% nationally and to 26% of urban teachers (U.S. Dep't of Education, National Center for Education Statistics, School and Staffing Survey, 1987-88).

Star Schools Program

In the first two years of the program, approximately 200,000 students participated in high school credit courses or enrichment programs offered through the Star Schools projects. Through the years, the number of students, teachers, administrators, parents, and others receiving services has grown tremendously. Today, nearly 1.6 million learners are participating in the program through classroom, community, home, university, office and other settings.

The Program has been particularly successful in bringing to rural communities programming which otherwise would not be made available because of small enrollments or lack of qualified or available teachers. The Pacific Northwest Star Schools Project located in Spokane, WA, serves many small, rural towns in the northwest as well as territories in the Pacific Rim. The Young Astronauts program is one of several science offerings for these students, providing the opportunity to young people who have an interest in science and encouraging others to learn more about space science and talk to the astronauts.

The United States Distance Learning Consortia headquartered at the Education Service Center in Region 20 (San Antonio), TX, provides a wonderful experience for migrant students to continue their education as they move from State to State along the agricultural path with their families. Students continue to participate in class activities through the satellite courses and with the laptop computers that are provided to them through the project, thereby reducing illiteracy among the students and their families who also benefit from the program.

Adult Education and Rural Education

For many Americans, the prospect of a better life is diminished by a number of factors affecting their rural communities: low per-capita income, low levels of educational attainment, slow job growth, high poverty, high unemployment, and high rates of illiteracy.

Illiteracy and low levels of individual educational attainment are one of the most pressing problems that face rural communities and disables people in a search for improved economic and educational opportunities. These conditions persist and are, in fact, exacerbated by the rapid changes in the global economy. The pressing need for services to those in rural communities are being addressed, however, in innovative ways.

- Secretary Riley announced on September 9 the PBS premiere of "*Crossroads Cafe*," an instructional series that, combined with print materials, offers a *complete program* for teaching English to speakers of other languages or English speakers with low literacy skills. Development of the series was supported through a partnership between the state education agencies of California, Florida Illinois & New York; Intelcom, the nonprofit organization which produced the series; Heinle & Heinle, publisher of ESL literacy materials; and the PBS Adult Learning Service, which is facilitating the broadcast of Crossroads Cafe on PBS stations throughout the country. The Department's Office of Vocational & Adult Education supported an evaluation of the pilot project & will support evaluation after implementation. Federal adult education dollars were also used by partner states in developing the series.
- The Department's *Adult Education Act Basic Grant to States* is the major federal program that supports services in rural areas to provide educational opportunities for adults, not in school, who lack a high school diploma or the basic skills to function in the workplace and in their daily lives.
- The *Appalachian Regional Commission (ARC)* education program, administered by the U.S. Department of Education's Office of Vocational and Adult Education, is focusing on the following areas related to adult education: adult workplace literacy development, literacy programs, basic skills programs, and distance learning telecommunication programs, child care programs, and transportation programs.

School-to-Work Opportunities and Rural Education

The Department of Education's *Condition of Education in Rural Schools* noted:

- Proportionately fewer rural than non-rural seniors intended to pursue college and advance degrees and more rural seniors than nonrural seniors had no plans at all. Indeed, during the four years following graduation fewer did attend college.
- Reflecting their long range perceptions about the future, seniors in rural high schools were less likely to have enrolled in challenging programs that would prepare them for further education and training and were more likely to be enrolled in general studies.
- A number of factors may account for this: more rural than non-rural students come from families with a lower SES; the presence of fewer jobs requiring a college education in rural areas; more limited access to higher education; or a perceived lack of guidance and support for pursuing advanced education studies.

This lack of diminished aspirations and educational opportunities comes at a time when knowledge and skills matter more than ever. It is critical that sustained investment and reforms continue on improving education in rural areas.

The U.S. Department of Education supports a number of efforts to improve the preparation of all students in rural areas for college and careers:

- *School-to-Work Urban/Rural and Native American Opportunities Grants* are specifically targeted at assisting rural communities in meeting special challenges they face.
- *Carl Perkins Tech-Prep and Vocational-Technical Education, Basic State Grants* provide critical resources to rural communities for equipment purchase, professional development, and curriculum reform.
- The *New American High Schools* initiative is highlighting schools that are preparing all students for the 21st Century such as Sussex Technical High School in rural Delaware and Walhalla High School in rural South Carolina.
- The *Appalachian Regional Commission (ARC)* education program, administered by the U.S. Department of Education's Office of Vocational and Adult Education, is focusing on economic development, dropout prevention, adult workplace literacy development, literacy programs, job-relevant training programs, basic skills programs, distance learning telecommunication programs, child care programs, and transportation programs.
- FFA and other vocational student organizations enhance education and contribute to the economic development of rural communities.

Sussex Technical High School

Improved programs and higher test scores have proven the success of occupational clusters at Sussex Technical High School. Students and teachers regularly collaborate to integrate courses within the clusters. Expectations of academic and technical achievement have risen over the course of the reform-and have been met.

In just five years, Sussex Technical High School in Georgetown, Delaware, has been transformed from an area vocational school with declining student enrollment and low academic achievement to a restructured high school that offers students a challenging, integrated curriculum. The school's success in raising expectations and academic and technical achievement has not gone unnoticed; it currently has a waiting list and anticipates having to turn away a growing number of prospective students.

Among its successes, Sussex Tech considers the improved quality of programs and higher test scores as evidence that the new system is working. However, improved student and teacher morale and successful implementation of clusters and block scheduling are also high on the list of real improvements.

Success Through Occupational Clusters

Sussex Tech has been restructured to promote both high expectations and the integration of academic and vocational education. The school is part of the High Schools That Work project of the Southern Regional Education Board, which promotes these ideas. The high school reorganized its occupational program into four clusters (Automotive/Diesel Technologies, Business Technologies, Health/Human Services Technologies, and Industrial/Engineering Technologies). In addition to its technical instructors, each cluster has a group of designated academic teachers in English, math, science, and social studies. Ninth graders rotate through a series of exploratory units and choose their cluster at the end of the year.

Each cluster has developed a challenging program of study that includes academic and technical courses. All remedial and general track courses and study halls have been eliminated. The programs of study include advanced math and science courses in each occupational area. For example, all students are required to take three years of math and science and four years of Tech Prep English courses. To support this more rigorous course work, the high school has instituted an after-school tutoring program staffed by teachers.

The schedule at Sussex Tech has been radically altered to accommodate this cluster approach and to promote integration. Classes are block scheduled, with technical classes meeting each day for 90 minutes and academic classes meeting for 90 minutes every other day. In addition, related courses have been developed for each cluster and for individual programs in both academic and technical areas (an example is a blueprint skills course for the Industrial/Engineering Technologies cluster or related sociology for the Health/Human Services Technologies cluster). Every morning before school starts, teachers are given a 45-minute personal planning period and a 30-minute cluster planning time. Teachers hold formal meetings within their clusters once a week, with the remaining four cluster-planning periods reserved for ad hoc meetings among individual teachers.

Integration Projects for All Grade Levels

At Sussex Tech, the teachers take integration very seriously. The administrators and teachers have identified an integration project for each grade level, to include all students in that grade. Students in the eleventh grade, for example, participate in American history integration projects. Students enrolled in the Industrial/Engineering Technologies cluster can read about the American Revolution in their history courses, then fashion tools and implements modeled on those of the Revolutionary period.

Finally, all twelfth graders are required to complete an integrated senior project. Over the course of a year, for example, students in the Industrial/Engineering Technologies cluster constructed a house for

one of their projects. All students were assigned math problems about the amount of materials required to complete the project and the costs of these materials. A community resident moved into the house after it was completed.

Collaboration Between Students and Teachers

Students at Sussex Tech are regularly asked to reflect upon the ways in which various disciplines can be integrated. Math teachers ask their students to discuss and write about how math is related to their technical area. Teachers and students brainstorm about projects that will integrate academic concepts into areas of career interest.

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Students at Sussex Tech are regularly asked to reflect upon the ways in which various disciplines can be integrated.



[\[Return to New American High Schools Index \]](#)

Last update September 11, 1996 *(SMJ)*

Walhalla High School

At Walhalla High School, the community is collaborating with business and industry partners to continually improve students' school- and work-based experiences.

Walhalla High School, in the Appalachian region of South Carolina, has restructured its education program to provide students with meaningful school- and work-based experiences. Student-oriented guidance and counseling programs are centered around career clusters and articulated with the nearby Hamilton Career Center and with area post-secondary institutions.

Counseling and Career Guidance

At Walhalla Middle School, "Planning for a career has three distinct steps: self-awareness, exploration, and preparation." In the sixth grade, each student begins to develop a Career Portfolio, which includes career, extra-curricular, and academic information that each student maintains throughout and beyond the high school years.

The middle school Career Specialist ensures that students and their parents or legal guardians are exposed to and familiar with potential career options and the curricular format at the high school. The career clusters are Business, Engineering, Health Sciences, Trades & Technology, and Arts/Sciences/Human Services. Certain courses in the career clusters award dual credit toward students' post-secondary career plans. The academies are the Finance Academy and the Ford Academy of Manufacturing Sciences (FAMS), which is offered at the Hamilton Career Center. Students learn that courses in both academies allow them to earn college level credit.

Among the methods used to inform students about career choices are interest inventories, class presentations of current and future career information, worksheets, videos, guest speakers, and field trips. In addition, the middle school hosts a Career Fair where business and industry professionals talk to students about their training and experiences.

During the second semester of the eighth grade, students and parents review the four-year high school course plan with the Career Specialist. At this time, students make an initial selection from the five career clusters and two academies (new in 1995).

After the review process is completed, the middle school Career Specialist forwards the student's Career Portfolio to the high school. Communication between the middle school and the high school does not end with this transaction. "We're pretty much in constant communication," commented the high school Career Specialist. "I think the two schools have just worked beautifully together to make sure that we're protecting the integrity of the program."

At the high school, students review their career plans with a Guidance Counselor and Career Specialist. Since both these advisors confer with the middle school Career Specialist, students enjoy an easier transition between schools. The Career Specialist conducts information workshops for students throughout the high school years. At these sessions, students go from learning more about themselves in grade nine to learning about filling out job applications, interviewing techniques, and creating resumes in grades ten, eleven, and twelve. The Career Specialist also arranges for students, parents, faculty, and staff members to gain work-based experience through programs including job shadowing and internships.

The Structure of Career Clusters

Realizing that traditional schooling would not adequately prepare students for their roles in the twenty-first century, the school's principal, faculty, and staff members used input from the business and industry communities to begin reassessing their educational programs during the 1987-88 school year.

Collaborative efforts with the Southern Regional Education Board and PACE, the Partnership for Academic and Career Education (a tech-prep consortium), assisted Walhalla High School in initiating a whole school reform program. Later cooperation with the Hamilton Career Center and Tri-County Technical College resulted in post-secondary articulation agreements.

In concert with State Department initiatives, Walhalla High School has organized the career clusters along a College Prep and Tech Prep continuum. The College Prep focus provides students with extensive preparation for college-level work leading to a chosen career. The Tech Prep focus prepares students for further technical college training or for immediate entry into a chosen career. Each focus requires the same number of credits for graduation. The Finance Academy is slated to join the FAMS at Hamilton Career Center, thus becoming available to other high schools in the district.

A Dedicated Faculty and Staff

Walhalla High School has dedicated and nurturing faculty and staff members. Not satisfied with the status quo, they look for ways to improve student career options and experiences. Faculty development activities initiated from the beginning of the reform movement continue to include visits to business and industry sites, from which faculty members bring new experiences and knowledge back into their classrooms.

