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Abstracts

ETHICAL PERSPECTIVES IN PUBLIC POLICY EDUCATION

BALANCE, DIVERSITY AND ETHICS IN PUBLIC POLICY EDUCATION

*Paul B. Thompson
Texas A&M University*

Public policy for agriculture and natural resources needs to change when farming, ranching and the use of natural resources themselves change, but policy also changes to reflect new understandings. The new understandings made possible by agricultural science were the source of changes in farming practice throughout the first two-thirds of the twentieth century. Throughout that period, policies to support the development and adoption of new agricultural technology were supplemented by policies designed to ameliorate some of the harsh social consequences associated with those technological advances. The questions for the present and the future must address the way recent and likely changes in our understanding of agriculture and natural resources will precipitate events in the next century. While it is impossible to say which individuals will be decisive in forming that result, it is beyond dispute that the knowledge, experience and perception of consumer advocates, environmentalists, minorities and representatives of peoples from across the globe will be more influential in the future than in the past. The new understandings that will shape agriculture and policy will not come exclusively from producers, agricultural scientists and the food industry. The new understandings may not presume that expanding production is the primary goal. The new understandings will not be based on agricultural science and may not be based on science at all. It is for this reason that public policy educators face new challenges in balancing the diversity of interests and viewpoints involved with agriculture and natural resource policy.

TRANSITION OF FOOD AND AGRICULTURAL POLICY

THE 1995 FARM BILL ENVIRONMENT

*Lynn M. Daft
Abel, Daft and Earley*

The 1995 farm bill will be debated in a setting shaped by lessons from the past and needs of the future. As always, coalitions will be

critical. Global markets are at once limiting the reach of domestic policy and underscoring the importance of being competitive. Market-oriented policies are here to stay. Using farm policy to accomplish other objectives should be approached with caution. Features of the current situation that will influence the debate are: continuing budget restraint; a farm economy that is healthy but not making optimal use of its acreage base; a growing need to redefine the nation's export strategy; the opportunity for a more effective linkage of agricultural and environmental agendas; and a policy process that lacks strong direction.

COMMERCIAL FARMERS AS 1995 FARM BILL STAKEHOLDERS

*Ronald D. Knutson
Texas A&M University*

Some of the major points public policy educators should consider when delivering educational programs for commercial farmers answer the following questions:

- When do farm program benefits become so low farmers decide not to participate in the program?
- How can we most effectively react to the increasing number of economists who act as free market advocates in support of this particular program alternative?
- How does the implementation of the Uruguay Round Agreement (URA) of the General Agreement on Tariffs and Trade (GATT) affect the 1995 farm bill?
- What options exist for commercial farmers reacting to environmentalists in the 1995 farm bill deliberations?
- What bases exist for developing the required coalition to enact the 1995 farm bill?

This paper responds to each of these questions.

ATTITUDES OF SMALL FARMERS AS 1995 FARM BILL STAKEHOLDERS

*Benny L. Lockett
Prairie View A&M University*

The Cooperative Extension Programs at Prairie View A&M University, Prairie View, Texas, and other 1890 land grant institutions recognize that in order to properly design public issues education programs to meet the needs of small and limited-resource farmers,

they must identify the issues and concerns facing these farmers. Determining the opinions and preferences of small farmers concerning the future of agriculture and food policy as they pertain to the 1995 farm bill is of particular importance to extension educators. To develop an awareness of their opinions and preferences, nine 1890 land grant institutions surveyed 644 small farmers on issues contained in this bill.

