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1991

Herbicides

**Effects of Environmental Policy on  
Trade-offs in Weed Control Management\***

by

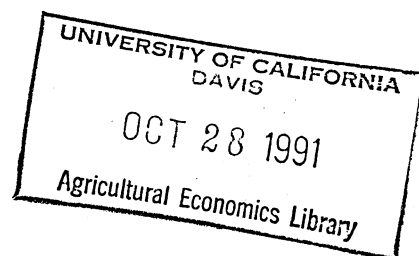
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## **Effects of Environmental Policy on Trade-offs in Weed Control Management**

**A. Bouzaher, D. Archer, R. Cabe, A. Carriquiry, and J.F. Shogren**

### **Abstract**

This paper presents a novel approach for generating information for regulatory and policy analysis, based on farmers' adoption of weed control technology. A simulation model, WISH, is used to generate cost and risk information on 258 weed control strategies. Environmental policies simulated are bans on triazines and broadcast application technology.

## 1. Introduction

Weeds represent production constraints that reduce profits in agricultural activity. Traditionally, profits have been maintained by controlling weeds through intensive chemical use. Perceived health risks associated with herbicide use, however, are forcing regulators to consider new restrictions on the herbicides used in weed control management (NGA 1989, Abt 1987). Yet little is known on how farmers will respond to the alternative restrictions that are currently being proposed. Acquiring this information is vital if we are to understand the impact of environmental policies on tradeoffs in weed control management.

This paper presents a novel approach to evaluate the tradeoffs given alternative herbicide use restrictions. Specifically, we simulate various weed control strategies given environmental policy in the form of quantity and technology constraints. Our model simulates the impact of weather and soil characteristics on the efficacy of 221 weed control strategies<sup>1</sup>. The model computes the probabilities of yield loss that confront farmers when using the various strategies. The output will contribute to our understanding of the impact of alternative herbicide restrictions (i) on farmers' weed control decisions and adoption of different technologies, and (ii) for aggregate economic and environmental consequences on a regional or national basis.

The paper is organized as follows. Section 2 presents the background information and analytical framework. We focus on weed control strategies for corn and sorghum production. Given that Atrazine and triazine herbicides have been targeted for restriction, we consider three different restrictions on Atrazine and triazine use<sup>2</sup>. Section 3 defines the structure and content of a weed

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<sup>1</sup> At this point it is helpful to note that, in general, a weed control strategy is uniquely defined by a set of herbicides with associated application rates and costs, application technology, timings of application for each herbicide, and windows of effectiveness for both grasses and broadleaves.

<sup>2</sup> Atrazine accounts for 12 percent of all herbicides used in the U.S, and is the most detected pesticide in groundwater and surface water (Cabe et al. 1991).

control strategy. We then present the simulation model used to assess the effectiveness and cost of 221 different weed control strategies. Section 4 presents the empirical results. Section 5 summarizes our findings.

## 2. Background and Analytical Framework

Our overall objective is to develop a flexible methodology to estimate the economically efficient set of weed control strategies under various policies of herbicide restriction. We focus on short-term adjustments in farmers' adoption of currently available weed control technology given herbicide bans or restrictions on atrazine and triazine use in corn and sorghum, and the banning of broadcast application technology. These policies are currently under review by the U.S. Environmental Protection Agency. The resulting efficient weed control strategies can then be used in a firm model (e.g., profit maximization farm model) to determine shifts in input use and optimal production patterns, in conjunction with other agricultural policy restrictions. Market and longer term consequences can then be evaluated in a general equilibrium context.

We assume farmers tradeoff expected risk for expected application cost when deciding to adopt a weed control strategy<sup>3</sup>. Weed control requires important management decisions in terms of trade-offs between amount and timing of control and expected benefits. About eighty percent of the farmers (ERS 1989) apply herbicides before planting (early pre-plant, pre-plant incorporated) or after planting (pre-emergent); in either case, weather conditions can be too wet, for farmers to get into the field to apply herbicides or cultivate, or weather conditions can be too dry during the critical times for herbicides to be effective, implying additional application cost or important yield losses or both.

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<sup>3</sup> The setting of this study is that of a typical Corn Belt farmer using herbicides for weed control management in corn and sorghum. Major weeds are grasses, such as Giant Foxtail, and broadleaves, such as Cocklebur.

The expectation is computed over an optimal simulation period<sup>4</sup>, and risk is defined as the probability of non-effectiveness of a given herbicide strategy (which can also be interpreted as the probability of yield loss, or the percentage of acreage on which weed control was not effective, or the percentage of time a given strategy fails to achieve full control<sup>5</sup>). Trading cost for risk can be expressed into traditional trade-offs between expected net return and variance of net return.

A weed control strategy is efficient if: (i) it is the least expected cost among all strategies with the same expected risk level, and (ii) it is the least risky among all strategies with the same expected cost. This concept of efficiency is illustrated in Figure 1, together with the concept of  $\epsilon$ -efficiency which allows treating all strategies in a same small neighborhood as equally efficient. In addition, the set of efficient strategies make up the "efficient frontier" which contains all the necessary trade-off information for a farmer to choose one or several strategies. Individual constraints on application cost and/or risk attitudes can further narrow the efficient subset.

The effect of an environmental policy<sup>6</sup> (ban of a herbicide or an application technology) is to shift the efficient frontier up and to the right, which reflects the use of substitute weed control strategies that are either less effective (vertical shift AB in Figure 1-b), or more expensive (horizontal Shift CB in Figure 1-b), or both. Since we take the perspective of an individual farmer, weed control is treated as another input decision and herbicide as another input in the farmer's crop production process, in which case, the optimal amount of control used will have the property that its marginal

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<sup>4</sup> Appropriate tests were performed to determine an optimal simulation from steady state conditions.