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According to one student, "If we understand what's out there, and we know what we have to do to grasp it, that's what Walhalla High School is all about."



[\[Return to New American High Schools Index \]](#)

Last update September 11, 1996 *(SMJ)*

Conditions in Rural Communities

Rural communities are not uniform in the conditions they face. Rural areas are diverse, varying by region, economic base, and other characteristics. Children in rural areas may have more in common with suburban children when it comes to race and ethnicity and family characteristics. But in terms of poverty, health, and education, rural children may have more in common with children in inner cities. (Sherman, 1992)

Poverty

- The overall poverty rate was higher in nonmetropolitan areas compared with metropolitan areas. In 1994, the nonmetropolitan poverty rate was 16.0%. The metropolitan poverty rate was 14.2% (Central cities had a poverty rate of 20.9% and other metropolitan areas had a poverty rate of 10.3%). (Census Bureau, 1996)
- The poverty rate for children was also slightly higher in nonmetropolitan areas. In 1994, 22.6% of nonmetropolitan children (under age 18) were poor. In metropolitan areas, 21.6% of children were poor. (Census Bureau, 1996)
- Median household income for nonmetro areas was \$25,256 in 1993, compared with \$33,212 in metro areas. Although a substantial gap remains between the median incomes of metro and nonmetro households, the gap has narrowed somewhat in recent years. Real median household incomes have continued to decline in both areas, but have declined less sharply in nonmetro areas. (USDA, 1995b)
- The majority of those living in poverty in nonmetro areas are the “working poor”. More than 60% of the nonmetro poor were in families with at least one working member, or, if living alone, were employed at least part of the year. (USDA, 1995b)
- Almost half of the nonmetro poor lived in the South in 1993; the poverty rate there was over 20%, much higher than other regions of the U.S. Other regions with persistent poverty counties include Appalachia and the Southwest. (USDA, 1995a & 1995b)

Overall Population Trends

- One-fifth of the U.S. population lives in nonmetropolitan areas. (USDA, 1995a)
- Between 1990 and 1994, the population of nonmetro counties increased at an annual rate more than double that of the 1980's. (USDA, 1996)
- Migration out of rural areas was significant during much of the 1980's. The loss of population was characterized as a “brain-drain” in that college-educated people were moving out of rural areas and people moving in tended to have less education. The net outmigration of college-educated people has slowed considerably during the 1990's. (USDA, 1995b)

- The loss of population during the 1980's cut across all age groups, but was especially high among the 18-24 age group. Although net outmigration among this age group continues to be high during the 1990's, immigration into rural areas has increased among working-age people and their children as well as people of retirement age. (USDA, 1995b)
- The West is the only region where rural communities are now showing a net immigration of college graduates and higher income people, representing a "complete migration turn-around" between the 1980's and 1990's. This may reflect declining urban opportunities in California as well as the decentralization of high-tech firms into rural areas in Colorado and Washington. (USDA, 1995b)
- Rural areas that are primarily dependent on farming continue to experience a decline in population. Three-fourths of these counties have shown net outmigration in the 1990's. (USDA, 1996)

Age

- Nonmetro areas have a higher proportion of older people than metro areas. In 1994, the percentage of people 55 or over was 23% (compared with 19% in metro areas). Metro areas continue to have a higher percentage of working-age adults than nonmetro areas. (USDA, 1996)

Race

- Minorities are much more likely to live in metro areas, but their presence in nonmetro areas is increasing. In 1990, minorities were only 14% of nonmetro population, but they were the fastest growing groups between 1980 and 1990. (USDA, 1996)
- Median household incomes in nonmetro areas were lowest among Blacks. \$14,183 in 1993, nearly a third lower than among Blacks in metro areas. (USDA, 1995b)
- The poverty rate among Blacks in nonmetro areas in 1993 was 40.6%; among nonmetro Hispanics it was 33.1%. Poverty among metro Blacks was 31.7%. (USDA, 1995b)

Economic Sectors

- In the last 20 years, the percentage of the rural workforce employed in farming has continued to decline, from 14.4% in 1969 to 7.4% in 1993. (USDA, 1996b)
- Fifty years ago, over half of the rural population lived on farms. Today, farm families make up less than 10% of the rural population. (USDA, 1996b)

- Manufacturing jobs have shifted from metro to nonmetro areas. The nonmetro share of these jobs rose steadily between 1985 and 1993, from 20% to 23%. (USDA, 1996b)
- In rural areas, the strongest growth has been in the services sector of the economy, especially tourism, recreation, regional trade, and services related to retirement. Among all those employed in rural areas in 1993, 50.7% were in services; 16.8% in manufacturing; 16.8% in government; 7.4% in farming; 5.2% in construction; 1.6% in agricultural services, forestry, and fishing; and 1.5% in mining. (USDA, 1996b)
- The most rapidly-developing nonmetro areas are those characterized as “retirement-destination” counties: areas with natural amenities that attract retirees, tourists, and recreationists. (USDA, 1995a & 1996a)

Employment

- Between 1990 and 1994, the annual employment growth for rural areas was twice as high as the growth in urban areas (1.6% growth compared with .8%). Contrary to their experience during the 1980's, rural areas fared better than urban during the 1990-91 recession, as measured by growth in employment. (USDA, 1995b)
- Unemployment remains higher in rural areas, at 6.6% in 1994 compared with 5.9% in urban areas. The faster rate of employment growth in rural areas since 1990 has narrowed the gap in unemployment between urban and rural. (USDA, 1995b)
- During the 1980's and early 1990's, wages in nonmetro areas actually decreased when adjusted for inflation and the wage gap between metro and nonmetro areas increased. The hourly wage gap was \$1.78 in 1979 and \$2.63 in 1993 (in 1993 dollars). (USDA, 1996)
- Nonmetro areas had a larger share of low-wage workers (hourly wages such that full-time, year-round employment could not support a family of four above the poverty line) In 1993, 42.9% of nonmetro workers and 32.3% of workers in metro areas were low-wage workers. (USDA, 1995b)

Notes:

The terms rural and nonmetropolitan are used interchangeably in this document. Both terms refer to counties designated by the Census Bureau as nonmetropolitan. Nonmetropolitan counties are defined as not metropolitan. Metropolitan counties include core counties with a city of at least 50,000 population and additional contiguous counties that are economically integrated with core counties.

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Issues and Policies in Rural Education

Issues

- The stability of rural communities has been undermined by shifting employment patterns, therefore increasing unemployment and underemployment in traditional sources of rural employment. This has led to poverty, emigration, malnutrition, inadequate housing, inferior or nonexistent health care facilities, diminished social services, and a surge in single-parent families.
- Although rural residents contribute a higher percentage of their income towards education, they are constrained by the low population density of their districts, which usually enroll less than 2,500 students. Since property taxes are a primary resource for funding education, as property values have decreased, communities have less to spend, leading to underfunded schools, declining enrollments, limited curricula, aging facilities, and functional illiteracy. This system of school finance leaves property poor school districts at a disadvantage because there is less financial support. Lower enrollment and the high cost of transportation increase per pupil expenditure. State measures to achieve fiscal equity have not been successful. Resources have declined as the need for services has increased with the demands placed by state and federal reform agendas and the need for different employment skills
- Teachers and principals are younger, less well-educated, and receive lower pay and benefits than their urban counterparts. They have a lower likelihood of obtaining advanced degrees, yet teachers are more likely to teach multiple subjects for which they are not trained or certified and principals must take on more responsibilities.
- Performance of rural students on national assessments falls below that of suburban students but above that of urban students.

Meeting these Challenges

- In order to meet these challenges, rural communities and their schools must find new ways to work together.
- Schools are also working with business whereby rural schools play a larger role in local job development. For example, vocational courses are related to the local business or industry. School-based businesses have been another approach for youth to learn the skills of operating a business and working in a global economy.

Successes

- Links between community and school are strengths.
- Considerable progress has been made in increasing the education level of rural people and improving test scores.
- Many schools address the needs of students in innovative ways, including cooperating

with other districts, state, or regional service centers.

Reform Effects

The structure and characteristics of many rural schools create an atmosphere conducive to school improvement, such as low student-teacher ratios, individualized instruction and attention, cooperative learning opportunities, close relationships and ties to the community, and strong staff commitment. But there is a scarcity of human and financial resources and the accelerated pace of change has placed constraints, on many already impoverished schools.

School consolidation and alternatives

Consolidation has been the primary policy option to save money and improve education in rural communities, by combining small school districts. Opponents to consolidation believe the benefits and strengths of parent and community support and involvement, individualized instruction, and wide-spread student participation in school activities from small school and class size are lost through consolidation. Alternatives include partial consolidation, which increases the size of the population served but administrative units continue to exist and retain autonomy, and telecommunications, through satellite, audiographics, and two-way tv.

Two major issues

- Defining what is rural has been an issue. At one time it referred to farming communities. However a variety of rural communities now exist.
- Currently, research on rural education is limited because the population is small and isolated. There is limited knowledge of the effect of local, state, and federal programs because of the lack of research and impact evaluations.

Policies and Programs Benefiting Rural Education

Until recently, the issues concerning rural education have been largely ignored and the trend has been to make rural schools more like urban school in size and curriculum. Currently there is no major federal policy on rural education. Rather programs exist which benefit rural schools either directly or indirectly.

- U.S. Dept. of Education Authorization Act of 1979 directed ED to establish a new organizational commitment to the nation's rural school. OVAE was given the responsibility of carrying this out. Two goals were to articulate a departmental policy on rural education and to develop a rural education agenda.
- Discretionary and targeted programs include
 - Chapter 1 Rural Technical Assistance Centers
 - Rural Education Initiative (OERI awards contracts to the regional education labs to support activities serving rural schools)
 - ERIC Clearinghouse on Rural Education and Small Schools
 - The Star Schools Demonstration Project
 - Library Research, Demonstration and Training Programs under Title II of Higher Education Act, which includes an number of grants to benefit rural areas.

Other discretionary program do exist that include rural specifications.

- Rural areas also get a share of state formula programs administered by ED that assist special populations, such as Chapter 1 and 2 of title 1 of ESEA. Three other federal programs which can help rural areas are Impact Aid, Migrant Education Program and Library Services and Construction Aid.

State governments have also engaged in special efforts, through **structural strategies**, namely reorganizing neighboring districts with small enrollments into new, larger administrative units (consolidation), **service delivery strategies**, **school choice options**, **revenue enhancement**, such as state-aid formulas, and **administrative tactics**. Other initiatives through public and private agencies, organizations, and institutions include university-based programs, professional associations and organizations, state-level rural education interest groups, and foundations.

THE WHITE HOUSE

WASHINGTON

October 7, 1996

Bill Kincaid
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Dear Bill,

Thank you for attending the consultation on rural policy on September 20. Our limited time kept us from hearing from more of you about your work on behalf of the people living in small communities throughout rural America. After the meeting, I listened to more good ideas about how we can improve our service delivery. These discussions confirmed what we heard in the meeting: there is a great deal of work that we can build upon as we craft a national rural policy.

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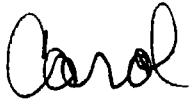
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Thank you for your assistance.

