Proceedings of the Southern Regional Public Policy Education Workshop

sponsored by

Southern Extension Directors
Southern Community Resource Development Committee
Southern Home Economics Committee
Southern Public Affairs Committee
1890 Extension Administrators

and

Farm Foundation
Southern Rural Development Center
PROCEEDINGS

of the

SOUTHERN REGIONAL PUBLIC POLICY

EDUCATION WORKSHOP

Olive Branch, Mississippi

March 30-April 2, 1980

sponsored by

Southern Extension Directors
Southern Community Resource Development Committee
Southern Home Economics Committee
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Southern Rural Development Center
FOREWORD

It is becoming more difficult to identify an Extension program which does not have a public policy dimension. While many Extension agents and specialists have been able to present their clientele with prescriptions, this is becoming less and less appropriate. Today agents are confronted with issues related to human health, safety and welfare, economic or social well-being, or general environmental quality.

Citizen concern about such issues creates a demand for corrective action. This demand is translated through an expressed need for educational programs designed to help people understand the available alternatives. Such programs can help individuals develop their competence and confidence in solving these public problems.

The papers contained in these proceedings were presented in a Southern Regional Public Policy Workshop held March 30-April 2, 1980. The workshop was approved and supported by the Southern Directors. The Southern Rural Development Center provided staff and financial support along with financial support from the Farm Foundation.

These proceedings should help its readers understand public policy as to:

- why Extension should be interested,
- how decisions are made,
- what are the issues, and
- how Extension is and can be involved.

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INTRODUCTION

By Dr. C. D. Covey *

In addition to the general educational mandate of the Smith-Lever Act of 1914, the obligation of the land grant universities in the area of public policy education was established as early as 1948 by the Joint Committee Report on Extension Programs, Policies, and Goals. In addition, Congress in 1954 specified public affairs education as one of three areas where work was to be strengthened. The 1958 Scope Report pointed out that Extension's function is not policy determination, but instead its function is to better equip its clientele, through educational processes, to analyze public issues on the basis of available factual information. It was felt that it is the prerogative and responsibility of the people themselves, individually and collectively, to make their own decisions on policy issues. Extension's primary role in public affairs is education, i.e. to provide the individual citizen with information and learning experiences to more effectively solve public problems.

In more recent years there has been a growing awareness that many extension specialists and county personnel are increasingly involved in public policy education although not always recognizing it as such. This awareness is closely associated with efforts by some extension public policy specialists to involve other disciplines in the public policy educational process.

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The increasing involvement of extension Home Economists and Community Resource Development specialists in such public issues as energy, environmental quality, taxes, food and nutrition, and water, has led to the realization that the methodology for conducting educational programs on sensitive and complex issues is different from conventional extension teaching methods. As a result, in 1977, the ECOP--Home Economics, Community Resource Development and Public Affairs Subcommittees proposed that the National Public Policy Education Committee (NPPEC) develop and conduct a nationwide training program in public policy education methodology for specialists in these fields. The NPPEC approved the proposal and established an interdisciplinary national program planning committee. This committee developed a training proposal which was accepted by the NPPEC in September 1978. As suggested in the training proposal the NPPEC asked each regional extension public affairs committee to develop a training conference for their own region. The Southern Extension Public Affairs Committee agreed to conduct such a training program in the South, and the proposal was approved by the Southern Extension Directors in the Spring of 1979.

The purpose of the Southern Regional Public Policy Education Workshop was to improve the ability of extension specialists in various disciplines, including Home Economics and Community Resource Development, to utilize public policy education methods and techniques in their programs and to facilitate the integration of educational efforts among specialists directed toward group decision-making situations by citizens.
Specific workshop objectives were to:

1. Develop the skills necessary to identify issues that require group or public decisions.

2. Develop the confidence to undertake educational programs in public decision-making.

3. Develop competence in using public policy education techniques and methods in teaching staff and citizens in the group decision-making framework.

4. Improve the ability to plan and implement public policy training for staff within the state.
OPPORTUNITIES FOR PUBLIC POLICY EDUCATION

By William W. Linder *

I appreciate the opportunity to take part in this exchange of ideas and opinions about public policy education. As you know, we feel that the Cooperative Extension Service is a unique achievement in American education. Our job is informal education to help people help themselves. Through a variety of teaching methods we transmit practical knowledge on many subjects from our research base to the public. We continually strive to present unbiased facts to help people identify problems and use new technology in solving them.

