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ABSTRACTS

AN EVOLVING PUBLIC POLICY EDUCATION

FORTY YEARS OF INCREASING UNDERSTANDING

Wallace Barr
Ohio State University
Barry Flinchbaugh
Kansas State University

The National Committee on Agriculture Policy was formed in 1951 and the first National Policy Conference was held that year in Allerton Park, Illinois. In 1990, we celebrate the fortieth anniversary. This paper highlights the history and development of public policy education and the role of what, in 1971, became the National Public Policy Education Committee. Specific subject matter issues and public policy education methodology have been the two main thrusts of the National Committee and the Policy Conferences. What has been accomplished? Increased understanding!

EMERGING LEADERSHIP MODELS: IMPLICATIONS FOR PUBLIC POLICY EDUCATION

Judy Lawrence Rogers
Miami University

Western society is in the midst of a paradigm shift, moving from a mechanistic to a more contextual, complex and relational view of reality. This shift in the basic assumptions about "how things are" is clearly evidenced in the new conceptualization of leadership which emphasizes shared vision, collaboration, empowerment, process versus task and the ability to employ a multiperspective view. Public policy education espouses many of the values of the emergent paradigm and the new leadership models. Policy educators are thus poised to play a pivotal role in helping citizens embrace the new, heterarchical world view by empowering them to participate in creating a future of their own choosing.

ETHICS, PUBLIC POLICY AND CIVIC EDUCATION

Steven Ballard
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University of Maine

Unethical behavior in public service and in larger society has contributed to widespread disillusionment with our fundamental political institutions and threatens to erode the American spirit. Ethical conflict is likely to increase as ethical dilemmas become more situational and because of a broad range of global, social, organizational and individual factors. There will be no easy solutions to such dilemmas because they reflect our values and the nature of our political processes. However, public servants can begin to take owner-

ship of ethical conflict by being involved in both public education and civic education. Civic education means cognitive and experiential training in effective citizenship in a democratic society. Effective civic education will require attention to both how we learn and emphasis on value expression, public dialogue, accountability and civic justice.

FUTURES: PREPARING TODAY FOR TOMORROW'S ISSUES

*J. David Deshler
Cornell University*

Public policy educators are challenged to encourage their publics to engage in anticipatory learning about major public issues before they reach crisis proportions. Educators can encourage projection and forecasting studies to identify and anticipate major issues. Technological, environmental and social impact studies are key ingredients to future-oriented public policy educational efforts. Invention and creation approaches, including preference surveys, value audits, imaging and scenario creation, are useful to create alternative policies and proposals. These approaches are related to stages of the "Issue Evolution-Educational Intervention Model." A municipal sludge disposal public issue in New York provides an example for considering the relevance of these futures approaches to public policy education.

SAFE FOOD AND WATER: RISKS AND TRADEOFFS

CONSUMER PERCEPTION OF HEALTH RISKS IN FOOD

*Eileen van Ravenswaay
Michigan State University*

During the 1970s and 80s, the food industry experienced episodes of sales losses from consumer reaction to controversies about health risks from certain chemicals and bacteria in food. As a result, the government, food industry and scientific and educational communities are seeking better ways of responding to consumer concerns about food safety. An understanding of how consumers perceive and judge health risks in food is central to these efforts. To increase this understanding, this paper reviews the small but growing body of research on consumers' perceptions of health risks in food and their willingness to pay for risk reduction.

THE SCIENTIST'S PERSPECTIVE ON RISK

*Chris F. Wilkinson
RiskFocus, Versar, Inc.*

A substantial segment of the scientific community is concerned that current procedures employed to assess the potential acute and chronic health risks of chemicals do not adequately reflect the best science available. Risk assessments conducted by federal and state regulatory agencies are often unduly influenced by nonscientific factors such as guidelines and policy decisions as well as by the pressure of public opinion. The results of many risk assessments reflect overly-conservative, worst-case assumptions and scenarios, and frequently have little relevance to risks likely to be encountered in the real world. In part

as a result of this, the public's perception of the magnitude of a particular risk is usually exaggerated relative to the actual risk. There is a need to incorporate better science into the regulatory decision-making process and to raise the level of the public's understanding of toxicologic risk.