<sup>5</sup> Full control is aimed at achieving between 80 and 100 percent effectiveness; this area of control defines a "free zone" where very low densities of weeds have very little yield impact.

<sup>6</sup> Cox and Easter 1990 present a farm level approach to evaluating regional herbicide bans. Their approach uses an artificial characterization of weather impact on herbicide through two states of nature, good and bad weather. In addition, weather only impacts the herbicide effectiveness and not all the elements of a weed control strategy. Finally, they only consider one substitution alternative.

cost equals its marginal product (measured as additional yield or reduction in production risk). Total weed control cost includes the cost of chemicals, labor, machinery, and energy; it does not explicitly include any cost of off-farm damages stemming from weed control. If we consider uncertainty explicitly, due to weather or other unpredictable factors, then a stochastic approach is required for assessing the amount of expected risk farmers face.

We note that this approach of assessing risk associated with weed control can be useful when the perspective is that of policy or regulatory analysis, either for controlling entire weed species or assessing the effect of chemical use on the environment. A regional agricultural model would be built around only those strategies on the efficient frontier. One of the main objectives of the CEEPES/Atrazine study (Johnson *et al.* 1990 and Cabe *et al.* 1990) is to assess the economic value of various government policies affecting weed control, including the associated externalities. The model presented in this paper is part of the system of models comprising the agricultural decision component of CEEPES.

### 3. WISH: A Model of Weather Impact Simulation on Herbicide

Researchers are turning to process simulation models for predicting yield effects of weed infestations. ALMANAC<sup>7</sup> is one model that has been incorporated into the CEEPES (Comprehensive Environmental Economic Policy Evaluation System) framework (Johnson *et al.* 1990). ALMANAC is a process model that simulates crop growth, weed competition, and the interaction of management factors, for a variety of soil properties and climatic conditions. An important limitation of ALMANAC is that it does not explicitly recognize specific herbicides and differences in weed control

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<sup>7</sup> ALMANAC stands for: Agricultural Land Management Alternatives with Numerical Assessment Criteria. The model is being developed by Agricultural Research Service at the Grassland, Soil and Water Research Laboratory at Temple, Texas (Jones and O'Toole 1986, and Williams and Kiniry 1990).

strategies: herbicides used alone or in tank mixes; residual effects; target weeds; timing of application; application mode; weather impact on field day availability, timing and application mode, effectiveness of individual chemicals, and effectiveness of overall strategy; tillage system; and farmer's risk behavior (Bouzaher 1991). Although ALMANAC reflects the impact of environmental conditions on the various physical processes involved in crop growth and weed competition, it does not reflect the impact of environmental conditions on the input and management factors comprising a weed control strategy.

To use ALMANAC, weed control strategies are mapped into weed densities which are then simulated for yield effect. This implies all weed control strategies aimed at achieving the same control level are considered equivalent; clearly this can be misleading as illustrated by the three examples given in Table 1. Weather can have a significant and differentiated effects on different weed control strategies; weather can also affect total cost of application since a failed first application may require additional treatment of the same acreage.

Weed competition models need to be used in conjunction with other models, like WISH, capable of predicting the effectiveness (measured by cost and risk) of various weed control strategies. Farmers typically use weed control strategies aimed at achieving full control, and these strategies either work or, fail when environmental conditions either prevent the application of herbicide or impair its effectiveness (these conditions are usually associated with extreme variability in weather conditions, too dry or too wet). Hence yield loss refers to the maximum potential loss when weed control fails and a weed infestation (of grasses, broadleaves, or both) is not prevented.

We now briefly present the process of structuring weed control strategies and the model of simulating weather and soil properties for each of these strategies. Starting with a list of sixteen available herbicides and their ordinarily rated performance on grasses and broadleaves, we ran a cluster analysis to determine groupings of herbicides based on similarity in rating. After consultation with a weed scientist and a translation of the ratings into a cardinal scale, we derived five groups of herbicides: (i) triazines, (ii) nontriazines for grasses, (iii) nontriazines for broadleaves, (iv) tank mixes



of triazines and nontriazines for grasses, and (v) tank mixes of nontriazines for both grasses and broadleaves. The numerical ratings are translated into weed densities.

Based on herbicide timing, mode of application, targeted weeds, and observed farming practices, we construct a herbicide decision flowchart to represent the average farmer's, most likely management approach to weed control. The farmer's herbicide decision tree and the results of the cluster analysis are combined to define:

(i) **the structure of a herbicide strategy**, which is assumed to be made up of a **primary** herbicide treatment (to be applied on an early pre-plant, pre-plant, pre-emergence, or even post emergence basis), and a **secondary** herbicide treatment (mainly post emergence) which would be applied only if the primary sub-strategy fails for reasons mainly related to weather. Note that a strategy rests on the key assumption that, under "normal"<sup>8</sup> weather conditions, it will achieve a full level of weed control (both grasses and broadleaves). Finally, a herbicide strategy structure is completed by specifying a "time window of application" and a "time window of effectiveness" for each of its primary and secondary components, and for each weed group (an example is given in Table 1).

(ii) **The content and list of all feasible herbicide strategies**. This strategy list (containing 221 uniquely defines strategies like the three shown in Table 1) is established by tillage practice and by timing of application and scope of control of each herbicide in the strategy. The list is also built with the policy specifications in mind, thereby, distinguishing between strategies using atrazine alone, at rates lower or higher than 1.5 lbs, strategies using triazine substitutes for atrazine (bladex and princep), and strategies using nontriazines, in various combinations. These feasible strategies are individually simulated to determine their yearly cost, labor requirements, and application rates, and percent effectiveness for each weed group and each of two soil characteristics, sand and clay.