We feel fortunate to be located at Land-Grant Universities which are deeply committed to serving the larger community. The services that we help extend are more useful because of this tradition which embodies the three basic functions of teaching, research and service. The fact that these aspects of a University are mutually supportive of each other is not a new idea. At the time of Harvard's 300th Anniversary Alfred North Whitehead noted:

"In the process of learning there should be present, in some sense or other, a subordinate activity of application. In fact, the applications are part of the knowledge. For the very meaning of the things known is wrapped up in the relationships beyond themselves. Thus, unapplied knowledge is knowledge shorn of its meaning.

"Careful shielding of a university from the activities of the world around is the best way to chill interest and to defeat progress. Celibacy does not suit a university; it must mate with action."

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The idea of "mating with action" is not meant to imply that we become involved in direct social action in our communities. Instead, the idea lifts up our role as a catalyst for individual and group action. Even so, we are ever mindful of the fact that people must make their own decisions and organize in their own way to act on these decisions.

Public Policy Education is a rather difficult, and in many ways, a rather dangerous area of work to be involved in. But if it is handled properly and carefully, it can be a very productive activity for Extension and for the Extension workers leading the effort in their respective states.

Public Policy Education is really very simple in concept. It is the intelligent leading of people to see the various questions surrounding issues of vital concern to them so that they are able and willing to make decisions regarding these issues.

Nothing could be more democratic—nothing could be more American. In this contemporary society where every citizen has "advocates" speaking for him at every turn, it behooves him to learn more about the issues and stand up and say for himself what he believes in and what he stands for.

This is the principle upon which this great country was established—an educated citizenry. The early leaders of America recognized that in order for the democracy they were creating to stand, its citizens would have to be educated, to be informed on the issues they faced.

Within this framework I would like to offer some viewpoints which I feel are critical to the further development of an even broader program of public policy education.

1. Oriented to the Needs of People: People and their communities have problems...universities have resources. As we seek ways to respond to this situation, a basic consideration is how to blend these two together
in a mutually beneficial way. We certainly cannot isolate problems from resources in our planning. We must use logical, proven ways of finding out what the people want, what they see as their problems. Then, we must consider how the resources we have or that we can obtain can be related to these needs. In making these determinations, we must constantly keep in mind that our job is clearly education. We are not in the business of making decisions for people. We are in the business of helping people identify problems and analyze their alternatives.

Why should Extension get directly involved in the Public Policy Education process? The answer is simple—how can we not be involved; the very nature of Extension demands such an involvement. The Smith-Lever Act, which created the Extension Service in 1914, said among other things, that Extension should take "leadership in every movement, whatever it may be, the aim of which is better farming, better living, more happiness, more education, and better citizenship."

A basic underlying philosophy of our efforts has been: any improvement in the decision-making ability of local community leaders and officials is a potential improvement for overall community development. This challenges us to help them continue their education. And one unique characteristic of Mississippi State which helps us stay close to the people is the fact that we already have staff members who live and work in each of our 82 counties. These people are on the "firing line." They learn of the "needs" of our people first hand and they feed these needs back to the campus.

2. Keep Abreast of Changing Times: The ability and spirit of the land-grant university was founded through "innovation pioneering." When new needs are identified we must be willing to make the necessary organizational adjustments to respond. We must continue to pioneer! The sixties
and the seventies have brought many changes such as:

*rural-urban adjustments
*technological developments
*increased specialization
*equal opportunity
*increased demands on local government
*complexity of decision making by communities faced with:

--declining population
--shrinking tax bases
--demand for increased quality
--increased number of public services

In responding to these changes let us prepare for the greatest flexibility. We must be ready to accept and practice new ideas and methods if they prove to be the better way. We must not object to change simply because it is change. The old adage, "be not the first by which the new is tried, and not the last to lay the old aside," is pretty sound advice.

Just because something has been done the same way for 20 years is not reason why it should or should not be changed. People who react this way remind me of the old Army sergeant who was put in charge of a plot of grass in front of the administrative headquarters.

The sergeant promptly delegated the job to a recruit and told him to water the grass every day at 5 o'clock.

