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Increasing Understanding of Public Problems and Policies

Proceedings of the 1998 National Public Policy Education Conference

Clackamas, Oregon
September 20-23, 1998

- LAND USE CONFLICTS AT THE RURAL-URBAN INTERFACE
- FOOD SAFETY POLICY AND ISSUES
- AGRICULTURAL INTERNATIONAL TRADE POLICY
- CONSEQUENCES OF DEVOLUTION
- EXTENSION ACCOUNTABILITY
- GAMING

Farm Foundation

Subjects of Previous Conferences

- 1980 Dispersed vs. Concentrated Agriculture • Ethics of Public Policy • Productivity • Rural Transportation • Energy Policy Issues • Policy Issues and Educational Approaches
- 1981 Government Programs and Individual Decisions • Public Support of Research and Extension • Agriculture in the 1980s • Methodology of Public Policy Education
- 1982 Domestic Economic Policy • Federal Government Role in Resource Management • Trade Policy • Financing Government Under Tight Budgets • Food Policy
- 1983 Economic Transition • Land Ownership Issues and Policy Education Approaches • The U.S. Food and Agricultural System in the International Setting • The Policy Education Process
- 1984 Federal Deficit • Providing Public Services in an Era of Declining Taxpayer Support • Water Policy • Distribution Issues in Food and Agricultural Policy • Methodology Workshops • Emerging Policies of Food and Agriculture
- 1985 The Changing Face of America • The Changing Face of Agriculture • Status of 1985 Agricultural and Food Legislation • Tax Policy Revision • Developing Policy Education Programs on Controversial Issues
- 1986 Balancing the Federal Budget Effects of Agriculture and Trade Policies on the Competitiveness of U.S. Agriculture • Human Stress and Adjustment in Agriculture • Human Stress and Adjustment in Agriculture • The Food Security Act of 1985 and Public Policy Education for the Future
- 1987 Socioeconomics of Rural America • Rural Revitalization • U.S. Agriculture in the International Arena • Role of Values, Beliefs and Myths in Establishing Policy • Policy Education and the Policy Process
- 1988 Policy Choices for Revitalizing Rural America • Priority Issues for a New Farm Bill • Opportunities for Joint Public Policy Education • Emerging Issues in Agricultural and Food Policy • Emerging Resource Issues • International Agricultural Relations
- 1989 The Global Environment for the U.S. Economy in the 1990s • Family Policy • Rural Development Policy • Public Policy Education • Water Quality Policy
- 1990 An Evolving Public Policy Education • Safe Food and Water: Risks and Tradeoffs • Balancing Environmental and Social Concerns with Economic Interests in Agriculture • Structural Change in Food Industries and Public Policy Issues • Toward a New Europe
- 1991 Global Competitiveness, Productivity and Social Impacts • Public Policy Education Methods • Policy for Environment and Economic Development • Rural Resource Development and Work Force Productivity • Political Economy of the Dysfunctional Family
- 1992 Public Policy Education in the 1990s • Agriculture and Environmental Policymaking: Issues, Actors, Strategies • The rural Social Infrastructure • Domestic Consequences of Evolving International Trade Policy
- 1993 The Status of Agriculture and Rural America • An Evolving Public Policy Education • Health Care Reform • Public Issues Education and the NPPEC Environmental Policy: The Legislative and Regulatory Agenda
- 1994 Ethical Perspectives in Public Policy Education • Transition of Food and Agricultural Policy • Building Human Capital: Reforming Education • Environmental Policies • Local Impacts of Trade Policy • Financing K-12 Education • Sustainable Rural Policy
- 1995 Citizen Involvement • Renegotiating the Social Contract • Environmental Policy Trends: Implication for Agriculture and Natural Resource Use • Food Safety Policy • 1995 Farm Bill Update • Sustainability and Industrialization: Conflicting or Complementary
- 1996 Changing Federalism • Forces that Shape Our National Values: Implications for Policy Education • The 1996 Farm Bill: Implications for Farmers, Families, Consumers and Rural Communities • Societal Issues of Work and Family • Property Rights: Their Allocation and Distribution
- 1997 The Future of Land Grant Universities • Agricultural Policy at the End of the 20th Century • Industrialization of Agriculture • Administering Environmental Law: Impacts on Private Landowners and Public Uses • The Changing Nature of Rural Communities

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Farm Foundation

This publication was produced by Farm Foundation for the pursuance of public policy education and understanding, with permission of the speakers.