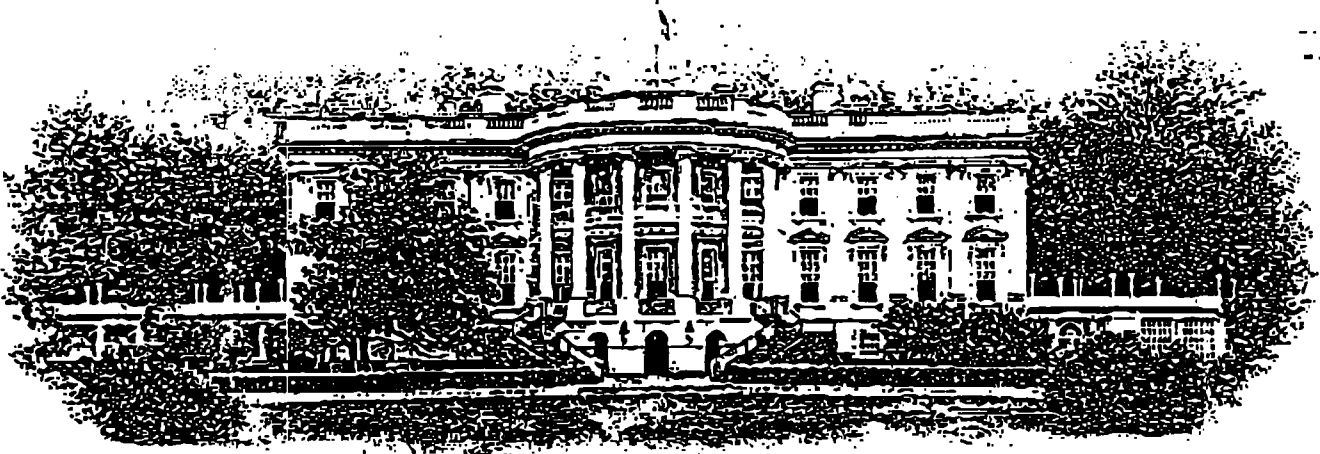
Sincerely,

A handwritten signature in cursive script, appearing to read "Carol".

Carol H. Rasco
Assistant to the President
for Domestic Policy

cc: Hon. Richard Riley

THE WHITE HOUSE
WASHINGTON, DC 20500



FAX COVER SHEET

DATE: October 16, 1996 TIME: _____

TO: Please see attached list for name of
contact(s).

PHONE: _____ FAX #: _____

FROM: Deane Regas

PHONE: (202) 456- 2261 PAGES AFTER COVER: 4

COMMENTS: _____

THE WHITE HOUSE
WASHINGTON

October 16, 1996

MEMORANDUM FOR Rural Development Policy Consultation
Participants

FROM: Diane Regas 

SUBJECT: Questions to Assess Federal Service Delivery
to Rural Communities

The attached questions were omitted from the October 7, 1996 letter to you from Carol Rasco. I apologize for any inconvenience.

. Akstin
. William Perry

Craig Alexander
Hon. Janet Reno

Madeleine Bloom
Hon. Frederico Pena

Brooks
. William Perry

Art Campbell
Hon. Dan Glickman

Bart Chilton
Hon. Dan Glickman

ce Crain
. Dan Glickman

Patty Forbes
Hon. Phil Lader

T.J. Glauthier
Hon. Frank Raines

bur Hawkins
.. Mickey Kantor

Ruth Ann Hocket
Hon. Jesse Brown

Bill Kincaid
Hon. Richard Riley

orge Kosnik
ry McCaffrey

John N. Leiber
Hon. Frederico Pena

Ken Magidson
Hon. Janet Reno

i Mastroianni
1. Robert Reich

Harry Matz
Hon. Janet Reno

Jonathan Miller
Hon. Hazel O'Leary

nest J. Moniz
hn Gibbons

Bob Nash

Peter Necheles
Hon. Robert Rubin

mael Novelli
Phil Lader

Alicia Peterson
Hon. Daniel Glickman

Sally Richardson
Hon. Donna Shalala

l Richman
. Robert Reich

Linda Roberts
Hon. Richard Riley

Brooke Shearer

Simpson
. Donna Shalala

Michael Stegman
Hon. Henry Cisneros

David Sunding
Joseph Stiglitz

l Long-Thompson
. Dan Glickman

Tom Unruh
Hon. Dan Glickman

Victor Vasquez
Hon. Dan Glickman

k Weatherly

Rob Wolcott
Carol M. Browner

Eric Stein

Assessment of Federal Service Delivery to Rural Communities

Customers

Who are your rural customers?

Do they have special needs?

What are those needs?

What actions has your department taken to address those needs?

Your Customers and Your Current Program

How would you characterize the impact of your programs on your rural customers?

What challenges do you face in serving rural customers--what, if anything, stands in the way of maximum service delivery?

What other public or private resources do your customers use to complement your programs or meet their needs?

Change in Your Department

What changes have you made to your organization or programs to respond to your rural customers' needs?

If you had a new dollar of federal money, how would you spend it (what is your highest priority for improving service for rural customers)?

Could you reallocate or reorganize current resources to achieve this change?

Interagency

What other programs or resources does your Department typically partner with to meet the needs of rural customers? What other programs might also help get the job done?

With what other public and private agencies do you have joint agreements to deliver services to rural areas?

What are some of the gaps in rural service that you are aware of?

Next Steps

How would a unified national rural policy benefit your department's work?



Name: Rosco, Carol H.

U.S. Department of Education
Office of the Secretary - Control Document

Assigned to: ODS

Control #: OS96-15953

Priority: OS

Due Date: 11/01/96

OS Doc #: 35719

Action: INFORMATION ONLY

Signature: AI

Writer: Rosco, Carol H.

Title: Assistant to the President

Organization: The White House

Salutation:

Subject: CC: LETTER TO LINDA ROBERTS AND BILL KINCAID REGARDING THE
CONSULTATION ON RURAL POLICY ON SEPTEMBER 20

Notes:

----- Assignment Tracking Section -----

ASSIGNED	COMMENT	DATE	DUE	RETURNED
ODS	INFORMATION ONLY	10/18/96	11/01/96	10/18/96
LR + BK	COPY FOR YOUR INFORMATION			

Keyer: TM

Reader: LRC

Related Control #:

WP File:

571

THE WHITE HOUSE
WASHINGTON

08/ES/0600

OCT 18 2 10 PM '96

October 7, 1996

Linda Roberts
Department of Education
600 Independence Ave., SW
Washington, DC 20202

Dear Linda,

Thank you for attending the consultation on rural policy on September 20. Our limited time kept us from hearing from more of you about your work on behalf of the people living in small communities throughout rural America. After the meeting, I listened to more good ideas about how we can improve our service delivery. These discussions confirmed what we heard in the meeting: there is a great deal of work that we can build upon as we craft a national rural policy.

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Thank you for your assistance.

Sincerely,

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Carol H. Rasco
Assistant to the President
for Domestic Policy

cc: Hon. Richard Riley

THE WHITE HOUSE

WASHINGTON

October 7, 1996

Bill Kincaid
U.S. Department of Education
Room 5164
600 Independence Ave., SW
Washington, DC 20202-8100

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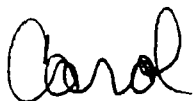
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Assistant to the President
for Domestic Policy

cc: Hon. Richard Riley

THE WHITE HOUSE
WASHINGTON

October 16, 1996

MEMORANDUM FOR

Rural Development Policy Consultation
Participants

FROM:

Diane Regas *DR*

SUBJECT:

Questions to Assess Federal Service Delivery
to Rural Communities

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letter to you from Carol Rasco. I apologize for any
inconvenience.

THE WHITE HOUSE
WASHINGTON

September 13, 1996

MEMORANDUM FOR DISTRIBUTION LIST

FROM: CAROL H. RASCO *CHR*
SUBJECT: CONSULTATION ON RURAL POLICY
SEPTEMBER 20, 1996; 9:00 A.M.

Rural America needs our creativity to deliver federal services and implement federal programs flexibly, given the special circumstances of rural areas. Rural and small communities face challenges including resources, distance, and disproportionate poverty that affect the services that rural citizens receive. As I wrote to you in August, the White House is convening a discussion to develop a national rural policy and strategy to broaden our work in addressing the emerging conditions in rural America.

Several federal and state agencies have found innovative ways to address needs in rural areas, and have created models in many parts of the country. The rural strategy will build on these successful models to find opportunities to integrate federal services, build flexibility into federal programs, and to use improved technology to reach rural areas. The Department of Agriculture will be developing this strategy with the help of your Department or Agency.

The purpose of our discussion on September 20 is to develop an understanding of the Administration's goals for a rural strategy and to set out our expectations for your input into the strategy. I will also ask each representative to share preliminary thoughts on specific opportunities to improve the federal government's service in rural areas.

I have attached an agenda and background materials for our meeting scheduled for Friday September 20, 9:00-11:00. The meeting will be held in the Roosevelt Room in the West Wing of the White House. Please note the slight change in time. Contact Jill Pizzuto at 456-2249 to submit the name of your agency's representative. If you have questions about the meeting you may contact Diane Regas of the Domestic Policy Council staff at 456-2216 or Bart Chilton of the Department of Agriculture at 720-4581.

**Consultation on Rural Policy
Office of Domestic Policy
The White House
September 20, 1996**

AGENDA

- 9:00 AM Welcome and Introduction
 Carol Rasco, Assistant to the President for Domestic Policy
- 9:15 AM What's Needed in a Federal Rural Policy?
 Jill Long Thompson, Under Secretary for Rural Development
 U.S. Department of Agriculture
- 9:25 AM Articulating a Federal Rural Policy
 Art Campbell, Deputy Under Secretary for Policy and Planning
 U.S. Department of Agriculture/Rural Development
- 9:40 AM Local Examples of What's Working:
 - Empowering Local Communities
 - Coordinating Service Among Public and Private Partners
 - Using Technology to Serve Local Areas
- 10:25 AM Discussion of Next Steps/Opportunities to Improve Service in Rural America
 Moderator: Carol Rasco
 Assistant to the President for Domestic Policy
- 11:00 AM Adjourn

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THE WHITE HOUSE
WASHINGTON

FAX COVER SHEET

OFFICE OF THE ASSISTANT TO THE PRESIDENT FOR DOMESTIC POLICY
SECOND FLOOR, WEST WING
THE WHITE HOUSE
WASHINGTON, DC 20500
(202)456-2216 PHONE
(202)456-2878 FAX

TO: Bill Kincaid
FAX #: 401-4353
FROM: CAROL H. RASCO / Carol Ryznar
NUMBER OF PAGES (including cover sheet): 2
COMMENTS: Re: Rural Policy Consultation
Agenda

If you have any problems with the fax transmission, please call Carol at
(202)456-5565. 6-2249

The document accompanying this facsimile transmittal sheet is intended only for the use of the individual or entity to whom it is addressed. This message contains information which may be privileged, confidential or exempt from disclosure under applicable law. If the reader of this message is not the intended recipient or the employee or agent responsible for delivering the message to the intended recipient, you are hereby notified that any disclosure, dissemination, copying or distribution, or the taking of any action in reliance on the contents of this communication is strictly prohibited.

THE WHITE HOUSE
WASHINGTON

August 9, 1996

TO:

FROM: Carol H. Rasco *CHR*
Assistant to the President for Domestic Policy

Re: Rural Development Policy Consultation

As you are aware, the Department of Agriculture is currently undergoing a process of developing a national rural strategy and policy. Rural America is today very different from the agrarian place that it was some years ago. Now 80 percent of the rural population earn their livelihood from sources other than farming and many of the problems normally associated with urban areas are on the rise in rural areas. The goal of the USDA in this policy process is to develop a strategy and policy that speak to the new and emerging conditions that now comprise rural America.

As part of that policy process we will hold a White House consultation for administration officials on Friday, September 20, 1996 from 9 a.m. to 12 noon. I invite you to attend the consultation where we will discuss not only the process to date and future steps, but also address the present fragmentation of rural development programs and technical assistance.