The recruit did his job conscientiously.

One day, however, during a terrible thunderstorm, the sergeant
walked into the barracks and saw the private sprawled on the bed.

"What's the matter with you?" the sergeant bellowed. "It's 5 o'clock and you're supposed to be out watering the grass!"

"But sergeant," the private said, looking confused, "it's raining. Look at that thunderstorm."

"So what!" yelled the sergeant. "You've got a raincoat, haven't you?"

Rain or shine, some people go about their jobs in the same way, every day of the week, every week of the month, every month of the year, with never a single new idea. However, I'm sure most of you are self-starters or you wouldn't have been concerned with public policy in the first place. But I want to encourage you to do more thinking—everybody has ideas and dreams, but too often we think our ideas are no good, or everyone else has better ideas. Who knows what seemingly small idea can be the spark which fires a chain reaction of good things. The light bulb, the telegraph, and many other marvelous inventions started out as some "new-fangled idea" that wouldn't work. Could you think of a new Extension approach in public policy and policy analysis?

3. **Apply Total University Knowledge to the Problems of Communities**

As our local staff has worked with local people to develop programs tailored to their specific needs, we have been increasingly aware that some of the most pressing problems and needs of our traditional clientele must come from disciplines other than agriculture. This has been essentially recognized in our rural development efforts. The Rural Development Act
of 1972 very specifically recognizes the relevance of university-wide programming to meet community needs and calls upon the various institutions to address total university knowledge to the problems of communities. It sets as its major thrust the enhancement of the quality of life and the improvement of incomes and job opportunities in rural areas. Rural is really a misnomer for us since most of Mississippi is essentially rural when we use the census definition. Non-metropolitan might have been a better choice of words.

4. **Broaden our Research Base:** In responding to these wider needs it will be necessary to continue to broaden our research base to include an increased effort in the socio-economic, energy-environmental areas. While increasing this base, we must continually keep pace in the traditional technological areas such as engineering, architecture and agriculture. We all are a part of one great university. In essence what affects one, ultimately affects all. We must have answers to provide objective unbiased facts.

We must keep all personal bias out of our leadership role to maintain our educational and professional credibility in the eyes of the citizens we are attempting to aid. More than anyone else involved, we should be aware of the needs and wants of all sides of any issue and set the stage for a final decision, preparing sides for any necessary compromise. We must attempt to get as complete a solution as possible, to consider the long as well as short term consequences of any policy. If we are effective, if we aid people to arrive at an acceptable solution, we will motivate them to seek information on other issues, achieving our goal of helping to establish an educated citizenry.
6. Be interested and committed to providing services of the total institution in public policy education. If the vision of an expanded program is to work, there must be a commitment from top administration throughout the faculty and supporting staff. There must be conspicuous commitment to the service function in general and to the public policy area in particular. Dr. Eldon Johnson, Vice President of the University of Illinois, underscored the point well when he said:

"The essence of a formulation of a philosophy of public service is part, an integral part, of a knowledge continuum—a loop of self-regenerating capacity. The parts have organic connections and they bleed when cut. Excision of one part threatens the health of the whole university body. The university itself cannot be integrated, to say nothing of meeting its social responsibilities, without regarding the discovery, the transmission, and the application of knowledge as a replenishing cycle."

Likewise, Dr. H. Guyford Stever, former Director of the National Science Foundation, endorses the same point concerning the unitary knowledge spectrum in his statement:

"Science is healthiest when basic research is strongly supported and its discoveries flow smoothly through applied research and development into the activities of society. Just as research enriches teaching, so service adds its dimensions to both—the test of relevance, the antidote for over-specialization, and the freshness of immediacy."

Translated, what I am saying is that all three parts of the University—service, research, teaching—must be recognized as equals, none greater or none lesser—but each a vital part of one great University striving to meet the needs of the people of its State.

Our role in Extension is to provide practical and useful information to the people so that they can make informed and competent decisions on public policy issues. We must plan our strategy and judge resources available; we must ask "Is this a problem appropriate for our action?"
"Half-hearted, under-financed, limited efforts are likely to be ineffective and may even damage the credibility of the Extension Service."