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Increasing Understanding of Public Problems and Policies--1998
Editors: David P. Ernstes and Dawne M. Hicks
Layout and Typesetting: David P. Ernstes
Transcribing: Sandra C. Norman and David P. Ernstes
February 1999

FOREWORD

This publication reports the major discussions of the 48th National Public Policy Education Conference held September 20-23, 1998 in Clackamas, Oregon. The 113 participants represented most states. They work in land grant universities, the United States Department of Agriculture and other public agencies.

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

Specific objectives include:

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

Farm Foundation plans this annual conference in conjunction with the National Public Policy Education Committee. The Foundation finances the instructional staff, provides partial support for some individuals from extension services to attend the conference, and finances publication and distribution of the proceedings. The proceedings are made available in printed form and electronically through Farm Foundation's website (<http://www.farmfoundation.org>) to state and county extension personnel, teachers, students and others interested in increasing understanding of public policy issues.

Judith A. Burridge,
Chairperson
National Public Policy Education Committee

Walter J. Armbruster
Managing Director
Farm Foundation

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R.J. HILDRETH AWARD FOR CAREER ACHIEVEMENT IN PUBLIC POLICY EDUCATION

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

1998 Recipients: Barry L. Flinchbaugh
 Ronald D. Knutson

Barry L. Flinchbaugh

Barry Flinchbaugh's career in Public Policy education has spanned over 30 years since his days as a graduate student at Purdue working with J.B. Kohlmeyer and Carroll Bottum, two pioneers of public policy education. Over the past generation, Barry has used the Kohlmeyer/Bottum approach to help the citizens of Kansas deal with many controversial issues.

A native of Pennsylvania, Dr. Flinchbaugh received his B.S. and M.S. degrees from Pennsylvania State University. After completing his Ph.D. in agricultural economics from Purdue University in 1971, Barry joined the faculty of Kansas State University where he has spent his career. He has served on the North Central Public Policy Education Committee for 26 years and has twice served as chair of the National Public Policy Education Committee.

Barry's unique speaking style has made him an effective communicator and educator. He is at home with ranchers at a sale barn, before congressional committees and in front of a classroom of students.

Like all great educators, the impact of Barry Flinchbaugh's policy education program cannot be measured by the direct impact of his work. One must also account for his effect on thousands of policy makers, producers, students and peers that he has touched over his 30 years of service. It is through these individuals' active involvement in public policy making, and the resulting consequences of their actions, that the true impact of Barry's efforts is felt.

The last two years have been perhaps the most noteworthy of Dr. Flinchbaugh's career. Due to his relationships with Kansas' political leaders over the past generation including former Senator Robert Dole, Senator Pat Roberts and Secretary of Agriculture Dan Glickman over the past generation Barry had a significant impact on the formulation of the 1996 farm bill, possibly the most important piece of agricultural legislation of the past 50 years. Last year, Barry was appointed chair of the 21st Century Production Agriculture Commission, charged with evaluating the impacts of this legislation.

Ronald D. Knutson

Ron Knutson is arguably the most productive policy educator of his generation. He has written over 600 articles, book chapters, extension reports, workshop proceedings and other publications over his 30-year career. His writings have covered such varied topics as international trade, food policy, rural development, domestic farm policy, marketing and policy process, and methodology.