WISH reads the herbicide strategy table and a weather file which contains daily average information on temperature, rainfall, and wind. For each herbicide strategy over a period of fifty

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<sup>8</sup> These are the "optimal" weather conditions under which application rates are recommended by chemical manufacturers.

years, starting with the primary application, the model considers rainfall and wind and records the percentage of acres treated during the window of application; it also records the application rate and cost for each chemical used, and any cultivation requirements. Time advances, and weather conditions are checked during the window of effectiveness. An indicator variable cumulatively records the percentage effectiveness of the primary strategy for each weed group. If this variable is less than one, the secondary application is triggered and the same information is recorded. It is important to note that the main objective of this simulation is to capture the effect of those special years (too dry or too wet) where a farmer may have to apply herbicide more than once and still sustain some yield loss (in addition to higher cost), or, does not have time to apply herbicide and sustain a major yield loss. The model assumes that three days are enough for a farmer to treat all his acres, and provides for handling of special cases where strategies involve split applications (part pre-emerge and part post-emerge) or entirely post-emerge applications. A flowchart of the main steps of WISH is given in Figure 5.

#### 4. Empirical Results

The results of the simulation model can be examined on an individual year basis, if one is interested in extreme weather years, or in terms of an expectation over the fifty year simulation period. Figures 2 (for sandy soils) and 3 (for clay soils) illustrate efficient frontiers, which represent trade-offs between expected application cost and expected risk, as defined in section two. In every case, efficient strategies are represented by small squares and inferior strategies are represented by bold dots. These frontiers are distinguished by whether the soils are assumed to be predominantly sand or clay. In addition, four policy cases are presented, status quo, ban atrazine, ban all triazines, and ban broadcasting as an application technology.

We find four key results which are illustrated by superimposing the efficient frontiers from all policy scenarios in Figure 4. First, strategies that are actually used by farmers are on the efficient frontier of the base case (e.g., A1-BL.ppi with 24-BA.post, A2-BL.ppi with A1.post, A1-PR.pre with

24-BA.post, A1-PR.ppi with PRL-BL.post<sup>9</sup>). This result gives credence to our approach and adds weight to the argument that farmers' weed control decisions reflect trade-offs between risk and cost<sup>10</sup>; it also serves as a validation of the simulation model.

Second, the shifts in the efficient frontier as policy restrictions are imposed, whether on predominantly sand or clay soils, can be summarized as follows: (i) an atrazine ban results in substitutions of strategies that are slightly more costly (\$ 0.81-1.5 per acre) but with a higher risk potential (1.3-38 percent), (ii) a ban of all triazines dramatically reduces the substitution alternatives and results in higher risk (5.3 to 25.3 percent) and higher cost (\$ 5.6-13.8 per acre), and (iii) a ban on broadcasting results in moving to an application technology using banding, and substituting weed control strategies involving relatively higher risk (0 -12 percent) and slightly higher application costs. On the basis of increase in risk for each extra dollar increase in cost, an atrazine ban would rank last, followed by a ban on broadcast technology, and a ban on all triazines<sup>11</sup>.

Third, with respect to soil properties, we observe a shift in all efficient frontiers upward and to the right as we move from sand to clay. This implies that weed control on predominantly clay soils costs more and may be less effective; both results are not surprising, since herbicide application rates are higher for clay and weather (wetness of fields) has more effect on windows of application on clay

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<sup>9</sup> A1(2): Atrazine >( <) 1.5 lbs per acre - PR: Princep - BL: Bladex - 24: 2,4-D - BA: Banvel - PRL: Prowl - ppi: pre-plant incorporated - pre: pre-plant - post: post-emergent.

<sup>10</sup> We note that we have only considered total cost of application and implicitly assumed constant costs for tillage and labor use across all strategies. This assumption, however, does not affect the fundamental approach of information generation and substitution alternatives presented in this paper.

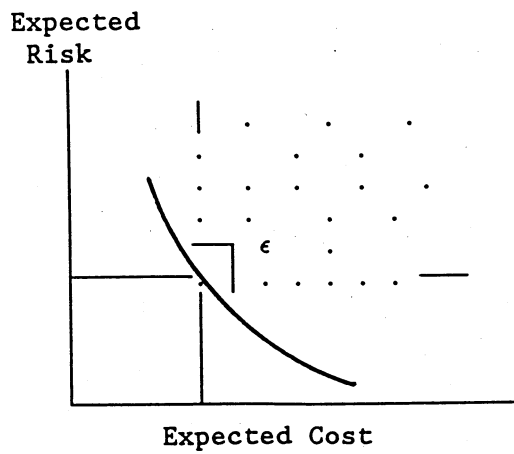
<sup>11</sup> We note that a ban on all triazines is probably unlikely to occur since Atrazine (aatrex) is the only chemical in the group associated with water quality problems. The other two chemicals in the group are Bladex (cyanazine) and Princep (simazine); the first one is very effective and has a two week half life, the second one has a very long half life (more than a year) and thus can only be effectively used on continuous corn, because of severe carryover problems.

soils.