Finally, we must not only recall the glories of the past but also seek solutions for the complex problem of the present. Edmund Burke, the famous 18th Century British philosopher and statesman has given us some of our most useful insights into the growth and development of social institutions. A social institution, according to Burke, grows and develops like any living thing. It grows out of its past, its present has a continuity with its past and if an institution is to thrive and develop and to achieve its full potential, its future should be guided by what Burke described as its "useable past." So the question for us as we explore an expanded role for public policy is: what of our past is really useful in the future, and what in the past is no longer useable!

On this latter point Jean Wyckoff told me Jim Hildreth once asked him how he evaluated the effectiveness of any public policy program. After considering this for some time Wyckoff's answer was that it depends upon how the target audience responded when they were faced with a new public policy issue. If at that time they were able to carefully define the issue, develop alternatives, use the framework of assessing impacts and the distribution of those impacts, then I have been successful in my public policy education.

In this case the contact with the Extension specialist by the group will be a plea for factual information and technical resources to help in the implementation of the policy process. This is the ultimate test!
PUBLIC POLICY EDUCATION - WHY BE INTERESTED?

By R. J. Hildreth*

Thomas Jefferson, in a September 28, 1820 letter to William Charles Jarvis, said: "I know no safe depository of the ultimate powers of the society but the people themselves; and if we think them not enlightened enough to exercise their control with a wholesome discretion, the remedy is not to take it from them, but inform their discretion by education."

Jefferson and others who wrote the rules for our political system put the ultimate political power with citizens. All political power of election or appointed officials is derived from the citizen. Most citizens seldom exercise their ultimate political power. Thus, some citizens have more influence than others because they become a part of an attentive public and those citizens who are elected or appointed do have more power on a specific issue because of their attention to the issue and position.

The ultimate political power rests with the citizens, especially when they decide to use it. As two recent Presidents of the United States discovered, when a sufficient number of citizens (not all) lean in the same direction, one found he had to resign and the other could not retain his most trusted advisor. Thus, both Jefferson and I think it is important for citizens to have the opportunity for education to "inform their discretion" about public policy issues.

The question of why all extension educators should do public policy education is now given attention.

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Reasons for Public Policy Education

1. All education, in one way or another, involves public policy issues. This statement has become more clear in recent years. Many of the topics which used to be considered objective technical subject matter are now policy issues. That is, laws are proposed or passed about these issues. Education on topics in food and nutrition, housing, child care, safety or household equipment and fabrics, use of pesticides and fertilizers, local government and land use are but a few examples. Unless carefully done, the presentation of information about the benefits or lack of benefits of eating meat, using pesticides, or land use planning is viewed as favoring one public policy over another.

Public policy processes involve more than controversy. Predictions of consequences are very important and often involve scientific knowledge. But with controversy, formerly objective statements are perceived to be as taking sides on a policy issue. Thus, whether you want to be in public policy education or not, you are.

2. Given the reality of the statement above, it follows that without a policy approach to education, you stand to lose your effectiveness as an educator on your subject matter. The public policy education approach will be discussed later, but let me simply say it involves the definition of issues, a statement of alternative solutions to the issues, and a statement of the consequences of each of the alternatives. It does not, I repeat, NOT, involve the best solution to the issue. When your students disagree about an issue, the best way to maintain your effectiveness is to use the approach of issues, alternatives and consequences.
Let me give an example from another country and a few years ago. I was speaking with an official of the Agriculture Advisory Service of the United Kingdom. The United Kingdom Ministry of Agriculture made the decision that they were going to promote increased beef production as a government policy. The United Kingdom Agriculture Advisory Service promoted increased beef production and marketing and urged increased production. They did not look at alternatives of more or less beef production. But two things happened, the beef cycles in the major beef production countries in the world synchronized and the United Kingdom joined the "Common Market." The price of beef in the United Kingdom went down a great deal. The agricultural advisory officer to whom I was speaking indicated that as a result, the education objectivity of the United Kingdom Agriculture Advisory Service was perceived as very low by farmers.

Bringing the issue closer to home, consider your effectiveness if you suggest that increasing amounts of beef should be eaten in order to improve iron intake. The people concerned about cholesterol, or using large amounts of grain to feed beef, will not find your statement objective.