Dr. Knutson was raised in western Minnesota. He earned his B.S. and Ph.D. degrees from the University of Minnesota and an M.S. degree from Pennsylvania State University. Ron served on the agricultural economics faculty at Purdue University and as administrator of the USDA's Farmer Cooperative Service before joining the faculty of Texas A&M University in 1975. In 1988, he established the Agricultural and Food Policy Center at Texas A&M. The Center has provided quality research and educational materials on every important agricultural policy issue of the past decade, including the much used policy options publications for the past three farm bills.

National leadership in public policy education has been the hallmark of Dr. Knutson's distinguished career. He devotes much of his time to increasing the understanding of policy issues for a broad range of audiences: public officials, commodity groups, chief executive officers, boards of directors, producers, other faculty and students. His expertise has been sought by the U.S. Congress and the Secretary of Agriculture. He is an outstanding communicator who stimulates citizens to understand the implications of policy issues and to become involved in the policy process.

Ron has been honored by his peers on numerous occasions. He received the American Agricultural Economics Association (AAEA) Distinguished Extension Program Award in 1983 and 1991, the AAEA Quality of Communication Award in 1987, and the AAEA Distinguished Policy Contribution Award in 1997. He received the Lifetime Achievement Award from the Southern Agricultural Economics Association in 1995.

Past Recipients

1996	Ira L. Ellis	1997	Alan J. Hahn
	Harold D. Guither		Irvin W. Skelton
	J. Paxton Marshall		W. Fred Woods
	L. Tim Wallace		

OUTSTANDING ACHIEVEMENT IN PUBLIC ISSUES EDUCATION

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

Iowa's Pork Industry - Dollars and Scents

Iowa State University:

Bruce Babcock, C. Phillip Baumel, Mike Duffy, Mark Edelman, Neil Harl, Marvin Hayenga, Dermot Hayes, Joe Herriges, Wallace Huffman, James Kliebenstein, Cathy Kling, John Lawrence, Kelvin Leibold, John Miranowski, Peter Orazem, Dan Otto, John Schroeter, Susan Thompson and Erda Wang.

Iowa has been the nation's leading hog-producing state for more than 100 years. In recent years, the number of Iowa farms with hogs has been declining while new large-scale hog operations are being established. These facilities have generated much debate and have tended to polarize rural communities. This project consisted of several elements—new research was conducted, a book was published, a statewide conference was held and a comprehensive follow-up effort has been undertaken to reach new people concerning developments in Iowa's pork industry.

The Natural Resources Leadership Institute: Using Conflict Resolution in Public Issues Education on Controversial Environmental Issues

North Carolina State University and the University of Kentucky:

Mary Lou Addor, Leon E. Danielson, Simon K. Garber, Edwin J. Jones, Michael P. Levi, L. Steven Smutko, Donald H. Graves, Craig L. Inganger and Jennifer A. Thompson.

The Natural Resources Leadership Institute is a training program administered through the Cooperative Extension Service at North Carolina State University and the University of Kentucky. The goal is to train people to work together to resolve environmental problems. Each year, the institute brings together a broad array of groups over the past generation including government regulators, resource managers, industry representatives, environmental advocates, educators and private land owners over the past generation for six three-day workshops focused on leadership, teamwork, communication, dispute resolution and collaborative problem solving. Institute graduates have been responsible for resolving numerous environmental conflicts at the local level.

Abstracts

LAND USE CONFLICTS AT THE RURAL URBAN INTERFACE

A National Perspective on Land Use Policy Alternatives and Consequences at the Rural-Urban Fringe

Robert W. Burchell and Naveed A. Shad
Rutgers University

Sprawl is the spread-out, skipped-over development that characterizes the non-central city metropolitan areas and non-metropolitan areas of the United States. Sprawl occurs, in part, because local governments in the United States encourage this form of development via zoning and subdivision ordinances which, in turn, reflect the desires of the citizens. At the same time, citizens can no longer afford to pay for the infrastructure (roads, schools, sewer and water) necessary to develop farther and farther out in metropolitan areas. The paper reviews several studies which estimate the costs of sprawl.