SAFE FOOD AND WATER: PRODUCERS LOOK AT RISK

*A. Ann Sorensen
American Farm Bureau Federation*

Agricultural producers are strongly affected by concerns about food safety. The confidence of the American public in its food supply can translate directly into increased or decreased demand for agricultural products. Further, lack of confidence can eventually lead to legislation that directly affects farming practices.

Events may be pushing us headlong into reducing chemical use and using alternatives without the economic data or infrastructure in place that has supported previous technologies. In response, Farm Bureau has developed programs to raise our members' awareness of environmental problems, to encourage the development and use of alternative technologies and to influence public opinion about farming practices.

EFFECTIVE COMMUNICATION ABOUT RISK

*Patricia Kendall
Colorado State University*

Risk communication is any public or private communication that informs individuals about the existence, nature, form, severity or acceptability of risks. It is successful to the extent that it raises the level of understanding of relevant issues or actions for those involved and satisfies them that they are adequately informed within the limits of available knowledge. To be effective, risk communicators must consider not only the science of risk assessment but the quality or "outrage" factors that affect how people consider, accept and manage risk. Public policy educators, helping people assess and make public policy decisions, can benefit from risk communication methodology.

MANAGING FOOD SAFETY RISKS IN THE FOOD SYSTEM: POLICY OPTIONS AND OPPORTUNITIES FOR EXTENSION

*Carol S. Kramer
National Center for Food and Agricultural Policy
Resources for the Future*

Food safety and health risk management issues related to agriculture have grown in prominence and controversy over the past decade. Food safety and health concerns raise many complex management and policy issues for government, agriculture, the food industries and the consuming public. These issues also present challenges for economists and public policy educators. Issues include the social determination of acceptable levels of risk; food safety and public health priorities; decisions about the relative role of government, the private sector, and individuals; and the most appropriate policy tools to be used. This paper presents an overview of risk management issues; distinguishes between risk assessment, risk abatement, risk management, and risk communication; and discusses the roles and relationship of risk assessment, abatement and communication in a management framework. Risk management policy options include regulation, market-based incentives and tort law. In addition, the role of HACCP (hazard analysis critical control point) systems are examined in the context of risk management. Finally, opportunities and challenges for extension are discussed.

BALANCING ENVIRONMENTAL AND SOCIAL CONCERNS WITH ECONOMIC INTERESTS IN AGRICULTURE

ENVIRONMENTAL AND SOCIAL CONCERNS

I. Garth Youngberg
Institute for Alternative Agriculture

The need to balance environmental and social concerns with economic concerns has taken on an increased sense of urgency in U.S. agricultural circles over the past decade. This paper addresses the principal environmental and social concerns germane to the development of a sustainable agriculture; defines who shares these concerns, explores what lies behind the heightened level of concern and the policy implications inherent in these concerns; and, in light of these concerns, focuses on whether and how a greater measure of balance actually can be achieved. Finally, it is pointed out that, if the concept of sustainability is to remain free of politics, policy researchers and educators can and must clarify, not only the concept of sustainability, but also the motivations and goals of those currently engaged in the debate while policy analysts can contribute by guiding the debate toward identification and measurement of objective sustainability criteria.

BALANCING ECONOMIC CONSIDERATIONS IN SUSTAINABILITY OF AGRICULTURE

Thomas J. Gilding
National Agricultural Chemicals Association

Informed and constructive public policy debates on agriculture must address economic considerations as well as environmental and social expectations and values.

In order for discussions on sustainability in agriculture to be meaningful and constructive, a realistic perspective on exactly what is meant by the term "sustainable agriculture" is needed. One realistic definition has three distinct dimensions: (1) economic viability, (2) environmental and natural resources viability, and (3) social viability.

Economic dimensions of sustainable agriculture must consider the various levels of agricultural production: (1) farm level as a production unit, (2) national level with respect to GNP and domestic food costs, and (3) international level competitiveness in markets.

Agricultural pesticides are an important economic factor in sustainable agriculture. The key criteria for selecting current and future pest control strategies, chemical and nonchemical, is to *maximize* cost effectiveness in controlling pests and *minimize* environmental risks.