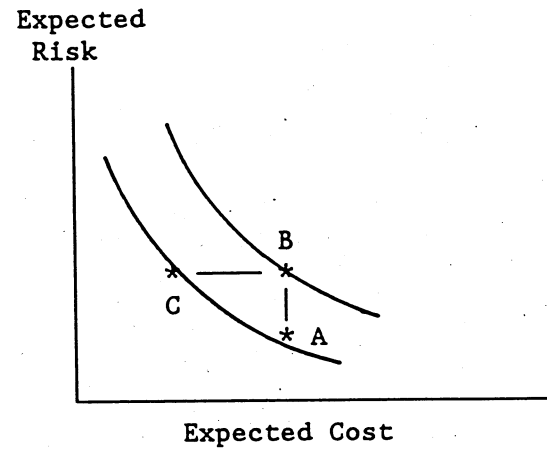
Finally, in Table 2 we present a sample of efficient strategies from each of the four cases discussed. Each strategy carries a numerical label which is also shown on the graphs in Figure 4. Table 2 also shows that when atrazine is banned, other triazines (Bladex and Princep) are still superior overall. In addition, when all triazines are banned, some of the most well known and currently used chemicals show up in the efficient strategies: Lasso, Dual, and Sutan for grass control, and Banvel, 2,4-D and Basagran for broadleaf control.

### 5. Concluding Remarks

We developed a framework to examine agri-chemical management decisions based on the hypothesis that farmers trade-off expected risk and expected cost of treatment. The framework rests on the concept of a weed control strategy which views weed control as a system of several herbicides applied in a primary or a secondary mode, and linked together by several parameters including scope of control, tillage, windows of application and effectiveness, application technology, and environmental conditions. By simulating the effects of three policies: a ban on atrazine, a ban on all triazines, and a ban on broadcasting as an application technology, the empirical results clearly confirm the economic importance of all triazines. In particular, atrazine, a versatile and low cost herbicide, is present in all efficient strategies in the base case. An atrazine ban would result in substitution to slightly more expensive and less effective triazines. However, the results show that a complete triazine ban would have a more significant impact on both application costs and weed control effectiveness. Banning broadcast application results in higher risk due to the switch to banding, a technology used within a much more restricted time frame.



a. Efficient strategy



b. Shifts in efficient frontier

Figure 1. Illustration of efficiency concept

Table 1. Examples of weed control strategies  
aimed at full control#

Weed Control Strategy	Al.epp + Al.post		LA.ppi + 24.post		DU.pre + BA.post	
Application Window (B)	4/5-4/25	5/17-6/7		5/17-6/1		6/1-6/14
Application Window (G)	4/5-4/25	5/17-5/31	5/1-5/10			5/10-5/17
Effectiveness Window (days)	B: 77 G: 47	5/17-6/7 5/17-5/31	50	5/17-6/1		6/1-6/14 50
Tillage System	No Till		Conventional Till		Reduced Till	
Application Technology	Broadcast		Incorporated/Banded		Broadcast/Banded	
Chemical Cost/acre(\$)	6.81		16.61		22.52	

# Al: Atrazine > 1.5 lbs per acre - LA: Lasso - 24: 2,4-D - BA: Banvel - DU: Dual

epp: early pre-plant - ppi: pre-plant incorporated - pre: pre-plant -

post: post-emergent - B: Broadleaves - G: Grasses

Table 2. Efficient substitution strategies\*  
Base case: no restrictions

Label	Soil	Strategy		Risk (%)	Cost/acre (\$)
		Primary	Secondary		
6	c	PR.ppi	Al-post	2.1	8.82
5	c	Al-PR.ppi	BL.post/PRL-BL.post	8.8	8.62
2	c	Al-PR.pre	24.post/BA-24.post	38.7	6.48
1	c		Al-post	42.7	4.17

\* Al(2): Atrazine >(<) 1.5 lbs per acre - LA: Lasso - 24: 2,4-D - BA: Banvel -  
DU: Dual - AC: Accent - BE: Beacon - BL: Bladex - PR: Princep - SU: Sutan -  
PRL: Prowl - ppi: pre-plant incorporated - pre: pre-plant - post: post-  
emergent - s: sand - c: clay.

Table 3. Efficient substitution strategies<sup>#</sup>  
Case 2: Atrazine ban

Label	Soil	Strategy		Risk (%)	Cost/acre (\$)
		Primary	Secondary		
6	c	PR.ppi	AC.post/BE.post	3.4	10.12
5	c	PR.ppi	BL.post/PRL-BL.post	8.8	9.02
2	c	PR.pre	24.post/BA-24.post	66.0	5.22
1	c		BL.post/PRL-BL.post	80.7	4.97

<sup>#</sup> A1(2): Atrazine >( <) 1.5 lbs per acre - LA: Lasso - 24: 2,4-D - BA: Banvel -  
DU: Dual - AC: Accent - BE: Beacon - BL: Bladex - PR: Princep - SU: Sutan -  
PRL: Prowl - ppi: pre-plant incorporated - pre: pre-plant - post: post-  
emergent - s: sand - c: clay.