The Purchase of Development Rights, Agricultural Preservation and Other Land Use Policy Tools: The Pennsylvania Experience

Tom Daniels
State University of New York-Albany

Farmland protection has become increasingly popular in recent years. States and local governments have employed a variety of techniques. Lancaster County, Pennsylvania, a leading agricultural area, has formed a farmland protection strategy with several complementary techniques—agricultural zoning, agricultural districts, farm property tax deferral, the purchase of development rights, transfer of development rights, and urban growth boundaries. The farmland protection program is central to the county's efforts to accommodate an expected 33 percent increase in population over the next 20 years.

Balancing the Right-to-Farm with the Rights of Others

Janie Hipp
University of Arkansas

Right-to-farm laws were originally designed to protect existing agricultural operations within a state or within a given area of the state by allowing owners or operators of farms, who meet the legal requirements of the right-to-farm law, a defense to nuisance suits which might be brought against the farming operation. These laws, from state to state, are strikingly similar. There have been relatively few test cases interpreting right-to-farm laws. Recently, a provision of a right-to-farm law in Iowa was declared unconstitutional.

FOOD SAFETY POLICY AND ISSUES

Incidence and Causes of Food Poisoning

*William E. Keene
Oregon Health Division*

The Pacific Northwest is the home of the infamous *E. coli* OH157:H7 outbreak stemming from undercooked, contaminated meat served in a Jack in the Box® restaurant six years ago. It was a large and spectacular outbreak—it killed 4 people, made over 500 people sick in the State of Washington, and made over 800 ill in the 4 states where the outbreak was centered. As a result of the Jack in the Box® outbreak and many other outbreaks before and since then, there have been some behavioral changes in the way that people handle food and the way that industry deals with food processing. The net effect of that has been to save an untold number of lives.

The Economics of Improving Food Safety

*Stephen R. Crutchfield and Jane Allshouse
Economic Research Service/USDA*

Each year, between 6 and 33 million people become ill from food-borne diseases caused by bacteria and parasites, and up to 9,000 die. This paper discusses how economic analysis measures the costs of food-borne disease. Illnesses related to seven major food-borne pathogens cost the U.S. between \$6.6 and \$37.1 billion annually in medical costs and lost productivity. Efforts to prevent food-borne illness by reducing the level of bacteria and parasites in food may generate billions of dollars in cost savings. New initiatives to further strengthen the safety of the nation's food supply are also discussed.

Industry Approaches to Food Safety Regulation

*James H. Hodges
American Meat Institute*

Today's meat and poultry inspection program has its origin in the Federal Meat Inspection Act of 1906. In 1996, the federal government and industry began a several-year process to dramatically change the way meat and poultry are inspected. The new regulatory program, commonly referred to as Hazard Analysis Critical Control Points, or HACCP, more clearly defines the responsibilities of the regulator and the regulated industry. Previously, inspectors looked for problems that had already occurred. Under the new system, they monitor plant activities to be sure appropriate steps are taken to prevent problems.

AGRICULTURAL INTERNATIONAL TRADE POLICY

Recent Trends and Critical Issues in International Trade Liberalization

C. Parr Rosson
Texas A&M University

U.S. agriculture has undergone dramatic change in the 1990s. New trade policies under NAFTA and GATT opened markets previously closed to some U.S. producers, but created additional import competition for others. Increased globalization has meant that U.S. agriculture has become at least three times more dependent on international trade than the rest of the U.S. economy. Trade growth has become especially important as farm program support is lowered and producers become more dependent on commercial markets to maintain the size and scale of U.S. agriculture. Recent trends in agricultural trade are reviewed with a focus on the NAFTA countries and Asia.

Agricultural Trade Liberalization--Impacts on Consumers

Jean Kinsey
University of Minnesota

Trade benefits consumers because it gives them access to a larger number and a wider variety of products, at lower prices, than their home country could supply. Trade in bulk agricultural commodities is diminishing relative to value-added products. Consequently, global competition is depending not as much on the resource base of a country as on the competitive efficiencies of a particular company, regardless of its location. Trade from Mexico has had very little impact on jobs in the United States because their imports are not good substitutes for domestically-produced goods.