TRANSITION IN FOOD AND AGRICULTURAL POLICY: KEY STAKEHOLDERS—DOMESTIC CONSUMERS

Jean Kinsey
University of Minnesota

The transitions in the food and agricultural industry are dictating changes in food and agricultural policy. The making and executing of public policy is largely for the protection of consumers and citizens and their common good. The fundamental goal of providing adequate, safe food at a reasonable price is still valid and needs to be protected. Food assistance has become an income safety net program; many forces converge to cash it out. Food safety, scientific knowledge about nutrition, diet and health, and research capability to assess the changes in industry developed technology continue to be important parts of the policy. In this era, with a transformed food and agricultural industry, specific issues that affect or are affected by consumers can be summarized as: 1) Maintaining efficient food and agricultural production, processing and food distribution in order to maintain an adequate and safe food supply at reasonable prices; 2) Food assistance policy and funding. For poor consumers, it is their livelihood; for non-poor consumers, it is an issue of minimizing tax dollars spent on administration and non-essential payments. It is also an important investment in a productive society; 3) Higher and more consistent standards for food safety will continue to be high profile issues. Consumers will also expect higher and more consistent performance from government policies and regulations; 4) Better scientific information about nutritional content of foods and total diets will continue to be needed; 5) Public research funding will be needed to ensure public ownership of knowledge about how to produce and process food in the future and to assure its quality.

ENVIRONMENTAL INTERESTS IN THE 1995 FARM BILL

Katherine Reichelderfer Smith
Henry A. Wallace Institute for Alternative Agriculture

The backdrop for environmental interests in the 1995 farm bill is characterized by: recognition of tight budget constraints on environ-

mental programs; anticipation of the Conservation Reserve Program's (CRP) expiration; a broadening of environmental concerns; expectations for a dwindling influence of commodity programs on conservation behavior; and a gridlocked Clean Water Act reauthorization process. Issues include: the extension and/or modification of the CRP; implementation of "green payment programs" as a basis for environmentally friendly farm income support; reducing the use and/or environmental and health risks of pesticides; and reformation of research and education policy to focus more directly on sustainable technologies.

BUILDING HUMAN CAPITAL—REFORMING EDUCATION

HUMAN CAPITAL: THE ISSUES, ENABLERS AND BLOCKS IN INSTITUTIONAL CHANGE

*Daryl Hobbs
University of Missouri*

The past decade has produced almost unprecedented rates of job growth and improvements in adult education attainment. Yet, during the same decade those trends were joined by substantial increases in the number of children living below the poverty line and declining real income for a majority of families despite an increased number of generally better-educated workers per family. It appears that stable or stagnant rates of productivity growth and declining real income for many workers must be the result of less effective investments in knowledge, physical and human capital. This paper focuses on several possible explanations: 1) a kind of job growth that is producing disincentives for a significant number of individuals and families to invest in human capital; 2) an excessively narrow public and political definition of human capital and, therefore, less-than-optimal human capital investments; and 3) the absence of a mutually reinforcing "mix" of institutions (policies) that would provide greater incentives for public and private human capital investments and produce a greater return on investments made.

IMPROVING THE SCHOOL-TO-WORK TRANSITION

*Stephen F. Hamilton
Cornell University*

The Youth Apprenticeship Demonstration Project places young people, beginning in their junior year of high school, in work sites for ten to twenty hours per week in order to teach them both specific

work skills and broad personal and social skills. Work experience is carefully planned and supervised and coordinated with school classes. its purpose is to help young people who do not expect to enroll in four-year colleges ("The Forgotten Half") identify career paths that will orient them toward academic achievement and socially responsible behavior. Now in its fourth year of operation, the project is directed by the Cornell Youth and Work Program with a base in Broome County Cooperative Extension.

LIFELONG LEARNING—THE LINCHPIN OF HUMAN CAPITAL DEVELOPMENT

Michael E. Tomlin
University of Idaho

In a rapidly changing global environment, the one reform still missing from the American system of schooling is an intertwined thread of *lifelong learning*. Many reforms have been tried, and some proved successful, but without the "linchpin" of a constant attitude for learning permeating the entire community, schooling will continue to be separate boxes to be filled and set aside. It is possible and imperative for America to adopt this new attitude if it is to continue to thrive through its people.