Table 4. Efficient substitution strategies<sup>#</sup>  
Case 3 : Triazine ban

Label	Soil	Strategy		Risk (%)	Cost/acre (\$)
		Primary	Secondary		
4	c	SU.ppi & 24.post/ LA.ppi & 24.post/ DU.ppi & 24.post	ACpost/ BE.post	7.4	22.58
1	c	LA.pre & BA.post/ DU.pre & BA.post	24.post/ BA-24.post	68.0	9.80

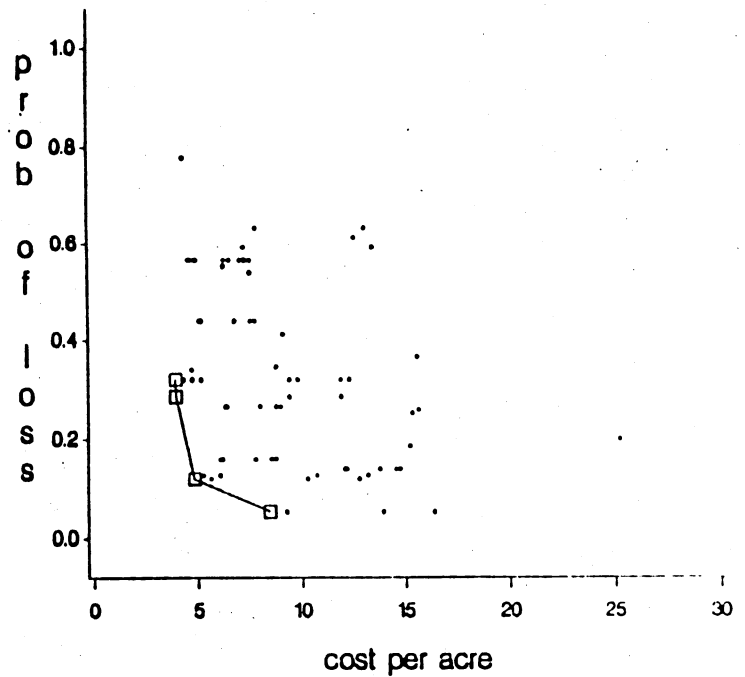
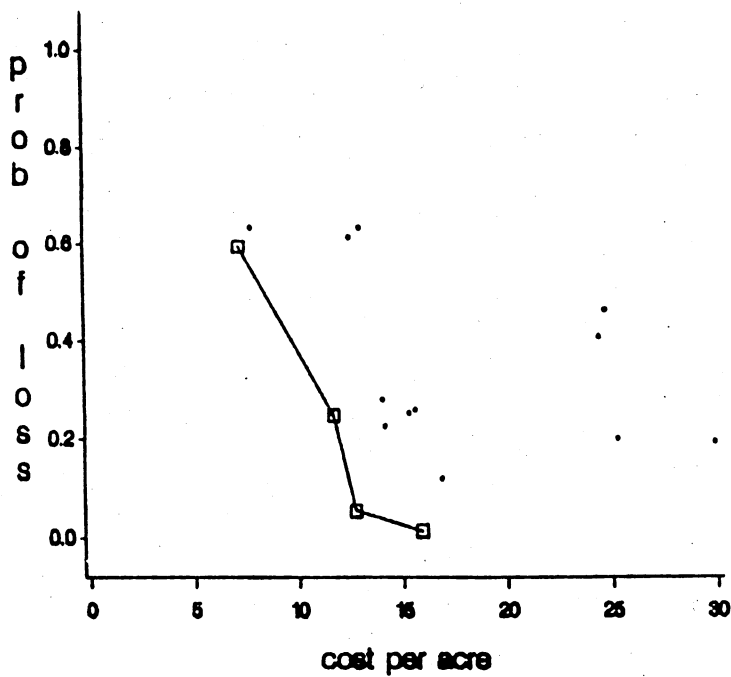
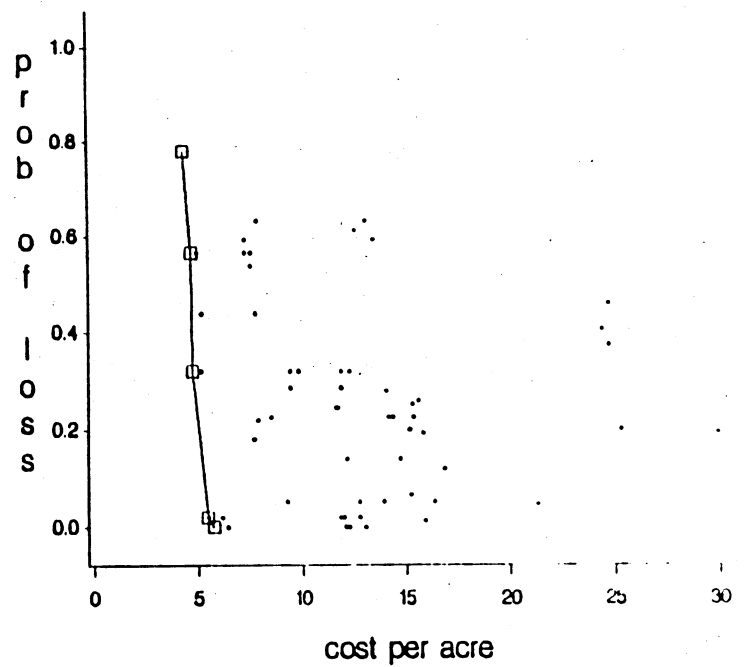
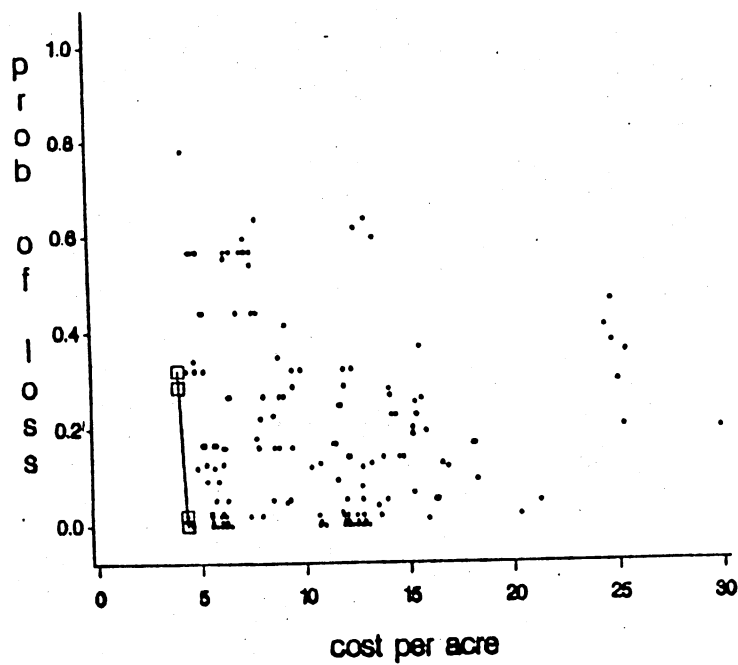
<sup>#</sup> A1(2): Atrazine >( <) 1.5 lbs per acre - LA: Lasso - 24: 2,4-D - BA: Banvel -  
DU: Dual - AC: Accent - BE: Beacon - BL: Bladex - PR: Princep - SU: Sutan -  
PRL: Prowl - ppi: pre-plant incorporated - pre: pre-plant - post: post-  
emergent - s: sand - c: clay.