Please respond as to your attendance to Jill Pizzuto of the DPC at 456-2249. Should you have any questions about the meeting, do not hesitate to contact Art Campbell at 720-8653. Approximately two weeks prior to the meeting a detailed agenda will be distributed.

Thank you.

q 40
L 2

Linda Robb
Dir Ed Team

- Pleased to participate
- Rural areas / Riley
- Migrant Ed / Local Chamber of Commerce - V and ID.

RURAL EDUCATION Consultative

THE CHALLENGE:

While some rural areas are doing well educationally, much of rural America faces serious challenges in the area of education, including:

- Children from poor, increasingly diverse, increasingly single-parent families, too few of whom have attended pre-school, ~~whose educational expectations are low~~ and whose educational expectations are low.
- Low-density districts with high transportation costs, falling property values, and declining enrollments, leading to underfunded schools with limited curriculum and aging facilities.
- Younger, less well-qualified teachers and principals than in suburban and urban areas.
- Low participation in post-secondary education.
- A lack of local economic opportunities for students when they complete their education, or meaningful, hands-on vocational education during their school years.

THE RESPONSE -- Preliminary Thoughts

Here are some areas of ~~strategic focus~~ where the Federal government can make a difference in addressing these challenges:

I. Helping ^{All} Children Get Ready to Learn

Examples:

- Expanding Head Start
- ~~Parents as Teachers Component of the President's Reading Challenge.~~ ^{Broadening support for models as proposed in}

- ~~Providing flexibility and support to rural school districts that use Title I funds to support preschool programs.~~

II. Insuring that Schools In Rural Communities Fully Participate in Standards-Based School Reform Efforts and that Children in Those Communities Benefit

Can Compete Worldwide -
Under Sec Thompson

Examples:

- ~~Mobilizing rural communities to help all children read by the end of the third grade through the President's reading challenge.~~ ^{Helping to mobilize}

- Expanding Goals 2000 grants to support locally designed efforts to help children achieve challenging academic standards.
- Targeting Title I funds to low-income rural communities ~~to support extra help in the basics and schoolwide improvements~~
- Improving access to high-quality technical assistance on successful reform efforts ~~in rural areas~~
- Providing waivers and other flexibility to support innovative use of federal education funds to meet the needs and strategies of rural communities.
- Technology - can play a major role in this -
- Star schools to support distance learning technologies, narrowing the resources gap between urban and rural districts.
- Educational Technology Initiative to connect every classroom to the Information Superhighway.

IIA. Important Subset -- Supporting Rural Community Efforts to Attract, Retain, and Train Excellent Teachers and Administrators

- Eisenhower Professional Development program.
- President's Directive to Gather and Disseminate information on effective practices.
- Support local efforts to identify and train potential teachers in the local community.

III. Strengthening Links Among Families, Communities and Schools

- Expand Family Involvement Partnership for Learning to encourage parents, employers, and religious organizations to rally around families and local schools to support children's learning.
- Mobilize Rural Communities to Help All Children Read by As President has proposed, fund new challenge grants to encourage parents to help their children become successful readers.
- Encourage the development community schools and facilitate coordinated services for children and their families in the context of schools.

IV. Expanding Opportunities for Americans in Rural Communities to Engage in Postsecondary Education

- Helping rural Americans afford to go to college, such as the President's HOPE scholarships and expanded College Work Study.
- Also, helping to bring a postsecondary education to rural communities, through

supporting such efforts as the Western Virtual University.

Make community college system

linking up w/ expansion in infrastructure

V. Encouraging Strong & Innovative Vocational Education--School-to-Work Opportunities, as well as Solid Adult Education Opportunities Which Are Linked to and Help Expand Local Economic Opportunities

Draw on strengths of

- School-to-Work Urban/Rural Grants to help students make the transition from classroom to careers and further education and training
- Perkins Tech Prep and Vocational-Technical Education
- Highlighting New American High schools that exemplify successful integration of academic and work-based learning in a rural context.
- Continued support of FFA and other vocational student organizations that enhance education and youth leadership, as well as contribute to economic development of rural communities.
- Continued funding of Adult Education Act Basic Grants to provide educational opportunities for adults not in school who lack a high school diploma or the basic skills to function in the workplace and their daily lives.

TECHNOLOGY

but not just education as well as

A strong thread running through several of these areas is educational technology, which

kinda note is going to discuss in greater detail.

White House Meeting on Rural Economic Development Strategy, September 20, 1996

Introduction:

Affordable access to telecommunications is critical for rural communities. Telecommunications allows rural areas to overcome geographic isolation and have access to the vast resources available on the information superhighway.

- Telecommunications helps rural schools and libraries have access to some of the best libraries and museums in the world. Many rural schools who can not afford a full-time teacher in some subjects look to telecommunications as a way offer comparable distance learning courses.
- In delivering health care, rural areas can also benefit from access to telecommunications. For example, it is possible to transmit X-ray images to a specialist in urban medical center who can determine treatment and whether or not transport to another location is needed.
- Telecommunications is essential for rural economic development. Most service companies are information intensive and they require access to advanced telecommunications in order to operate effectively. These companies are likely to locate in areas that have access to advanced and affordable telecommunications services.

Despite the benefits, rural areas are at a disadvantage because their average access costs are significantly higher than for their urban counterparts. For example, The Rural Utilities Service (RUS) at the U.S. Department of Agriculture, conducted an analysis of rural access costs. The RUS concluded that, "...generally the average yearly rural costs were three to four times as high as urban costs for the same bandwidth."

Rural Prism

Inherent Rural Characteristics	Implications for Service Delivery	Service Options
Isolation	Incomplete knowledge of available services Low utilization rates Inadequate response time in emergencies Isolation of professionals Attracting & retaining qualified professional staff	Home based services Satellite clinics Telecommunications Traveling service providers Prevention measures Rotate professionals Offer incentives for years of service or to new providers who move to rural communities
Low Population Density	High per unit cost of service Lack of specialized services Lack of full range of services Low quality of available services Lack of market forces/competition Lack of economies of scale	Regionalism (mutual aid agreements, cooperative purchase of service) Intergovernmental cooperation Tailor solutions to problems of rural areas Incentives to encourage rural investment Don't set program outcomes/goals on the total number of anything (e.g. number of people served, new jobs or businesses created, etc.) Eliminate duplication of services where possible Encourage providing services to groups of clients rather than individuals
Mobility Disadvantages	Inaccessibility of services Limited public transportation Inadequate roads limits coordination Limited hours of service Undependable transportation Reliance on car increases miles driven	Mobile units of home-based services Investigate low capacity Less capital intensive systems Maximize use of existing systems Informal taxis/shared rides systems Meet higher transportation costs i.e. gas, maintenance
Scarcity of Fiscal Resources	Services not provided at all Services not adequately funded to meet need Outreach services in rural areas cut during budget crunches Block grants historically not distributed equitably to rural areas Obsolete technology and office support systems	Change eligibility requirements - different outcome measures - monitoring of grants Alternative revenue sources Use set-asides for rural areas Develop Community Foundations, CDCs, etc. Set-up revolving loan funds Stimulate local bankers to invest in the community Stimulate employers to invest in the community Maximize use of existing community facilities Provide a mechanism for venture capital
Lack of Expertise & Human Resources	Understaffing of functions Incompetence/outdated knowledge and skills Overworked service providers-burn out Lower quality Low provider morale Administrative requirements can be a burden Smaller pool of talent to draw from	Use trained volunteers Circuit riders Combine departments and/or integrate services Hire consultants Provide on-going technical assistance and leadership training (capacity building) Flexible program requirements and incentives to foster innovation and effectiveness Develop local entrepreneurship programs Foster business retention and expansion Common definitions, simplified forms and administration among programs Facilitate peer counseling Professional urban-rural exchanges
Personal Familiarity	Subjectivity on part of decision makers Reluctance to seek certain services Undermining of professional image	Special attention to confidentiality Ethics training for professionals Professional support system Planned professional networking opportunities
Resistance to Change/Innovation	Lag behind in adoption of new services and processes Difficulty in breaking intergenerational cycle of poverty Denial of problems	Show immediate results/benefits to community User friendly technology & training (technical asst.) Provide new services thru traditional service providers Set up one-stop shops Develop educational programs for policymakers, community leaders, and residents Structure assistance to provide incentives
Lack of Ancillary Services	Inappropriate transfer of urban models to rural areas	Public-private partnerships Involve families, service and religious groups, etc. in provision of services Stimulate private sector provision of services

Rural Services Institute, Mansfield University - October 26, 1995

Note: Chart based on research by Beth Walter Honadle. Public Administration in Rural Areas and Small Jurisdictions: A Guide of the Literature (pp. xxx, xxxi) by B.W. Honadle, 1983, New York: Garland Press

without investing additional state funds into child care, transportation, and initiatives to increase employment opportunities, whether in the private or public sector. The Congressional Budget Office estimated that states may find the penalties for not meeting their work participation rates lower than the cost of these additional investments.

The adverse impact of welfare reform may be disproportionately high in rural areas because their job markets are smaller and less diverse. In comparison to urban residents, rural dislocated workers already have longer periods of unemployment and have a greater tendency to accept a position that pays 75% or less than their previous job wages. When work cannot be found in the immediate community, rural residents are more likely than urban to commute, give up the job search, accept a part-time job, and/or move to another community. Rural workers also may have higher barriers to employment because of educational and skill deficiencies as well as limited access to affordable transportation and child care.

Federal welfare reform may significantly impact rural economies in the following ways.

- ◆ TANF work participation requirements may pressure state and local governments to significantly alter welfare, human service, employment and training, and education programs. As noted above, providing a minimum safety net may fall to local governments in some states. However, small local governments often lack the capacity to develop, administer, and fund such programs. On the other hand, some states may opt to accept the penalty for not meeting their participation requirements if the reduction is less than the cost of meeting the state work requirements.
- ◆ In rural areas with labor shortages, meeting work participation requirements may not be difficult in the near future. However, problems will occur if welfare recipients migrate to the area for jobs, but affordable housing, child care, and transportation services do not expand sufficiently.
- ◆ In rural areas with higher unemployment and low job creation rates, extensive efforts to increase private sector job creation and community service programs may be necessary. These communities may lose population if people migrate to communities where more jobs are available.
- ◆ Rural communities with an expanding out-commuter population may have their local merchants experience a decline in sales, further exacerbating depressed economies. The estimated \$23 billion in savings (over the next six years) in Food Stamp benefits will reduce sales for grocery retailers in low-income neighborhoods.
- ◆ Some service-based or depressed rural economies have a prevalence of low-paying, part-time jobs. Welfare recipients who accept these types of positions may be unable to retain employment unless they have access to a dependable and affordable transportation, housing, child care, and health care services. In rural areas these basic employment necessities often are in short supply.
- ◆ Many rural areas are not adequately served by federal employment and training programs. In addition, the rural population base can only support a smaller range of education and training programs. States, however, such as Missouri, are expanding the education and training curricula and employment services in rural communities through the use of telecommunications.