ENVIRONMENTAL AND SOCIAL IMPACTS OF AGRICULTURE: A SPECIAL CHALLENGE IN POLICY EDUCATION

Lawrence W. Libby
University of Florida

Policy specialists are increasingly asked to conduct programs on the social and environmental consequences of production agriculture. Topics include agricultural water pollution, pesticide residues, food safety and quality, farm labor and rural poverty. Several attributes of these topics create special challenges for policy educators. First, the technical dimensions require contributions from other scientists. Second, costs of policies are highly concentrated while benefits are widely spread. Property rights issues are critical. Third, educators may become conflict mediators. Finally, these issues place the land grant universities in a squeeze between their traditional support base and needs of a new clientele.

STRUCTURAL CHANGE IN FOOD INDUSTRIES AND PUBLIC POLICY ISSUES

BEEF PACKING AND ANTITRUST: A CASE STUDY IN PUBLIC POLICY EDUCATION

*Chuck Lambert
National Cattlemen's Association*

Rapid changes in the number, size and make-up of beef industry firms and shifts from traditional ownership and marketing patterns have raised questions about future structure. A National Cattlemen's Association task force addressed producer concerns about ongoing industry changes resulting from economic factors and expected to continue. Concentration has reduced costs via economies of scale. An integrated system lowers cost because fewer middlemen make a margin off the product. Integrated firms that reduce risk, become low cost and access capital will survive. The task force recommendation: The nation and beef industry are best served by the capitalistic, competitive, free market system.

IMPLICATIONS OF GLOBALIZATION FOR INDUSTRIAL STRUCTURE POLICY: LESSONS FROM THE FOOD INDUSTRIES

*Dennis R. Henderson
Ohio State University*

Industrial concentration results in poor economic performance in both domestic and international markets. A strong antitrust policy is called for.

Theory provides an imperfect guide to how economic welfare is affected by industry structures between perfect competition and perfect monopoly. But, most theoretical and empirical evidence shows that more competition is preferable to less. Counterpoint arguments are shown to be without merit.

Integration between international trade and industrial organization theories has generated a postulate that concentration may be welfare-enhancing under specific, but seemingly trivial, circumstances. Global, as does domestic, evidence strongly supports deconcentration policies.

WORKSHOPS

THE IMPACT OF FEDERAL AND STATE MANDATES ON LOCAL GOVERNMENTS

*Gerald A. Doeksen and Claude W. Allen
Oklahoma State University*

The term presently used to describe the current federal policy of reducing a program's funding while continuing its mandates is "fend-for-yourself federalism." Public programs and mandates are theoretically justified in cases of natural monopoly and negative externalities where internalization of external costs are important. Major challenges facing financially-troubled, small local governments include increasingly stringent drinking water and effluent standards, solid waste disposal, and Medicare requirements. In the short run, communities will suffer through many hardships trying to comply with these mandates. But the long-run impacts could actually be quite beneficial as communities adjust to their new powers and responsibilities.

YOUTH AT RISK — POLICY CONSIDERATIONS

*Howard Finck
Friends of Youth*

This country's youth at risk are increasing, while services to support their families, intervene at a point of effectiveness and low cost, and provide treatment that works have actually declined. Poverty correlates with much of the youth alienation and remedies for that condition have also declined in the last decade.

Policy options to provide an effective social service network for these youth must start with a national policy that they are the nation's key resource; states, local governments and service providers must then collaborate to develop funds, minimize categorical barriers to service, and evaluate the most effective intervention options. Rural communities are especially distressed and need specifically-targeted funds to address their special problems.

WASTE MANAGEMENT POLICIES AFFECTING DECISION MAKING AT THE LOCAL LEVEL

*Cynthia Fridgen
Michigan State University*

Public policies that affect waste management are developed and implemented at the federal, state and local level. It has been recognized at the local level for some time that behavioral change is necessary if such goals as reduce, reuse and recycle are going to be met. Boundary requirements for state-mandated plans, taxing structures for revenue generation, and a lack of stated policy support for innovations such as volume-based user fees, make it difficult for local jurisdictions to meet state goals. Due to the reduction in landfill space and the resistance to waste-to-energy plants, many communities are exploring the reduce, reuse and recycle option. This option requires behavioral change on the part of the citizen generator and that change requires public policy support.