Table 5. Efficient substitution strategies<sup>#</sup>  
Case 4 : Broadcast ban

Label	Soil	Strategy		Risk (%)	Cost/acre (\$)
		Primary	Secondary		
4	c	A1-PR.pre	AC.post/BE.post	14.1	11.53
3	c	PR-pre	A1.post	24.1	6.63
2	c	A1-PR.pre	24.post/BA-24.post	38.7	6.48

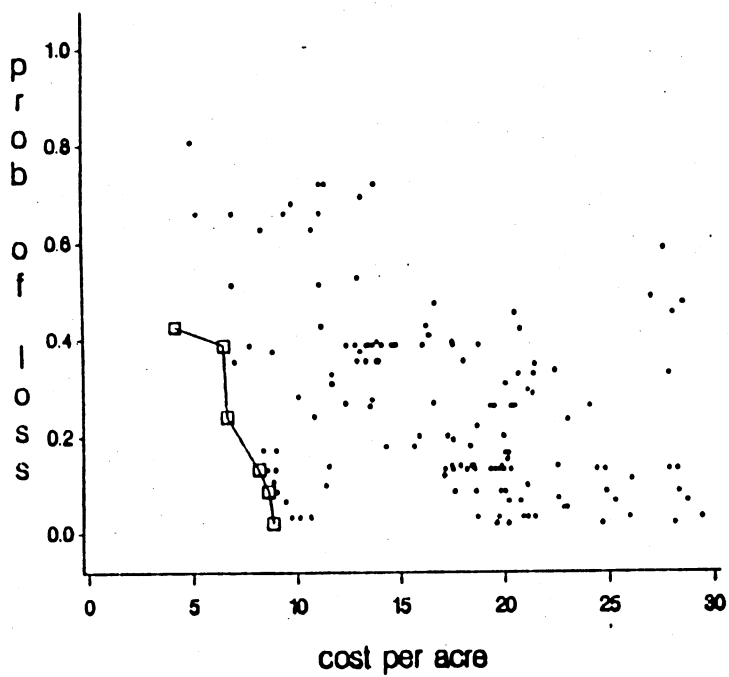
<sup>#</sup> A1(2): Atrazine >(<) 1.5 lbs per acre - LA: Lasso - 24: 2,4-D - BA: Banvel -  
DU: Dual - AC: Accent - BE: Beacon - BL: Bladex - PR: Princep - SU: Sutan -  
PRL: Prowl - ppi: pre-plant incorporated - pre: pre-plant - post: post-  
emergent - s: sand - c: clay.