Welfare reform will challenge many rural communities, but it also creates some historic opportunities. To enable rural communities to take innovative approaches to welfare, federal regulations and state plans and enabling legislation must account for the eight inherent characteristics of rural communities—isolation, low population density, mobility disadvantages, scarcity of fiscal resources, lack of expertise and human

1994 FEDERAL PROGRAMS IMPORTANT FOR RURAL DEVELOPMENT*

Prog ID	Object Code** Program Name	Per Capita Funding			Ratio of Nonmetro to Metro (3)/(2)	
		US TOTAL				
		FUNDING	Metro	Nonmetro		
		FY 1994	Counties	Counties		
		(1)	(2)	(3)	(4)	
U.S. Department of Agriculture						
10.212	GG	SMALL BUSINESS INNOVATION RESEARCH	6,656,754	0.02	0.03	1.33
10.405	DL	FARM LABOR HOUSING LOANS AND GRANTS	15,676,372	0.04	0.12	2.83
10.405	GG	FARM LABOR HOUSING LOANS AND GRANTS	10,087,434	0.02	0.10	3.99
10.410	DL	VERY LOW AND LOW INCOME HOUSING LOANS	2,315,798,378	5.73	21.30	3.72
10.415	DL	RURAL RENTAL HOUSING LOANS	489,996,090	0.64	6.75	10.56
10.417	DL	VERY LOW-INCOME HOUSING REPAIR LOANS AND GRANTS	21,444,086	0.02	0.32	15.00
10.417	GG	VERY LOW-INCOME HOUSING REPAIR LOANS AND GRANTS	29,098,632	0.03	0.42	13.23
10.420	GG	RURAL SELF-HELP HOUSING TECHNICAL ASSISTANCE	11,903,326	0.04	0.08	1.96
10.427	DO	RURAL RENTAL ASSISTANCE PAYMENTS	429,749,208	0.71	5.35	7.57
10.500	GG	COOPERATIVE EXTENSION SERVICE	406,630,874	1.39	2.23	1.60
10.760	DL	WATER AND WASTE DISPOSAL SYSTEMS FOR RURAL COMMUNITIES	680,271,597	0.93	9.19	9.83
10.760	GG	WATER AND WASTE DISPOSAL SYSTEMS FOR RURAL COMMUNITIES	425,789,874	0.49	6.14	12.61
10.760	GL	WATER AND WASTE DISPOSAL SYSTEMS FOR RURAL COMMUNITIES	5,150,500	0.00	0.09	29.73
10.761	GG	TECHNICAL ASSISTANCE AND TRAINING GRANTS	9,070,000	0.02	0.11	7.35
10.762	GG	SOLID WASTE MANAGEMENT GRANTS	2,997,610	0.01	0.02	3.08
10.763	GG	EMERGENCY COMMUNITY WATER ASSISTANCE GRANTS	20,323,470	0.03	0.28	10.89
10.766	DL	COMMUNITY FACILITIES LOANS	151,978,510	0.22	2.01	9.14
10.766	GL	COMMUNITY FACILITIES LOANS	26,027,950	0.08	0.19	2.52
10.767	DL	INTERMEDIARY RELENDING PROGRAM	75,365,918	0.15	0.82	5.34
10.769	GL	BUSINESS AND INDUSTRIAL LOANS	248,347,859	0.46	2.89	6.29
10.769	GG	RURAL DEVELOPMENT GRANTS	45,978,000	0.00	0.00	
10.770	GG	WATER AND WASTE DISPOSAL LOANS AND GRANTS (SECTION 306C)	28,462,800	0.11	0.10	0.84
10.850	GL	RURAL ELECTRIFICATION LOANS AND LOAN GUARANTEES	837,106,397	1.60	9.53	5.94
10.851	GL	RURAL TELEPHONE LOANS AND LOAN GUARANTEES	527,924,506	0.46	8.18	17.88
10.854	DL	RURAL ECONOMIC DEVELOPMENT LOANS AND GRANTS	13,498,301	0.01	0.22	23.93
10.855	GG	DISTANT LEARNING AND MEDICAL LINK GRANTS	20,000,000	0.03	0.25	8.05
10.901	GG	RESOURCE CONSERVATION AND DEVELOPMENT	2,012,629	0.00	0.02	6.91
10.DIS	DX	DISASTER ASSISTANCE--1989	2,567,619,546	2.36	39.28	16.65

Department of Commerce

11.300	GG	ECONOMIC DEVELOPMENT--GRANTS FOR PUBLIC WORKS AND DEVELOPMENT FAC	174,336,573	0.43	1.62	3.79
11.302	GG	ECONOMIC DEVELOPMENT--SUPPORT FOR PLANNING ORGANIZATIONS	21,349,003	0.04	0.25	6.16
11.303	GG	ECONOMIC DEVELOPMENT--TECHNICAL ASSISTANCE	14,799,329	0.05	0.09	1.90

1994 FEDERAL PROGRAMS IMPORTANT FOR RURAL DEVELOPMENT*

Prog ID	Object Code**	Program Name	Per Capita Funding			Ratio of Nonmetro to Metro (3)/(2)
			US TOTAL FUNDING FY 1994 (1)	-----		
				Metro Counties (2)	Nonmetro Counties (3)	
Department of Veterans Affairs						
64.114	GL	VETERANS HOUSING--GUARANTEED AND INSURED LOANS	18,248,148,703	79.26	34.17	0.43
Environmental Protection Agency						
66.418	GG	CONSTRUCTION GRANTS FOR WASTEWATER TREATMENT WORKS	15,281,145	0.02	0.22	11.44
Department of the Interior & other Agencies						
	GG	GRANTS FOR NATIVE AMERICAN PROGRAMS	360,290,062	0.60	4.44	7.34

* State Passthrough Programs--programs which provide substantial (over 25%) funds to States or State capitals which then redistribute these funds to local areas within the State--are excluded from this table due to the lack of data showing where the funds have been distributed locally.

** Object codes DL, DO, DX, GG, GL include the following type of Federal Funds programs: DL= Direct loans;
DO= Direct payments to individuals (other than Retirement and Disability); DX= Direct payments to entities other than individuals;
GG= Grants (block grants, formula grants, project grants, and cooperative agreements); GL= Guaranteed / Insured loans.

Source: ERS calculations based on data from the U.S. Department of Commerce, Bureau of the Census.

1994 FEDERAL PROGRAMS IMPORTANT FOR RURAL DEVELOPMENT*

Prog ID	Object Code**	Program Name	Per Capita Funding			Ratio of
			US TOTAL	-----		Nonmetro
			FUNDING	Metro	Nonmetro	to Metro
			FY 1994	Counties	Counties	(3)/(2)
			(1)	(2)	(3)	(4)
11.307	GG	ECON DEV & ADJ ASST PRG--SUDDEN ECON DISLOCATION & LONG-TERM DETE	242,130,990	0.75	1.63	2.18
11.611	GG	REGIONAL CENTERS FOR THE TRANSFER OF MANUFACTURING TECHNOLOGY	47,820,000	0.23	0.00	0.00
11.612	GG	ADVANCED TECHNOLOGY PROGRAM	65,001,466	0.30	0.06	0.21
11.800	GG	MINORITY BUSINESS DEVELOPMENT CENTERS	15,726,370	0.07	0.01	0.09

Department of Defense

12.611	GG	COMMUNITY PLANNING ASSISTANCE FOR DEFENSE INDUSTRY ADJUSTMENTS	9,755,583	0.04	0.01	0.28
12.911	GG	DEFENSE TECHNOLOGY CONVERSION, REINVESTMENT, AND TRANSITION ASSIS	231,093,261	1.09	0.09	0.08

Department of Housing and Urban Development

14.MTG	GL	MORTGAGE INSURANCE--HOMES, CONDOMINIUMS, RENTAL AND MULTIFAMILY	101,240,630,721	463.29	97.15	0.21
14.850	GG	PUBLIC AND INDIAN HOUSING	3,897,210,193	15.58	12.59	0.81
14.856	DO	LOW INCOME HOUSING ASSISTANCE PROGRAM-SECTION 8 MODERATE REHAB	17,480,119,987	73.27	43.12	0.59

Department of Transportation

20.106	GG	AIRPORT IMPROVEMENT PROGRAM	1,653,828,869	7.05	3.63	0.51
20.205	GG	HIGHWAY PLANNING AND CONSTRUCTION	20,189,652,412	75.78	84.49	1.11
20.500	GG	URBAN MASS TRANSPORTATION CAPITAL IMPROVEMENT GRANTS	1,993,911,605	9.44	0.68	0.07
20.507	GG	URBAN MASS TRANSPORTATION CAPITAL AND OPERATING ASSISTANCE FORMUL	2,326,652,018	11.20	0.06	0.01
20.508	GG	PAYMENTS FOR ESSENTIAL AIR SERVICES	20,707,350	0.09	0.23	2.62

Small Business Administration

59.002	DL	ECONOMIC INJURY DISASTER LOANS	300,034,204	0.88	2.23	2.53
59.003	DL	LOANS FOR SMALL BUSINESSES	5,399,795	0.02	0.03	1.39
59.007	GG	MGMT & TECH ASSISTANCE FOR SOCIALLY & ECONOMICALLY DISADVANTAGED	6,925,206	0.03	0.01	0.34
59.008	DL	PHYSICAL DISASTER LOANS	4,006,561,471	18.48	3.29	0.18
59.012	GL	SMALL BUSINESS LOANS	6,162,073,620	23.28	25.20	1.08
59.016	GL	BOND GUARANTEES FOR SURETY COMPANIES	898,690,146	3.55	3.05	0.86
59.021	DL	HANDICAPPED ASSISTANCE LOANS	9,759,823	0.03	0.07	2.31
59.038	DL	VETERANS LOAN PROGRAM	12,470,135	0.04	0.06	1.47
59.041	GL	CERTIFIED DEVELOPMENT COMPANY LOANS (504 LOANS)	1,297,378,747	5.16	4.28	0.83

U. S. Department of Agriculture
1995 Farm Bill
Guidance to the Administration
POLICY ELEMENTS

Investing in Rural Economies

- * Capitalize Community Development Financial Institutions (CDFIs)
- * Expand credit availability via the Federal Home Loan Bank System's general advances program and lower-cost Community Investment Program
- * Implement regional One-Stop Capital Shops
- * Authorize commercial banks to underwrite municipal revenue bonds.
- * Authorize bank holding companies to devote a percent of assets to venture capital investments in rural areas.
- * Establish interagency working group to make recommendations for legislative changes in rural credit.

Targeting Programs to Those Areas of Greatest Need

- * Encourage adoption of the Rural Performance Partnership Initiative (RPPI) to provide more flexible funding of rural development programs.
- * Target chronically economically distressed communities and places facing economic disruptions: Pacific Northwest, Delta, Great Plains, Colonias, Appalachia, Empowerment Zone/Enterprise Communities and Native American tribal lands.
- * Increase coordination of rural development efforts by amending The Consolidated Farm and Rural Development Act to include the RPPI.
- * Amend the Rural Development Policy Act of 1980 to authorize intra-agency financial participation in projects, demonstration or pilot projects and in the support of State Rural Development Councils. Incorporate provisions to provide authority to enter into cooperative agreements with States and the use of single applications for financial assistance in which more than one Department or federal agency participates.

Information Infrastructure

- * Provide for use of universal service funds to equip rural schools and hospitals with telecommunications devices and services.
- * Explore ways to leverage USDA procurement to encourage network service providers to locate "points of presence" in rural areas. Work with states to identify regulatory policies that will make access to on-line services more affordable.
- * Accelerate USDA efforts to deliver services electronically and to put on-line, information of particular interest and use to rural Americans.
- * Partner with NTIA, DOEd and HHS to fund meritorious proposals in rural areas.
- * Enhance USDA technical capacity to use new information and communications technology through training and intergovernmental personnel transfers.
- * Increase training and technical assistance on rural telecommunications and information infrastructure by the Cooperative Extension Service (CES). Explore making information infrastructure a "national initiative" under the CES.
- * Continue to focus USDA Rural Utilities Service on cutting-edge telecommunications technology.
- * Designate a limited number of "information grant" universities that would function as modern-day analogs to land grant universities in areas of rural poverty.
- * Privatize the Rural Telephone Bank.
- * Establish a Rural Telecommunications Clearinghouse to demonstrate "best practices" and minimize duplication of effort.