3. The above two reasons are very pragmatic. The next reason is important for our nation. The basis of the U. S. political system, indeed our culture, is an informed citizenry. Public policy education is an important means to informed citizenry. Extension education is a significant, but not the only, way for citizens to obtain information on policy issues, alternatives and consequences. It is my judgement that you and your extension service should do your part.
4. Public policy education will stimulate the interest and participation of the citizen in policy decisions. I believe that an involved citizenry leads to a better government, and thus a better nation. Involvement without knowledge may be useless, indeed dangerous. Public policy education provides this knowledge.

Public policy education in extension in the United States developed largely out of the work of agricultural policy concerns. Economists have taken the leadership in public policy education. I wish to make it very clear that you do not have to be an economist to do public policy education. Not all policy issues are primarily economic in nature. Many of them require the scientific information and analytical framework you possess in order to clearly specify the issues, alternatives and consequences. Many public policy issues do involve economics, thus the economist has a significant role to play. For the non-economist policy educator, the trick is to be able to know when you can go without an economist and when you need an economist.

**Political Action System**

I should like now to turn to the nature of political decision making. I use a framework developed by the father of Peter Schickle (of PDQ Bach fame). Peter's father, Rainer, is a distinguished agricultural economist, and in the '50s wrote a book on policy (Schickle, Rainer, *Agricultural Policy: Farm Programs and National Welfare*, McGraw-Hill, 1954). In it he specified a political action system, Figure 1. In the action system, the actor pursues an end by choosing among appropriate means subject to conditions.
Who are actors? The actor may be the legislature. It may be the individual legislators. It may be the governor, the president, or a member of the administration. It may be the organization or person who wishes to influence legislation. The ends or objectives of policy have to be reasonably well defined. There is almost always more than one appropriate means. So choice is a part of the policy process. And the whole process takes place within the context of social, political, and economic conditions which set the context for action. One of the things that has occurred to me recently is, the actors change slowly. The ends change slowly - consider the preambles and objectives of the various agriculture acts and there is a striking similarity from the 1930's to date. The means change only slowly over time. But it is changes in the conditions that explain and predict action systems more than any other factor.

It is the change in conditions about food and nutrition, housing, safety of household equipment and fabrics, local government, and land use that have made what used to be straightforward objective extension education on these topics a part of the policy process and thus, controversial. I need not explain to you how people are more sensitive and concerned about aspects of these problems; you have experienced it yourself. One implication of the continuing change in conditions is that your policy lesson plans are probably not good for over a decade, if that long.

**Values and Public Policy**

In making policy decisions, values of the actors in the political action system and the citizen play an important role. Values are those principles
by which people live and grow out of their cultural, social, economic, moral and spiritual background. In a democracy we maintain that each individual has a right to his values. I illustrate the role of values in public policy education with a rather simple paradigm, Figure 2. The answer to the question, "What ought to be?" depends upon answers to two prior sets of questions and some decision rule. One set of questions is "What is good (bad)?" The other set of questions is, "What is?" or "What could be?"

The first set of questions involves values. The second set involves prediction and explanation of reality. Scientific and technical information is useful for these questions. The important thing is that the answer to the question "What ought to be?" involves dealing with both sets of these questions.

Different citizens hold different values with different strengths. The depth of scientific and technological knowledge varies among people. Thus opportunities exist in public policy education to deal with both kinds of questions. The educator who assumes that all answers to the question "What ought to be?" will come from values is just as foolish as the educator who tries to deal with the answer to the question "What ought to be?" from the point of view of technical information.

This reality again illustrates the usefulness of the issues, alternatives and consequences of framework. Where the educator uses this framework, the question "What ought to be?" is not answered by the educator. The educator can point out consequences of the alternatives and measure them against various value positions, while using scientific information to predict consequences. The real danger is to ignore either value questions or scientific questions in public policy education.
Some Advice

J. Carroll Bottum, one of the "Deans of Policy Education," made the following comments on public policy education. I think they constitute good advice:

1. Fundamental issues should be selected and temporary unimportant problems should be avoided regardless of interest.

2. Data should be used at critical points in so far as possible. The presentation then becomes a demonstration, subject to analysis by the group rather than a personal statement by the individual presenting the situation.

3. Cooperate with all organizations, but keep open a channel of education directly to the people. There is the function of education and the function of crystallizing opinions which the pressure organizations are set up to do.