POLICY EDUCATION PROGRAMS FOR EXTENSION'S SOLID WASTE INITIATIVE

*David J. Allee
Cornell University*

Policy education for solid waste will be a challenge for the extension system. But it may have more payoff because the problems are more political and institutional than technical. Without a coalition of other providers of information it will be difficult to marshal the information to answer the questions at each stage of the policy cycle. By integrating policy education with the planning process it should be possible to give special attention to alternatives and consequences. But extra effort should go to those alternatives that bring out the value issues needed to develop new institutions. Improving the quality of decisions may require careful exploration of value conflicts.

POLICY EDUCATION AND THE EXTENSION WASTE MANAGEMENT INITIATIVE

*Marvin E. Konyha
Extension Service, USDA*

The Extension National Initiative approach to educational program development, based on critical national issues, has quickly led to the identification of "waste management" as a new Cooperative Extension System national educational initiative. The goals, critical issues and program objectives of the waste management initiative contain numerous opportunities (some would even say requirements) for public policy education in waste management. Who will develop and deliver the waste management policy education program? What will be the community impact if waste management policy education is neglected?

RURAL ECONOMIC DEVELOPMENT FOR COMMUNITY SELF-RELIANCE

*James C. Edwards
Florida A&M University
Ronald L. Williams
Alabama A&M University*

Rural Economic Development for Community Self-Reliance is a joint venture representing a positive and unique programming relationship between two 1890 land grant universities (Alabama A&M University and Florida A&M University) and the United States Department of Agriculture (USDA) Soil Conservation Service, with technical assistance and guidance provided by USDA's Extension Service. This project is the culmination of recognition of the need to tailor economic development educational processes for disempowered, limited resource and minority rural citizens. It is important to note that the intent is not to recreate the substantial economic development programming resources currently available. Rather, in addition to economic development education, this project seeks to provide supplemental knowledge and skills generally assumed to be a prerequisite.

The overall objectives are:

1. Raise the awareness of local leaders and public decision makers in rural communities about economic development conditions and trends;
2. Motivate these decision makers to use their skills and positions to create positive changes in their communities; and,
3. Facilitate their abilities to conduct economic development programs.

Two key products derive from this economic development project: an instructional notebook/manual for use by county Cooperative Extension Agents and Resource Con-

ervation and Development Coordinators and a motivational videotape designed to show leaders what the project entails and what others have done to develop similar communities with comparable resources.

TOWARD A NEW EUROPE

CHANGES IN EASTERN EUROPE AND THE USSR: IMPLICATIONS FOR AGRICULTURE AND AGRIBUSINESS

*J.B. Penn
Sparks Commodities, Inc.*

Changes on the world political scene during 1990 were truly monumental, with fledgling democracies emerging across Eastern Europe, the crumbling of the Berlin Wall symbolizing the demise of militaristic Communism and the collapse of the socialistic system, and the end of the forty-three-year cold war. Other developments, including Europe 1992, are underway. These changes are so profound we can only begin to comprehend their ultimate significance to world economic and political relationships. This paper reviews the major developments and helps develop a realistic perspective on implications for agriculture and agribusiness.

EC 1992 AND THE IMPLICATIONS FOR THE GLOBAL AGRICULTURAL POLICY PICTURE

*Gerhard V. Gloy
Embassy of the Federal Republic of Germany*

As the European Community's (EC) program to complete the internal market moves towards its scheduled 1992 end, barriers to a fully common agriculture and farm trade are being challenged. The EC 1992 program will greatly facilitate intra-EC commerce, but also offer advantages for countries outside the EC. Short-term impacts should be more prominent for agribusiness, midterm implications should be profound for EC agriculture. Though EC 1992 does not explicitly address external liberalization of farm trade, a significant impact in terms of lower subsidy levels and better market access can be expected from a successful conclusion of the current GATT round at year's end.

**PANEL: TOWARD A NEW EUROPE
U.S. AGRICULTURAL POLICY RESPONSE**

*John C. Dunmore
Economic Research Service, USDA*

OBSERVATIONS ON ECONOMICS AND THE FOOD SECTOR

*Dennis R. Henderson
Ohio State University*

THE LIVESTOCK AND MEAT INDUSTRIES

*Chuck Lambert
National Cattlemen's Association*

Panelists from the federal government, a state university and private industry respectively provided their own perspectives on responses to the many political and economic changes in Europe.