Housing

- * Expand the current lending authority of the Rural Housing Agency to offer more diversified lending products and to use the guaranteed program to refinance existing direct single-family housing loans.
- * Develop a home buyer education program for applicants and existing borrowers.
- * Provide authority to use the guaranteed loan program to graduate direct borrowers to commercial credit.

Water Quality

- * Change eligibility requirements for loans and grants to address income levels.
- * Increase funding for grants to construct water facilities.
- * Authorize 100% grant assistance for very-low income communities contingent upon evidence of financial hardship and demonstrated ability to operate and maintain system.
- * Expand technical assistance and training to identify and evaluate economically viable long-term regional solutions to providing safe, affordable drinking water in rural areas.
- * Eliminate National Environmental Protection Act (NEPA) reviews and pass legislation to authorize the Rural Utility Service to accept State NEPA procedures to satisfy federal requirements.

Developing Business Activity

- * Provide funding on a competitive basis for agricultural extension offices and other organizations to undertake activities known to support business formation and expansion including delivery of technical assistance to businesses, developing business incubators and establishing manufacturing networks.
- * Maintain an on-going research program to develop new uses for agricultural commodities with potential for value-added processing in rural areas.
- * Support collaborative economic and technical research involving federal, state and private sector parties to identify viable products for local processing.
- * Support human capital investment in skills needed in value-added processing and related infrastructure improvements.
- * Support providing financial and technical assistance for rural businesses that develop and service export markets for processed agricultural products.

U.S. DEPARTMENT OF AGRICULTURE

Fiscal Year 1994

Total Outlays \$63.5 Billion

Food Assistance
58.4%



Other 4.2%

Research 2.8%

Conservation 6.1%

Forest Service 5.0%

Rural Development 4.6%

CCC 18.9%

Rural Development Innovation

For more information about rural development innovations, check these sites on the World Wide Web. Each site also has many links to other rural resources and organizations.

The National Rural Development Partnership's
Electronic Archive of
State Rural Development Council Accomplishments

<http://www.rurdev.usda.gov/nrdp>

Empowerment Zones/Enterprise Communities
Community Profiles
and
Best Practices

<http://www.ezec.gov>

**Consultation on Rural Policy
Office of Domestic Policy
The White House
September 20, 1996**

AGENDA

- 9:00 AM Welcome and Introduction
 Carol Rasco, Assistant to the President for Domestic Policy
- 9:15 AM What's Needed in a Federal Rural Policy?
 Jill Long Thompson, Under Secretary for Rural Development
 U.S. Department of Agriculture
- 9:25 AM Articulating a Federal Rural Policy
 Art Campbell, Deputy Under Secretary for Policy and Planning
 U.S. Department of Agriculture/Rural Development
- 9:40 AM Local Examples of What's Working:
 Empowering Local Communities
 Dr. Arthur C. Carter, North Hampton Enterprise Community
- Coordinating Service Among Public and Private Partners
 Eric Stein, The Center for Community Self-Help
- Using Technology to Serve Local Areas
- Presentation of Video on Technology Initiative
- 10:25 AM Discussion of Next Steps/Opportunities to Improve Service in Rural America
 Moderator: Carol Rasco
 Assistant to the President for Domestic Policy
- 11:00 AM Adjourn

DISCUSSION QUESTIONS FOR THE CONSULTATION
ON RURAL POLICY

Has your department or agency taken specific action to address the distinctive needs of small and rural communities, or rural residents?

What barriers did your agency confront in working with rural issues? How were they addressed?

Has your agency worked with other agencies on rural issues before? With states and local government agencies? What have you learned from this?

How might a federal rural policy assist your agency in serving rural customers?

Based on what you have learned, what are some essential elements of a federal rural policy?

Statistics (rural schools)

Pre-School

- 40.3% of 8th-grade students in rural communities attended preschool compared to 51.1% nationally (U.S. Dep't of Education, National Center for Education Statistics, National Education Longitudinal Study of 1988).

High School

- 24.7% of graduating high school seniors in rural schools took 6 or more credits in vocational education compared to 18.6% nationally (U.S. Dep't of Education, National Center for Education Statistics, National Assessment of Educational Progress).

Post Secondary Education

- 21.7% of young adults in rural communities completed a post secondary degree compared to 26.3% nationally and to 30.2% of suburban young adults.. (U.S. Dep't of Labor, National Longitudinal Survey of Youth, 1990).
- 18.6% of 8th-grade students in rural communities have a parent in the household who had completed 4 years of college compared to 23.7% nationally and to 29.5% in suburban communities (U.S. Dep't of Education, National Center for Education Statistics, National Education Longitudinal Study of 1988).
- 49% of 8th-grade students' parents in rural communities expect them to complete 4 years of college compared to 55.3% nationally and 60.2% in suburban communities (U.S. Dep't of Education, National Center for Education Statistics, National Education Longitudinal Study of 1988).

Teachers

- Average academic base teacher salary was \$23,293 for rural teachers, much lower than the national average of \$25,207 and urban teacher salary of \$27,372 (U.S. Dep't of Education, National Center for Education Statistics, School and Staffing Survey, 1987-88).
- 10.6% of rural teachers have 3 years or less teaching experience compared to 9.8% nationally and 9.6% of urban teachers (U.S. Dep't of Education, National Center for Education Statistics, School and Staffing Survey, 1987-88).
- 39.3% of rural teachers think that they have a great deal of influence on establishing curriculum compared to 34.9% nationally and to 26% of urban teachers (U.S. Dep't of Education, National Center for Education Statistics, School and Staffing Survey, 1987-88).

Star Schools Program

In the first two years of the program, approximately 200,000 students participated in high school credit courses or enrichment programs offered through the Star Schools projects. Through the years, the number of students, teachers, administrators, parents, and others receiving services has grown tremendously. Today, nearly 1.6 million learners are participating in the program through classroom, community, home, university, office and other settings.

The Program has been particularly successful in bringing to rural communities programming which otherwise would not be made available because of small enrollments or lack of qualified or available teachers. The Pacific Northwest Star Schools Project located in Spokane, WA, serves many small, rural towns in the northwest as well as territories in the Pacific Rim. The Young Astronauts program is one of several science offerings for these students, providing the opportunity to young people who have an interest in science and encouraging others to learn more about space science and talk to the astronauts.

The United States Distance Learning Consortia headquartered at the Education Service Center in Region 20 (San Antonio), TX, provides a wonderful experience for migrant students to continue their education as they move from State to State along the agricultural path with their families. Students continue to participate in class activities through the satellite courses and with the laptop computers that are provided to them through the project, thereby reducing illiteracy among the students and their families who also benefit from the program.

Adult Education and Rural Education

For many Americans, the prospect of a better life is diminished by a number of factors affecting their rural communities: low per-capita income, low levels of educational attainment, slow job growth, high poverty, high unemployment, and high rates of illiteracy.

Illiteracy and low levels of individual educational attainment are one of the most pressing problems that face rural communities and disables people in a search for improved economic and educational opportunities. These conditions persist and are, in fact, exacerbated by the rapid changes in the global economy. The pressing need for services to those in rural communities are being addressed, however, in innovative ways.

- Secretary Riley announced on September 9 the PBS premiere of "*Crossroads Cafe*," an instructional series that, combined with print materials, offers a *complete program* for teaching English to speakers of other languages or English speakers with low literacy skills. Development of the series was supported through a partnership between the state education agencies of California, Florida Illinois & New York; Intelcom, the nonprofit organization which produced the series; Heinle & Heinle, publisher of ESL literacy materials; and the PBS Adult Learning Service, which is facilitating the broadcast of Crossroads Cafe on PBS stations throughout the country. The Department's Office of Vocational & Adult Education supported an evaluation of the pilot project & will support evaluation after implementation. Federal adult education dollars were also used by partner states in developing the series.
- The Department's *Adult Education Act Basic Grant to States* is the major federal program that supports services in rural areas to provide educational opportunities for adults, not in school, who lack a high school diploma or the basic skills to function in the workplace and in their daily lives.
- The *Appalachian Regional Commission (ARC)* education program, administered by the U.S. Department of Education's Office of Vocational and Adult Education, is focusing on the following areas related to adult education: adult workplace literacy development, literacy programs, basic skills programs, and distance learning telecommunication programs, child care programs, and transportation programs.

School-to-Work Opportunities and Rural Education

The Department of Education's *Condition of Education in Rural Schools* noted:

- Proportionately fewer rural than non-rural seniors intended to pursue college and advance degrees and more rural seniors than nonrural seniors had no plans at all. Indeed, during the four years following graduation fewer did attend college.
- Reflecting their long range perceptions about the future, seniors in rural high schools were less likely to have enrolled in challenging programs that would prepare them for further education and training and were more likely to be enrolled in general studies.
- A number of factors may account for this: more rural than non-rural students come from families with a lower SES; the presence of fewer jobs requiring a college education in rural areas; more limited access to higher education; or a perceived lack of guidance and support for pursuing advanced education studies.

This lack of diminished aspirations and educational opportunities comes at a time when knowledge and skills matter more than ever. It is critical that sustained investment and reforms continue on improving education in rural areas.

The U.S. Department of Education supports a number of efforts to improve the preparation of all students in rural areas for college and careers:

- *School-to-Work Urban/Rural and Native American Opportunities Grants* are specifically targeted at assisting rural communities in meeting special challenges they face.
- *Carl Perkins Tech-Prep and Vocational-Technical Education, Basic State Grants* provide critical resources to rural communities for equipment purchase, professional development, and curriculum reform.
- The *New American High Schools* initiative is highlighting schools that are preparing all students for the 21st Century such as Sussex Technical High School in rural Delaware and Walhalla High School in rural South Carolina.
- The *Appalachian Regional Commission (ARC)* education program, administered by the U.S. Department of Education's Office of Vocational and Adult Education, is focusing on economic development, dropout prevention, adult workplace literacy development, literacy programs, job-relevant training programs, basic skills programs, distance learning telecommunication programs, child care programs, and transportation programs.
- FFA and other vocational student organizations enhance education and contribute to the economic development of rural communities.

Sussex Technical High School

Improved programs and higher test scores have proven the success of occupational clusters at Sussex Technical High School. Students and teachers regularly collaborate to integrate courses within the clusters. Expectations of academic and technical achievement have risen over the course of the reform-and have been met.

In just five years, Sussex Technical High School in Georgetown, Delaware, has been transformed from an area vocational school with declining student enrollment and low academic achievement to a restructured high school that offers students a challenging, integrated curriculum. The school's success in raising expectations and academic and technical achievement has not gone unnoticed; it currently has a waiting list and anticipates having to turn away a growing number of prospective students.

Among its successes, Sussex Tech considers the improved quality of programs and higher test scores as evidence that the new system is working. However, improved student and teacher morale and successful implementation of clusters and block scheduling are also high on the list of real improvements.

Success Through Occupational Clusters

Sussex Tech has been restructured to promote both high expectations and the integration of academic and vocational education. The school is part of the High Schools That Work project of the Southern Regional Education Board, which promotes these ideas. The high school reorganized its occupational program into four clusters (Automotive/Diesel Technologies, Business Technologies, Health/Human Services Technologies, and Industrial/Engineering Technologies). In addition to its technical instructors, each cluster has a group of designated academic teachers in English, math, science, and social studies. Ninth graders rotate through a series of exploratory units and choose their cluster at the end of the year.