4. Avoid educational groups passing resolutions or taking action as a group, thereby stepping over into the field of the pressure organizations.

5. Discussions and presentations must be put in layman's language if specialists' contributions are going to be effective.

One last small statement: It is obvious that there is no workable state of complete objectivity. The choice of a problem for an education program or the style of education to be used is seldom objectively determined. I subjectively prefer the style of being as objective as possible. The reason for choosing this style is pragmatic. It enables me to deal with an issue involving policy and controversy so that I can come back and educate on another issue.
PUBLIC POLICY EDUCATION:
HOW DECISIONS ARE MADE

By Dr. William W. Lesher*

I appreciate this opportunity to speak to public policy professionals from the Cooperative Extension Services of the 13 Southern region states. It is a pleasure to "get away from it all" on Capitol Hill and talk with persons working daily to help individuals solve their problems.

In this regard, I suspect that I will learn more from you than you will learn from me concerning the current public policy issues and problems facing people. Nevertheless, I will briefly discuss some major public policy issues that are current in the U. S. Congress and then make some general comments about the decision-making process and my views on how the Cooperative Extension Service fits into it.

The Structure of American Agriculture

One of the most talked about agricultural policy issues concerns the changing structure of American agriculture--a way of saying that our farms are becoming fewer in number and larger in size. While the issue is an important one, it does invoke great emotion with few facts to guide the policy-making process.

The number of farms in this country has declined from 6 million in 1935 to under 3 million today. As the number of farms has declined, farms in general have become larger in size. There are rising fears that the traditional family farm in America may be marked for extinction and that we may be headed toward a system of agriculture based on giant,

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corporate-type farms. As a result, the structure of American agriculture is a matter of growing concern.

Congress recognized these concerns in the Food and Agriculture Act of 1977. As stated in section 102(a) of the 1977 Act, "...the maintenance of the family farm system of agriculture is essential to the social well-being of the nation and the competitive production of adequate supplies of food and fiber."

Because of their concern about the structure of American agriculture, the rapid expansion of large farm units, and the uncertain future of the family farm, many persons question our traditional farm commodity programs. Some believe that these programs have increased the trend toward fewer and larger farm units and, therefore, suggest that a national dialogue be established on this issue.

I find myself fluctuating back and forth among the different viewpoints concerning the family farm. Having been born and raised on a small family farm in Indiana and influenced by my father (who never trusted government or the university), one part of me is greatly in favor of saving the "family farm," as I remember it, regardless of the cost. Having later earned a Ph.D. in agricultural economics, another part of me questions what this fuss is all about in the typical laissez-faire tradition. Still another part of me, having been involved with the public policy-making process for about three years, questions the motivations of some who raise this issue to such a high pitch.

I think that we can and should debate ways that farm price and income protection programs--whether they be commodity loans, target prices, grain reserves, direct purchases, or other measures--can be improved and made more responsive to the needs of farmers operating
family-sized units. Such a debate can be a useful way to lay the groundwork for the development of the 1981 farm bill.

But if that debate is to be meaningful, an understanding of the forces affecting farm structure is essential. It is important to know, in fact, that a given public policy--such as a particular commodity program or tax provision--has the consequences on farm structure that are popularly believed. To secure the necessary factual information, Herman Talmadge, chairman of the Senate Agricultural Committee has initiated new studies of farm structure by the best agricultural policy experts in the nation.

A forthcoming committee print will be the result of the work of these experts. While each of these papers presents different viewpoints concerning farm structure, there are some general conclusions that I believe can be gleaned from them that are important and need to be highlighted.

First, there is a consensus that American agriculture is the most productive in the world, and this is clearly documented. Great gains in production and marketing efficiency have been made during the last four decades. In short, our farm programs, including research and extension programs, have been most effective in stimulating production efficiency--something the rest of our economy presently lacks to a large degree. The taxpayer has received a very high return on each dollar spent on agriculture.

Second, our farm numbers have gone down and our farms have grown larger in size primarily to achieve increased production efficiency and, therefore, higher farm incomes. Improved technology and availability of capital have played a major part in making these gains in efficiency possible.
Third, it appears that some farms producing certain commodities have grown larger in size than necessary to achieve an efficient level of production—the lowest cost per unit of output. It is important to note, however, that once an efficient level of production is attained, a farmer can expand his production and not experience any increase in the cost of producing an additional unit of output. This means that farms can grow larger in size and increase the total net income of the operator. Any measure that would restrict farm size would thus directly result in restricting a farmer's income from his farming operation. Income derived from off-farm sources already is greater than net-farm income because farm families are seeking a standard of living equal to urban dwellers.