Figure 2. Risk-Cost Trade-offs Under Herbicide Policy Restriction

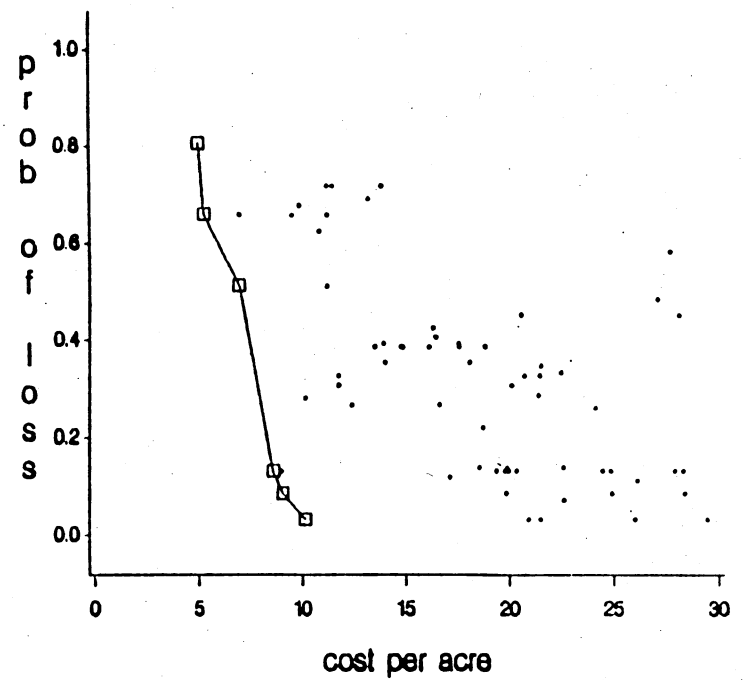


Soil type: Sand

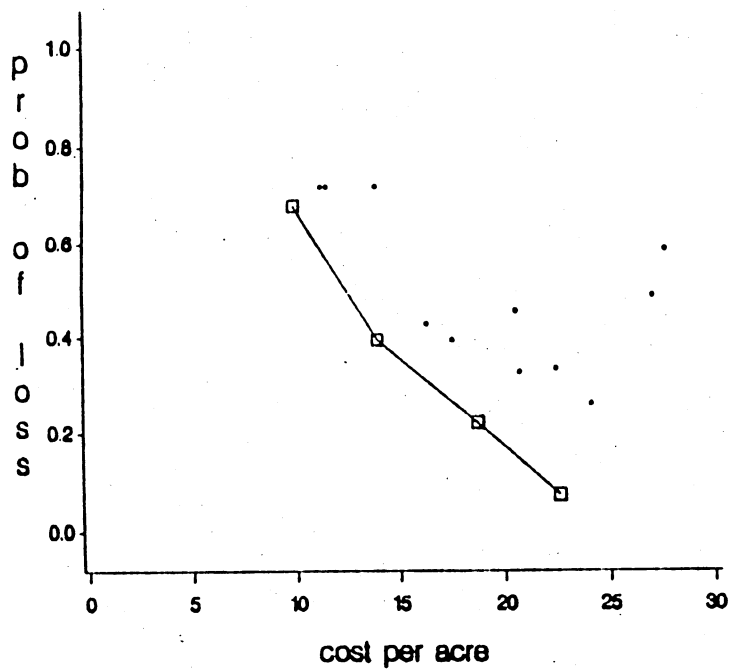
Figure 3. Risk-Cost Trade-offs Under Herbicide Policy Restriction