Each cluster has developed a challenging program of study that includes academic and technical courses. All remedial and general track courses and study halls have been eliminated. The programs of study include advanced math and science courses in each occupational area. For example, all students are required to take three years of math and science and four years of Tech Prep English courses. To support this more rigorous course work, the high school has instituted an after-school tutoring program staffed by teachers.

The schedule at Sussex Tech has been radically altered to accommodate this cluster approach and to promote integration. Classes are block scheduled, with technical classes meeting each day for 90 minutes and academic classes meeting for 90 minutes every other day. In addition, related courses have been developed for each cluster and for individual programs in both academic and technical areas (an example is a blueprint skills course for the Industrial/Engineering Technologies cluster or related sociology for the Health/Human Services Technologies cluster). Every morning before school starts, teachers are given a 45-minute personal planning period and a 30-minute cluster planning time. Teachers hold formal meetings within their clusters once a week, with the remaining four cluster-planning periods reserved for ad hoc meetings among individual teachers.

Integration Projects for All Grade Levels

At Sussex Tech, the teachers take integration very seriously. The administrators and teachers have identified an integration project for each grade level, to include all students in that grade. Students in the eleventh grade, for example, participate in American history integration projects. Students enrolled in the Industrial/Engineering Technologies cluster can read about the American Revolution in their history courses, then fashion tools and implements modeled on those of the Revolutionary period.

Finally, all twelfth graders are required to complete an integrated senior project. Over the course of a year, for example, students in the Industrial/Engineering Technologies cluster constructed a house for

one of their projects. All students were assigned math problems about the amount of materials required to complete the project and the costs of these materials. A community resident moved into the house after it was completed.

Collaboration Between Students and Teachers

Students at Sussex Tech are regularly asked to reflect upon the ways in which various disciplines can be integrated. Math teachers ask their students to discuss and write about how math is related to their technical area. Teachers and students brainstorm about projects that will integrate academic concepts into areas of career interest.

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Students at Sussex Tech are regularly asked to reflect upon the ways in which various disciplines can be integrated.



[\[Return to New American High Schools Index \]](#)

Last update September 11, 1996 *(SMJ)*

Walhalla High School

At Walhalla High School, the community is collaborating with business and industry partners to continually improve students' school- and work-based experiences.

Walhalla High School, in the Appalachian region of South Carolina, has restructured its education program to provide students with meaningful school- and work-based experiences. Student-oriented guidance and counseling programs are centered around career clusters and articulated with the nearby Hamilton Career Center and with area post-secondary institutions.

Counseling and Career Guidance

At Walhalla Middle School, "Planning for a career has three distinct steps: self-awareness, exploration, and preparation." In the sixth grade, each student begins to develop a Career Portfolio, which includes career, extra-curricular, and academic information that each student maintains throughout and beyond the high school years.

The middle school Career Specialist ensures that students and their parents or legal guardians are exposed to and familiar with potential career options and the curricular format at the high school. The career clusters are Business, Engineering, Health Sciences, Trades & Technology, and Arts/Sciences/Human Services. Certain courses in the career clusters award dual credit toward students' post-secondary career plans. The academies are the Finance Academy and the Ford Academy of Manufacturing Sciences (FAMS), which is offered at the Hamilton Career Center. Students learn that courses in both academies allow them to earn college level credit.

Among the methods used to inform students about career choices are interest inventories, class presentations of current and future career information, worksheets, videos, guest speakers, and field trips. In addition, the middle school hosts a Career Fair where business and industry professionals talk to students about their training and experiences.

During the second semester of the eighth grade, students and parents review the four-year high school course plan with the Career Specialist. At this time, students make an initial selection from the five career clusters and two academies (new in 1995).

After the review process is completed, the middle school Career Specialist forwards the student's Career Portfolio to the high school. Communication between the middle school and the high school does not end with this transaction. "We're pretty much in constant communication," commented the high school Career Specialist. "I think the two schools have just worked beautifully together to make sure that we're protecting the integrity of the program."

At the high school, students review their career plans with a Guidance Counselor and Career Specialist. Since both these advisors confer with the middle school Career Specialist, students enjoy an easier transition between schools. The Career Specialist conducts information workshops for students throughout the high school years. At these sessions, students go from learning more about themselves in grade nine to learning about filling out job applications, interviewing techniques, and creating resumes in grades ten, eleven, and twelve. The Career Specialist also arranges for students, parents, faculty, and staff members to gain work-based experience through programs including job shadowing and internships.

The Structure of Career Clusters

Realizing that traditional schooling would not adequately prepare students for their roles in the twenty-first century, the school's principal, faculty, and staff members used input from the business and industry communities to begin reassessing their educational programs during the 1987-88 school year.

Collaborative efforts with the Southern Regional Education Board and PACE, the Partnership for Academic and Career Education (a tech-prep consortium), assisted Walhalla High School in initiating a whole school reform program. Later cooperation with the Hamilton Career Center and Tri-County Technical College resulted in post-secondary articulation agreements.

In concert with State Department initiatives, Walhalla High School has organized the career clusters along a College Prep and Tech Prep continuum. The College Prep focus provides students with extensive preparation for college-level work leading to a chosen career. The Tech Prep focus prepares students for further technical college training or for immediate entry into a chosen career. Each focus requires the same number of credits for graduation. The Finance Academy is slated to join the FAMS at Hamilton Career Center, thus becoming available to other high schools in the district.

A Dedicated Faculty and Staff

Walhalla High School has dedicated and nurturing faculty and staff members. Not satisfied with the status quo, they look for ways to improve student career options and experiences. Faculty development activities initiated from the beginning of the reform movement continue to include visits to business and industry sites, from which faculty members bring new experiences and knowledge back into their classrooms.

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According to one student, "If we understand what's out there, and we know what we have to do to grasp it, that's what Walhalla High School is all about."



[\[Return to New American High Schools Index \]](#)

Last update September 11, 1996 *(SMD)*

Conditions in Rural Communities

Rural communities are not uniform in the conditions they face. Rural areas are diverse, varying by region, economic base, and other characteristics. Children in rural areas may have more in common with suburban children when it comes to race and ethnicity and family characteristics. But in terms of poverty, health, and education, rural children may have more in common with children in inner cities. (Sherman, 1992)

Poverty

- The overall poverty rate was higher in nonmetropolitan areas compared with metropolitan areas. In 1994, the nonmetropolitan poverty rate was 16.0%. The metropolitan poverty rate was 14.2% (Central cities had a poverty rate of 20.9% and other metropolitan areas had a poverty rate of 10.3%). (Census Bureau, 1996)
- The poverty rate for children was also slightly higher in nonmetropolitan areas. In 1994, 22.6% of nonmetropolitan children (under age 18) were poor. In metropolitan areas, 21.6% of children were poor. (Census Bureau, 1996)
- Median household income for nonmetro areas was \$25,256 in 1993, compared with \$33,212 in metro areas. Although a substantial gap remains between the median incomes of metro and nonmetro households, the gap has narrowed somewhat in recent years. Real median household incomes have continued to decline in both areas, but have declined less sharply in nonmetro areas. (USDA, 1995b)
- The majority of those living in poverty in nonmetro areas are the “working poor”. More than 60% of the nonmetro poor were in families with at least one working member, or, if living alone, were employed at least part of the year. (USDA, 1995b)
- Almost half of the nonmetro poor lived in the South in 1993; the poverty rate there was over 20%, much higher than other regions of the U.S. Other regions with persistent poverty counties include Appalachia and the Southwest. (USDA, 1995a & 1995b)

Overall Population Trends

- One-fifth of the U.S. population lives in nonmetropolitan areas. (USDA, 1995a)
- Between 1990 and 1994, the population of nonmetro counties increased at an annual rate more than double that of the 1980's. (USDA, 1996)
- Migration out of rural areas was significant during much of the 1980's. The loss of population was characterized as a “brain-drain” in that college-educated people were moving out of rural areas and people moving in tended to have less education. The net outmigration of college-educated people has slowed considerably during the 1990's. (USDA, 1995b)

- The loss of population during the 1980's cut across all age groups, but was especially high among the 18-24 age group. Although net outmigration among this age group continues to be high during the 1990's, immigration into rural areas has increased among working-age people and their children as well as people of retirement age. (USDA, 1995b)
- The West is the only region where rural communities are now showing a net immigration of college graduates and higher income people, representing a "complete migration turn-around" between the 1980's and 1990's. This may reflect declining urban opportunities in California as well as the decentralization of high-tech firms into rural areas in Colorado and Washington. (USDA, 1995b)
- Rural areas that are primarily dependent on farming continue to experience a decline in population. Three-fourths of these counties have shown net outmigration in the 1990's. (USDA, 1996)

Age

- Nonmetro areas have a higher proportion of older people than metro areas. In 1994, the percentage of people 55 or over was 23% (compared with 19% in metro areas). Metro areas continue to have a higher percentage of working-age adults than nonmetro areas. (USDA, 1996)

Race

- Minorities are much more likely to live in metro areas, but their presence in nonmetro areas is increasing. In 1990, minorities were only 14% of nonmetro population, but they were the fastest growing groups between 1980 and 1990. (USDA, 1996)
- Median household incomes in nonmetro areas were lowest among Blacks, \$14,183 in 1993, nearly a third lower than among Blacks in metro areas. (USDA, 1995b)
- The poverty rate among Blacks in nonmetro areas in 1993 was 40.6%; among nonmetro Hispanics it was 33.1%. Poverty among metro Blacks was 31.7%. (USDA, 1995b)

Economic Sectors

- In the last 20 years, the percentage of the rural workforce employed in farming has continued to decline, from 14.4% in 1969 to 7.4% in 1993. (USDA, 1996b)
- Fifty years ago, over half of the rural population lived on farms. Today, farm families make up less than 10% of the rural population. (USDA, 1996b)

- Manufacturing jobs have shifted from metro to nonmetro areas. The nonmetro share of these jobs rose steadily between 1985 and 1993, from 20% to 23%. (USDA, 1996b)
- In rural areas, the strongest growth has been in the services sector of the economy, especially tourism, recreation, regional trade, and services related to retirement. Among all those employed in rural areas in 1993, 50.7% were in services; 16.8% in manufacturing; 16.8% in government; 7.4% in farming; 5.2% in construction; 1.6% in agricultural services, forestry, and fishing; and 1.5% in mining. (USDA, 1996b)
- The most rapidly-developing nonmetro areas are those characterized as “retirement-destination” counties: areas with natural amenities that attract retirees, tourists, and recreationists. (USDA, 1995a & 1996a)

Employment

- Between 1990 and 1994, the annual employment growth for rural areas was twice as high as the growth in urban areas (1.6% growth compared with .8%). Contrary to their experience during the 1980's, rural areas fared better than urban during the 1990-91 recession, as measured by growth in employment. (USDA, 1995b)
- Unemployment remains higher in rural areas, at 6.6% in 1994 compared with 5.9% in urban areas. The faster rate of employment growth in rural areas since 1990 has narrowed the gap in unemployment between urban and rural. (USDA, 1995b)
- During the 1980's and early 1990's, wages in nonmetro areas actually decreased when adjusted for inflation and the wage gap between metro and nonmetro areas increased. The hourly wage gap was \$1.78 in 1979 and \$2.63 in 1993 (in 1993 dollars). (USDA, 1996)
- Nonmetro areas had a larger share of low-wage workers (hourly wages such that full-time, year-round employment could not support a family of four above the poverty line) In 1993, 42.9% of nonmetro workers and 32.3% of workers in metro areas were low-wage workers. (USDA, 1995b)

Notes:

The terms rural and nonmetropolitan are used interchangeably in this document. Both terms refer to counties designated by the Census Bureau as nonmetropolitan. Nonmetropolitan counties are defined as not metropolitan. Metropolitan counties include core counties with a city of at least 50,000 population and additional contiguous counties that are economically integrated with core counties.