ENVIRONMENTAL POLICIES

ENVIRONMENTAL ISSUES: CHAOS AND CONFUSION

Laird Noh
Idaho State Senate

Massive new policy initiatives and legal actions, many involving the Endangered Species Act and the Federal Clean Water Act, have created great alarm and confusion among public and private agricultural and natural resource managers. Communication has broken down between interested and affected parties. Normal, necessary public resource management has had to yield to new and confusing demands and crises. Fresh political and environmental leadership will be required to restore order. There will be a great need for informed, creditable professionals with strong communications skills to bring the warring factions back together and restore responsible management and policy.

TRENDS IN ENVIRONMENTAL REGULATION OF AGRICULTURE

*Neil D. Hamilton
Drake University Law School*

Environmental law and regulation will play an increasingly important role in shaping the future of U.S. agriculture. This article identifies ten significant trends concerning environmental regulation and discusses their impact including: increasing public attention to agriculture's impact on the environment; increased scrutiny of livestock production and pressure for local regulation of large-scale facilities; the trend toward reliance on farm level planning to develop site-specific approaches; the potential for increased use of citizen suits and criminal provisions; and the debate over "property rights" in an agricultural context and how this relates to use of alternatives such as conservation easements.

ENVIRONMENTAL ISSUES FROM AN ECONOMIC PERSPECTIVE

*Katherine Reichelderfer Smith
Henry A. Wallace Institute for Alternative Agriculture*

The future is likely to bring both a reduction in the availability of public funds for programs that subsidize producers for actions that protect the environment and a rise in environmental regulation, especially at the state level, that will increase some producers' costs. Overlaying the trend toward agricultural industrialization on trends in public environmental protection affecting agriculture suggests the possibility that agricultural production, and any associated environmental problems, may increasingly concentrate in environmentally regressive states. Whether this future scenario is realized depends upon the form that intergovernmental relations take with regard to the allocation of public resources to agroenvironmental protection.

ENVIRONMENTAL ISSUES FROM A COMMUNITY PERSPECTIVE

*Richard Bass
Owyhee (Idaho) County Commission*

Owyhee County is the second largest county in Idaho. Only 17 percent of the total land is private and lies along the Snake River and creek bottoms scattered throughout the desert. Sixty-one percent of the county's 39,500 cattle (24,095) depend on federal grazing land.

There are one hundred eight families that have federal grazing permits. Beef cattle account for 55 percent of the total agricultural income in Owyhee County. The total county budget is \$4.5 million for 8,500 people. The biggest problem is the Bureau of Land Management's reluctance to follow laws passed down from Congress concerning coordination. The board of county commissioners requests no more from the federal management agencies than what is required by federal laws governing their management. This is the difference between the Owyhee County plan and other so-called county plans or county ordinances that try to dictate to the federal government.

LOCAL IMPACTS OF TRADE POLICY

LOCAL IMPACTS OF INTERNATIONAL TRADE

*Larry Sanders and Mike Woods
Oklahoma State University*

*Warren Trock
Colorado State University*

*Hal Harris
Clemson University*

The global economy has been evolving at an increased pace over the past two decades. The institutional support sector is only beginning to understand and respond to the resulting changes. Community impacts, structural change and technological innovation are but a few of the factors under review. While some fifty companies do about 80 percent of U.S. export business, the amount of export activity by smaller businesses has grown rapidly in actual and proportional numbers. Opportunities for value-added exports are among the fastest growing in the market and small business is particularly suited to that market. This paper provides an overview and discussion of the keys to identifying and understanding local impacts of international trade.

FINANCING K-12 EDUCATION

THE REAL PROPERTY TAX AND K-12 EDUCATION

*Neil Meyer
University of Idaho*

Of all general state and local government expenditures, more than one third goes to elementary and secondary schools. These costs have increased significantly and quickly in the past ten years. The responsibility for paying for them falls to local governments and property taxes are their primary source of revenue. This paper defines and explains the real property tax, discusses preferential assessments favoring farmland, the existing regressivity of effective real property tax rates in the United States and ways to improve the real property tax.