Agricultural Trade Liberalization--Impacts on Producers

A. Desmond O'Rourke
Washington State University

Both the actual and perceived impacts of trade liberalization have been disappointing and frustrating for agricultural producers. As a result, their commitment to trade liberalization and to specific initiatives such as presidential fast track authority, expansion of NAFTA, or extension of the GATT-WTO process is wavering. The actual impacts of trade liberalization on U.S. agricultural producers have been unimpressive. If U.S. agriculture were to slip back into traditional subsidy programs and increased protectionism, it would cause many other countries to slip back into a protectionist mode.

CONSEQUENCES OF DEVOLUTION

Family Policy in the Era of Devolution

Clara C. Pratt
Oregon State University

In the 1990s, devolution of federal authority to states has increased state control and responsibility in many areas of family policy including welfare reform, health care and health care financing, child care, juvenile justice, and other issues. Devolution has been characterized by increased federal specification of policy goals, decreased specification of means, and increased reliance on privatization. The result has been greater concern with specifying and tracking the outcomes of policies, greater state flexibility, and responsibility in service delivery and greater inequities across states. The impact of these trends on families is discussed and the future of devolution in family policies is examined.

State Government Perspective--Oregon's Welfare Reform Story

Kevin Aguirre
Oregon Department of Human Resources

With welfare reform, Adult and Family Services of the Oregon Department of Human Resources has undergone a "cultural shift." What was once viewed as a process-driven welfare maintenance system is now a mission-driven, self-sufficiency focused program. While it is too early to call welfare reform a long-term success in Oregon, there have been many success stories.

Local Government Perspective--Building Capacity in Marion County

Randy Franke
Marion County, Oregon

Oregon's welfare reform emphasizes family supports, including child care subsidies and teen parent assistance. From a county perspective, welfare reform means devolving authority so that the system of supports fits each community's unique circumstances. Devolution is an opportunity to build a web of supports for children and families. Communities are the context for family life: healthy communities support healthy families. Marion County's Children and Families Commission recognizes the importance of engaging communities. Under county leadership, Community Progress Teams represent high school catchment areas. Community members are empowered to design policies and assign resources (flexible funds) which support children and families.

CONSEQUENCES OF DEVOLUTION (CONT.)

Non-Profit Perspective--Local Impacts of Welfare Reform

Pat Mohr
The Salvation Army

Welfare reform has offered specific challenges both locally and nationally to the Salvation Army. While the Salvation Army is not opposed to welfare reform (the old system often kept people locked in an inter-generation cycle of dependency and poverty), welfare reform is believed to be a *process*—not an *event*. The fallout that was expected from welfare reform is very difficult to assess. The Salvation Army has seen a national increase in demand for food and shelter of about 19-20 percent. Voluntary health and human service agencies cannot single-handedly maintain the “social safety net” supporting the needy.

Government Reform Perspective--Welfare Reform and Devolution

Patrick Stephens
Cascade Policy Institute

Welfare reform is not about making programs more cost efficient; it is about making them more effective, responsive and locally controlled. Block grants to states are neither efficient nor effective. If we want devolution to succeed, then we should grant states full control, not only over the structure, but also over the financing of the welfare programs. We need to let states design their own programs without interference from the federal government and then we can see what works.

The Impact of Welfare Reform On Local Communities

Wendell Primus
Center on Budget and Policy Priorities

In many ways, the child support program is a more important program than federal Aid to Families with Dependent Children (AFDC). By age 16, 60 percent of the children in the United States do not live with one or more of their natural parents. As a reference, AFDC covers about 10-13 percent of the child population, and food stamps and Medicaid each cover about 25 percent of the child population. Federal policies have generally focused on the mother and this has been misdirected. We must be more concerned about getting the father into the labor force and establishing a better relationship between the father and his children.