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Issues and Policies in Rural Education

Issues

- The stability of rural communities has been undermined by shifting employment patterns, therefore increasing unemployment and underemployment in traditional sources of rural employment. This has led to poverty, emigration, malnutrition, inadequate housing, inferior or nonexistent health care facilities, diminished social services, and a surge in single-parent families.
- Although rural residents contribute a higher percentage of their income towards education, they are constrained by the low population density of their districts, which usually enroll less than 2,500 students. Since property taxes are a primary resource for funding education, as property values have decreased, communities have less to spend, leading to underfunded schools, declining enrollments, limited curricula, aging facilities, and functional illiteracy. This system of school finance leaves property poor school districts at a disadvantage because there is less financial support. Lower enrollment and the high cost of transportation increase per pupil expenditure. State measures to achieve fiscal equity have not been successful. Resources have declined as the need for services has increased with the demands placed by state and federal reform agendas and the need for different employment skills
- Teachers and principals are younger, less well-educated, and receive lower pay and benefits than their urban counterparts. They have a lower likelihood of obtaining advanced degrees, yet teachers are more likely to teach multiple subjects for which they are not trained or certified and principals must take on more responsibilities.
- Performance of rural students on national assessments falls below that of suburban students but above that of urban students.

Meeting these Challenges

- In order to meet these challenges, rural communities and their schools must find new ways to work together.
- Schools are also working with business whereby rural schools play a larger role in local job development. For example, vocational courses are related to the local business or industry. School-based businesses have been another approach for youth to learn the skills of operating a business and working in a global economy.

Successes

- Links between community and school are strengths.
- Considerable progress has been made in increasing the education level of rural people and improving test scores.
- Many schools address the needs of students in innovative ways, including cooperating

with other districts, state, or regional service centers.

Reform Effects

The structure and characteristics of many rural schools create an atmosphere conducive to school improvement, such as low student-teacher ratios, individualized instruction and attention, cooperative learning opportunities, close relationships and ties to the community, and strong staff commitment. But there is a scarcity of human and financial resources and the accelerated pace of change has placed constraints, on many already impoverished schools.

School consolidation and alternatives

Consolidation has been the primary policy option to save money and improve education in rural communities, by combining small school districts. Opponents to consolidation believe the benefits and strengths of parent and community support and involvement, individualized instruction, and wide-spread student participation in school activities from small school and class size are lost through consolidation. Alternatives include partial consolidation, which increases the size of the population served but administrative units continue to exist and retain autonomy, and telecommunications, through satellite, audiographics, and two-way tv.

Two major issues

- Defining what is rural has been an issue. At one time it referred to farming communities. However a variety of rural communities now exist.
- Currently, research on rural education is limited because the population is small and isolated. There is limited knowledge of the effect of local, state, and federal programs because of the lack of research and impact evaluations.

Policies and Programs Benefiting Rural Education

Until recently, the issues concerning rural education have been largely ignored and the trend has been to make rural schools more like urban school in size and curriculum. Currently there is no major federal policy on rural education. Rather programs exist which benefit rural schools either directly or indirectly.

- U.S. Dept. of Education Authorization Act of 1979 directed ED to establish a new organizational commitment to the nation's rural school. OVAE was given the responsibility of carrying this out. Two goals were to articulate a departmental policy on rural education and to develop a rural education agenda.
- Discretionary and targeted programs include
 - Chapter 1 Rural Technical Assistance Centers
 - Rural Education Initiative (OERI awards contracts to the regional education labs to support activities serving rural schools)
 - ERIC Clearinghouse on Rural Education and Small Schools
 - The Star Schools Demonstration Project
 - Library Research, Demonstration and Training Programs under Title II of Higher Education Act, which includes an number of grants to benefit rural areas.

Other discretionary program do exist that include rural specifications.

- Rural areas also get a share of state formula programs administered by ED that assist special populations, such as Chapter 1 and 2 of title 1 of ESEA. Three other federal programs which can help rural areas are Impact Aid, Migrant Education Program and Library Services and Construction Aid.

State governments have also engaged in special efforts, through **structural strategies**, namely reorganizing neighboring districts with small enrollments into new, larger administrative units (consolidation), **service delivery strategies**, **school choice options**, **revenue enhancement**, such as state-aid formulas, and **administrative tactics**. Other initiatives through public and private agencies, organizations, and institutions include university-based programs, professional associations and organizations, state-level rural education interest groups, and foundations.



Name: Rasco, Carol H.

U.S. Department of Education
Office of the Secretary - Control Document

Assigned to: OS

Control #: OS96-12990

Priority: INV

Due Date: 09/04/96

OS Doc #: 32756

Action: APPROPRIATE HANDLING

Signature: AI

Writer: Rasco, Carol H.

Title: Asst. to the Pres. for Domestic Pol

Organization: The White House

Salutation:

Subject: REQUEST DESIGNATION OF INDIVIDUAL TO ATTEND MEETING ON THE
RURAL DEVELOPMENT POLICY CONSULTATION

Event Date: 09/20/96

Notes: FYI COPY TO FHO LLEMAN, SRINCK

----- Assignment Tracking Section -----

ASSIGNED	COMMENT	DATE	DUE	RETURNED
INV	APPROPRIATE HANDLING	08/23/96	09/04/96	
	<i>Connie,</i>			
	<i>Linda Roberts will</i>			
	<i>attend along with (either)</i>			
	<i>Trish McNeil or <u>Bill</u></i>			
	<i>Kincaid.</i>			
	<i>Vicky</i>			

THE WHITE HOUSE
WASHINGTON

August 8, 1996

TO: Richard Riley
Secretary of Education

FROM: Carol H. Rasco *CHR*
Assistant to the President for Domestic Policy

Re: Rural Development Policy Consultation

OS/ES/CCCS

AUG 23 3 07 PM '96

The Department of Agriculture is currently undergoing a process of developing a national rural strategy and policy. Rural America is today very different from the agrarian place that it was some years ago. Now 80 percent of the rural population earn their livelihood from sources other than farming and many of the problems normally associated with urban areas are on the rise in rural areas. The goal of the USDA in this policy process is to develop a strategy and policy that speak to the new and emerging conditions that now comprise rural America.

As part of that policy process we will hold a White House consultation for administration officials on Friday, September 20, 1996 from 9 a.m. to 12 noon. I am requesting that you designate a person from your department to attend the consultation where we will discuss not only the process to date and future steps, but also address the present fragmentation of rural development programs and technical assistance.

USDA has suggested the names of Linda G. Roberts and Marshall Smith as potentially appropriate from your department. We do, however, leave the decision of two appropriate representatives to you. Please submit the name of your representative who agrees to attend this consultation to Jill Pizzuto of the DPC at 456-2249. Should you have any questions about the meeting, do not hesitate to contact Art Campbell at 720-8653.

Approximately two weeks prior to the meeting a detailed agenda will be distributed to the persons designated to attend the meeting.

Thank you for your personal attention to this matter.

Guests for Rural Development Policy Consultation
Friday, September 20, 1996
9 a.m. - 12 noon

White House Staff

will come themselves or will designate someone from their staff

Leon Panetta
Ron Klain
Alexis Herman
Marcia Hale
Katie McGinty
Laura Tyson
Jack Gibbons
Mack McLarty

Department of Agriculture

will come themselves, cannot send a representative

W. Bruce Crain
Victor Vasquez

Cabinet Representatives

these offices are allowed to have two representatives

Secretary Kantor (Commerce)
Secretary Reich (Labor)
Secretary Shalala (HHS)
Secretary Cisneros (Housing)
Secretary Riley (Education)
Administrator Lader (SBA)

Cabinet Representatives

these offices are only allowed to have one representative

Secretary Rubin (Treasury)
Secretary Perry (Defense)
Secretary Reno (Justice)
Secretary Babbitt (Interior)
Secretary Pena (Transportation)
Secretary O'Leary (Energy)
Secretary Brown (Dept. Veterans Affairs)
Secretary Browner (EPA)
Acting Director Lew (OMB)
Acting Chair Sitglitz (CEA)
Acting Ambassador Barshefsky (U.S. Trade Representative)
Director McCaffrey (Ntl. Drug Control Policy)

Other Attendees:

Bob Nash, Director White House Personnel

FAX COVERSHEET

TO:

Secretary Robert Rubin	622-0073
Secretary William Perry	703-697-9080
Attorney General Janet Reno	307-2825
Secretary Bruce Babbitt	208-4694
Secretary Mickey Kantor	482-0052
Secretary Robert Reich	219-7659
Secretary Donna Shalala	690-6166
Secretary Henry Cisneros	708-2476
Secretary Frederico Pena	366-7952
Secretary Hazel O'Leary	586-7573
Secretary Richard Riley	401-0048
Secretary Jesse Brown	273-4877
Administrator Carol Browner	260-0279
Acting Director Jack Lew	5-1005
Acting Chair Joseph Stiglitz	5-6958
Ambassador Charlene Barshefsky	5-3390
Director Barry McCaffrey	5-6711
Administrator Phil Lader	205-6802

From: Carol H. Rasco
Assistant to the President for Domestic Policy

Pages: 2

Author: William Kincaid at WDCT01
Date: 9/16/96 9:04 PM
Priority: Normal
TO: Gerald N. Tirozzi at WDCJ01
TO: Patricia McNeil at WDCC04
TO: Delia Pompa at WDCC04
CC: Valena Plisko
CC: Joseph Conaty at WDCR03
CC: Linda Roberts at WDCB01
CC: Maria Kniesler at TranTable
CC: Larry Case at WDCC01
CC: Joseph Casello at WDCC01
CC: Mike Smith
TO: David Longanecker at WDCA01
CC: Jackie Jenkins at WDCR02
CC: Audrey Hutchinson at WDCC01
Subject: Rural Policy Consultation

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Linda Roberts and I have been asked to represent the Department at a USDA/Domestic Policy Council-sponsored meeting this coming Friday that will contribute to the development of a national rural strategy. As a part of the meeting, each of the participating agencies will be asked for its views on what the Administration's goals should be in a national rural strategy, and preliminary thoughts on specific opportunities to improve the federal government's service in rural areas.

In preparation for this meeting, I would appreciate any thoughts or materials that you would like to contribute along these lines--especially your ideas on key education-related issues facing rural areas in the U.S. and suggestions as to how the federal government can better address those issues, but also interesting articles or data that might be helpful in putting together ED's contribution.

You can e-mail me back, phone me at 205-0704, or fax materials to me at 401-4353. For materials that are too lengthy to fax, my room number is FB-10 room 5164.

Linda and I are meeting on Wednesday afternoon, and I hope to synthesize as much of this as possible by then.

Thanks in advance for your help.

-- Bill Kincaid

Author: William Kincaid at WDCT01

Date: 9/16/96 9:27 PM

Priority: Normal

TO: David Longanecker at WDCA01

TO: Patricia McNeil at WDCC04

TO: Delia Pompa at WDCC04

TO: Gerald N. Tirozzi at WDCJ01

CC: Mike Smith

CC: Valena Plisko

CC: Joseph Conaty at WDCR03

CC: Linda Roberts at WDCB01

CC: Larry Case at WDCC01

CC: Joseph Casello at WDCC01

CC: Jackie Jenkins at WDCR02

CC: Maria Kniesler at TranTable

CC: Audrey Hutchinson at WDCC01

CC: Roneeta Guha

Subject: Rural Policy Consultation

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