FINANCING K-12 EDUCATION IN OREGON

*Bruce A. Weber
Oregon State University*

Oregon has instituted ambitious outcome-based educational requirements and Certificates of Mastery for secondary schools while its Measure 5 is cutting school property taxes in half and shifting school funding to the state general fund. At the same time, inter-district disparities in school spending are being cut in half by a new school funding formula and the number of school districts is being reduced by 40 percent. Oregon voters and the 1995 legislature face balancing funding for state services (human services, public safety, higher education) against funding for educational reform and inter-district equalization as the state's tax burden shrinks from its current 11.5 percent to 10.3 percent of personal income.

1994 MICHIGAN SCHOOL FINANCE AND PROPERTY TAX REFORM

*Lynn R. Harvey
Michigan State University*

Action by the Michigan legislature in December, 1993, and state-wide voter approval of an amendment to the state's constitution in March, 1994, resulted in a non-marginal change to the method of fi-

nancing K-12 education in the state. The combination of adopting new state statutes and the constitutional amendment resulted in a reduction of property taxes, an increase in the tax rate of selected state taxes, the adoption of new state taxes including a statewide property tax on all property, and a change in the incidence of taxation. Additionally, the school reform measure changed the method of distributing school aid in an attempt to reduce the per pupil funding support between school districts. Legislative action addressed school quality improvement issues by authorizing the creation of charter schools, mandated a state curriculum, lengthened the school year, altered the distribution of aid to support adult education and recommended changes to improve the safety and security in the classroom.

SUSTAINABLE RURAL POLICY

ELEMENTS OF A SUSTAINABLE RURAL POLICY

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University of Wisconsin, Retired

The crafting of a national policy addressing the contemporary concerns of rural America is a challenging task. Rural America has changed a great deal in recent years. To be sustainable, a new rural policy must be flexible enough to accommodate continuing changes in global structure; sufficiently targeted to address the unique concerns found in diverse rural situations; provide for long-run growth in human living standards through natural resource management, technological innovation and institutional change; and attract political support from both rural and urban residents. This will require more active participation and cooperation in policy formulation by citizens of the wider rural community; increased interaction between rural and urban policymakers; and more holistic consideration of investments in production, ecological and institutional innovation.

DEVELOPING COLLABORATION IN RURAL POLICY: LESSONS FROM A STATE RURAL DEVELOPMENT COUNCIL

Richard Gardner
State of Idaho

In forty states, rural development councils are building inter-governmental, public-private networks. Working across agency lines

to serve local customers requires a different way of doing business. The roadblocks to and rewards of collaboration encountered by the Idaho Rural Development Council are described. Differing paradigms of community development and the value of social capital are two of ten lessons learned.

DIVERSITY OF RURAL PLACES—TEXAS

David D. Field
Dallam County Texas

Texas agriculture and rural communities have experienced considerable stress over the past decade as a result of the crises in agriculture and oil in the mid-1980s and federal mandates such as new EPA landfill standards. Community leaders are beginning to recognize that the future of rural business and agriculture are intertwined. Challenges, such as providing effective rural education and adequate health care delivery in rural areas, must be addressed collectively even when in conflict with the generally independent nature of rural people. The town of Dalhart, Texas, began addressing these issues through a series of public meetings that began in 1988 with the help of the Texas Agriculture Extension Service and a grant from the W.K. Kellogg Foundation and soon established what the most critical rural development policy issues were and developed economic growth strategies in response. Since no single town or local government entity could financially support any approach on a grand scale, the number one priority was to take control of economic geography by improving local governmental efficiency. To do so required working together through joint planning meetings and avoiding "turf" battles.

DIVERSITY OF RURAL PLACES—IDAHO

George Enneking
Idaho County, Idaho

Idaho County, Idaho, is a 5.5-million-acre rural area of which 4.5 million acres are public lands. The economy of the county is sustained by timber, agriculture and recreation. This paper shows how federal rules and regulations affect all phases of county economic activity and local government, especially in public-land-dependent counties and offers some possible solutions.

Ethical Perspectives