EXTENSION ACCOUNTABILITY

A Brief History of Extension Accountability

W. Fred Woods

Cooperative State, Research, Education and Extension Service/USDA

For over 20 years, legislation has mandated the national extension system to become more accountable. These requirements have been largely ignored. The Federal Agricultural Improvement and Reform Act of 1996 and the Agricultural Research, Extension and Education Reauthorization Act of 1998 have provisions which are designed to increase accountability at all levels of the system.

Extension Accountability--A Federal Perspective

Bob Koopman

Cooperative State, Research, Education and Extension Service/USDA

Most of the people who work with extension in the counties and states would agree that it does good work. It even appears that folks in Washington, including members of Congress, tend to feel that way, too. Yet, the current environment in Washington—when you combine the National Research Council reports on the land grant universities, the tight budget atmosphere, and the changes in political representation shifting toward urban and suburban interests—leads to greater pressure for extension to not only document the good work it does, but to demonstrate that it is the best work that can be done using federal dollars.

Extension Accountability--An 1862 Perspective

H.A. Wadsworth

Purdue University

Extensive debate occurred within the land grant community over language proposed for inclusion in the rewrite of the Research Title of the 1995 farm bill. The debate reflected the strong difference of opinion between the community and critics as to whether federal funds allocated to agricultural research and extension appropriately address high priority national concerns. The final bill (The Agricultural Research, Extension and Education Reform Act) requires documented evidence of stakeholder input in priority setting and greater accountability. Since the new legislation currently lacks definition, meeting its requirements could be problematical for some states.

EXTENSION ACCOUNTABILITY (CONT.)

Extension Accountability--An 1890 Perspective

Adell Brown
Southern University

The 1890 system has been required to respond to congressional inquiries concerning programmatic relevancy, similar to the larger 1862 land-grant system. Though it is a part of the bigger system and enjoys those privileges, it still has its own line in the federal budget that must be protected and defended. The 1890 system defines its clientele as socially-economically challenged and diverse audiences (small part-time and minority farmers, and limited resource families and communities). A constant challenge for the 1890 institutions is explaining to policy makers and appropriators that working with socially and economically challenged audiences requires methodologies and short-term outcomes which are more difficult to document.

Extension Accountability--A User Perspective

Dan Dooley
Dooley, Herr & Williams, LLP

The institutional distinctions that are so important to land grant universities are not nearly as important to producers. The production community does not care whether the answer comes from an extension agent, a researcher or some professor on campus. Accountability is about clearly defining relevant priorities and designing programs to meet them. Producers do not need a whole lot of help with how to grow crops effectively, they need to know how to respond to changing market conditions.

GAMING

Overview of the Economic Impacts of Gambling

Bill Eadington
University of Nevada-Reno

In 1997, gaming in the United States—in terms of total revenue after prizes—was a \$50 billion industry. Casinos made up slightly over half of that total (26 billion), of which 6 billion was Indian gaming. Whether casino-style gambling is a good idea for economic development remains to be seen. Most of the justification for the legalization of gambling has come from the attempt to exploit economic rewards. As the drive continues to build more gambling franchises—a highly competitive industry failing to constrain supply—the ultimate winners may be the consumers, not the casinos.

Regulatory Issues and Impacts of Gaming in Indian Country

Tadd Johnson
National Indian Gaming Commission

The National Indian Gaming Commission regulates 186 tribes in 28 states and about 300 gaming facilities. There is a tripartite approach to regulation of Indian gaming depending on the type of activity. For the most part, Indian gaming is regulated by the tribes at the reservation level.

Advocacy Issues and Impacts of Gaming in Indian Country

Jacob Coin
National Indian Gaming Association

The National Indian Gaming Association is an association of tribal governments that has an interest, directly or indirectly, in the issue of tribal gaming. The association seeks to improve the quality and quantity of services to which tribal people have access.

***Land Use Conflicts at the
Rural-Urban Interface***