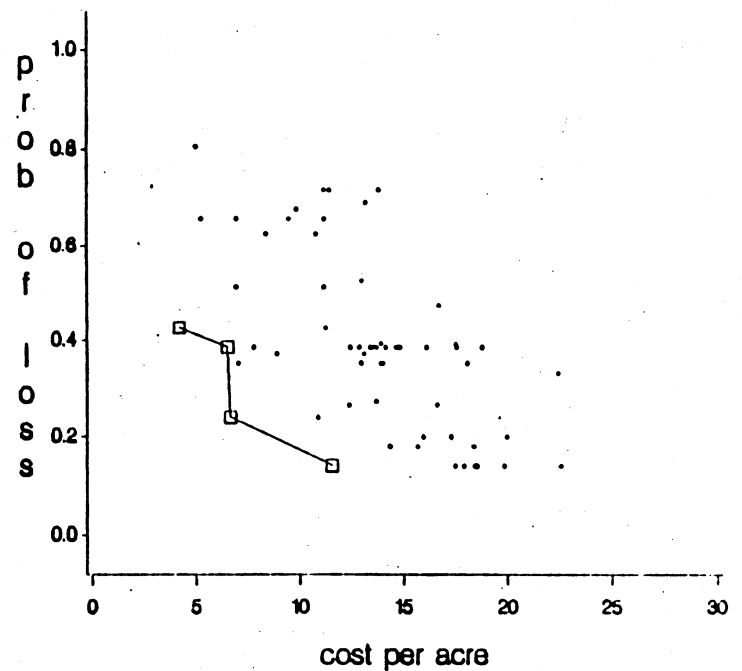
Case 1: All herbicides



Case 2: Atrazine ban



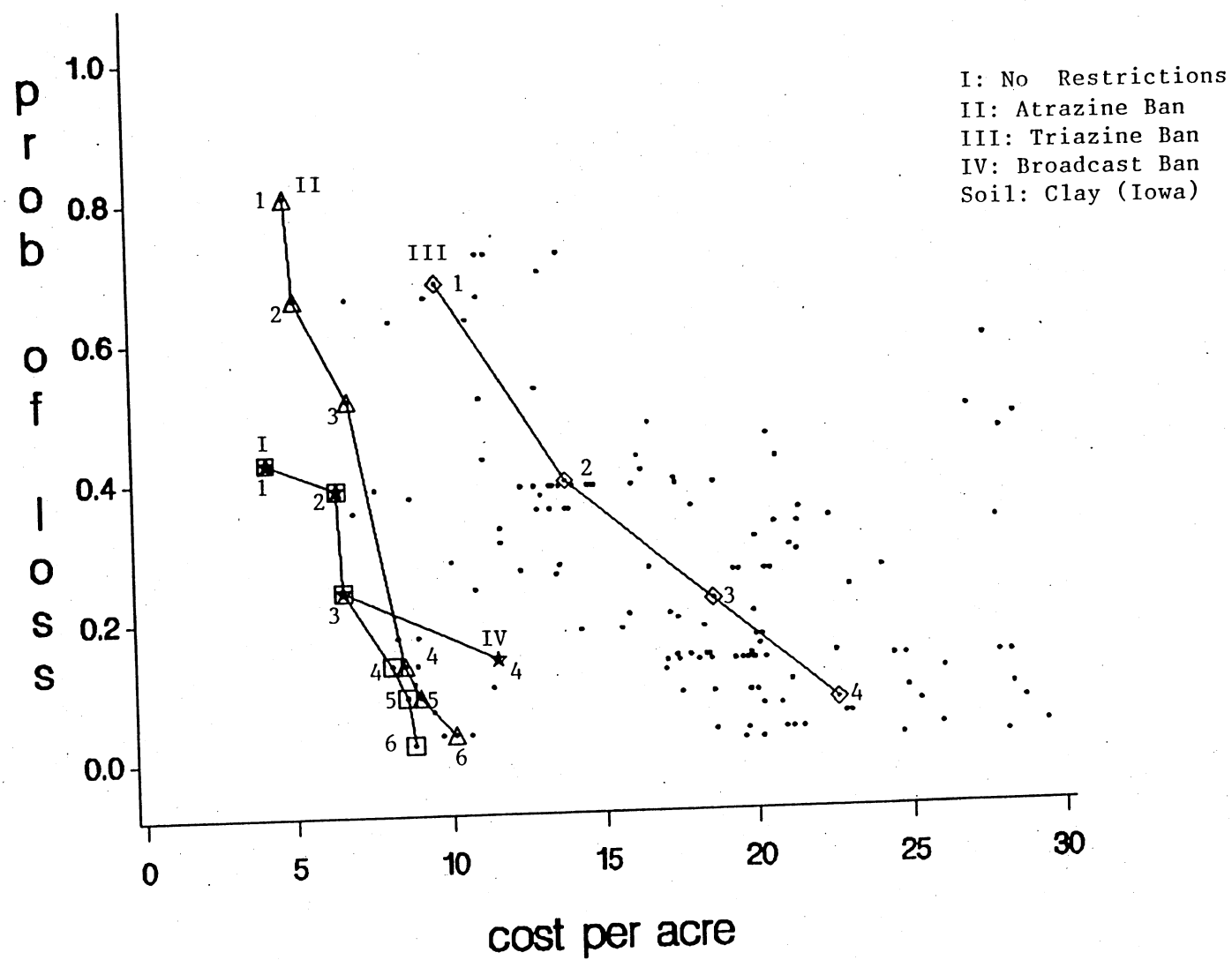
Case 3: All triazine ban



Case 4: Broadcast ban

Soil type: Clay

Figure 4. Comparative Agri-chemical Policies



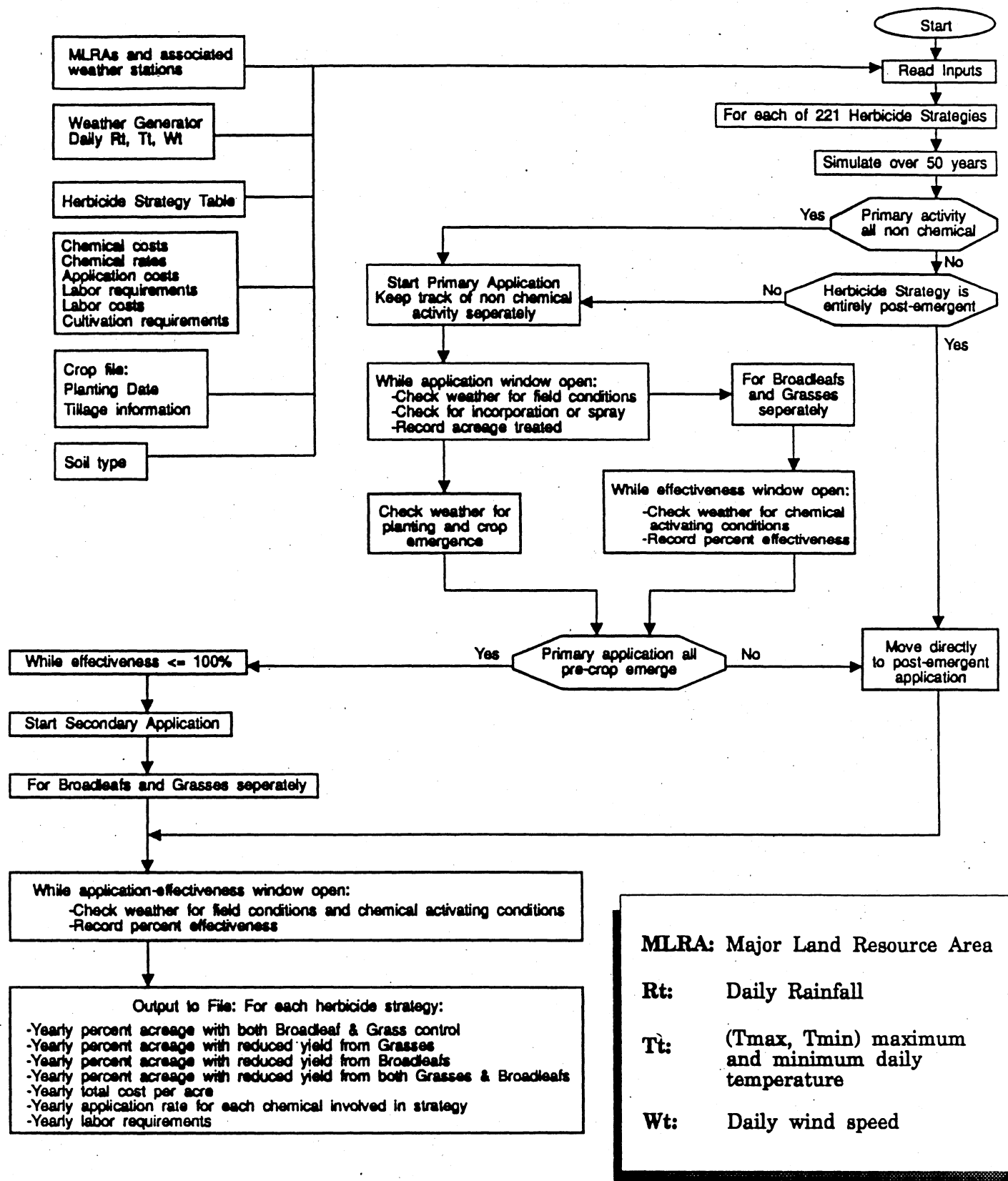


Figure 5.

**WISH Macro Flowchart**

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