Fourth, there is no clear evidence that the commodity programs have been a primary reason farms have become larger in size. Some of the authors suggest that commodity programs may have had some effect since price supports reduce risk and, therefore, encourage expansion. Others suggest this is not necessarily so since many farmers have the marketing expertise to reduce risk through other means such as hedging.

Some of the authors also argue that, since operators of larger farms receive larger government payments because such payments are based on units of output, price support programs favor the large operator. Some point out that this may be misleading, however, since off-farm incomes increase as a percentage of total income when farm size is smaller. For some commodities, such as cotton, the payments increase as farm size decreases when expressed as a share of net-farm income. Producers are, of course, subject to a payment limitation under the existing programs for wheat, feed grains, upland cotton, and rice.
Moreover, it appears that for some commodities, such as tobacco and peanuts, government programs may have promoted smaller farms than would have occurred in the absence of such programs. In addition, it appears that a greater degree of concentration has occurred in certain agricultural enterprises, such as livestock and poultry, that have not been aided directly by price support programs. Some of the authors also argue that even in the more concentrated enterprises, larger units of production do not necessarily mean that competition has been decreased or price discovery has been affected.

Fifth, given the fact that our farm programs apparently have not been the primary reason farms have grown larger in size and fewer in number, other governmental policies not specific to agriculture may have provided a situation conducive to expansion. Several authors mention certain tax provisions relating to depreciation, investments, and accounting procedures that may have had an impact. Others suggest that minimum wage and labor laws have forced farmers to mechanize to reduce labor costs, thereby increasing the size of operation. Some also state that environmental and safety regulations have forced farmers to expand and spread the fixed cost of compliance over greater production levels and, therefore, reduce the cost per unit of output.

Sixth, many of the authors suggest that inflation has had a devastating impact on the agricultural economy and farm structure. In periods of escalating price levels, many farmers and nonfarmers attempt to protect the value of their money by investing in physical assets that they can feel and see. Gold and farmland fit into this category, and the price of both has jumped significantly—far beyond their value for other than speculative purposes. This gives current landowners an edge in buying more land, while restricting new entrants.
Seventh, it is pointed out that the definition of what constitutes a family farm can alter dramatically the question whether the family farm is on the decline. Given the inflation rate of recent past, and the trend of farmers to buy more of their production necessities rather than produce them on the farm, some of the authors suggest that it is not appropriate to count the number of family farms over time by a fixed level of gross sales as many have tried to do.

On the basis of the articles, it appears that there is a complex set of economic, social, and psychological reasons why the structure of American agriculture is changing. As this nation's farms have grown larger and fewer in number, farm families have become more dependent on outside sources of their production items, as well as other personal goods and services such as food, clothing, and entertainment. Subsistence farming is all but gone, and farm families have become more like their urban counterparts.

Urban workers often need higher wages to maintain or enhance their standard of living. Farmers have the same problem. They react by expanding the size of their operation—the primary way they can increase their incomes since they have little or no control over prices received for their production.

In general, it seems that many of us associated with government and universities have watched and lamented as non-farm small businesses have declined in economic importance. Now we are concerned that the small family farm—probably the most viable small business remaining today—will experience a similar fate.

Many of us have gone from the farm to do other things, but we are troubled to see our heritage, the type of place where we grew up, change.
We want others to be able to experience what we did during our youth, for we believe there is great social value attached to farming. Consequently, we seek to do something about it and we become frustrated. Most policy experts agree that the tractor has had a great impact on farm structure but few can agree on other major causes. As a result, there has been a tendency to blame the Federal government for the growth in farm size. While little solid data are available on the effects that government policies have on farm structure, we accept conclusions based on weaker analyses than we normally would accept. We hold out optimism that a villain can be found so that the situation can be changed with ease, or we look for new and cost-free means to achieve the desired end result. Some have even stated that we seemingly can have any farm structure we want without regard to the drastic changes that would be involved in the distribution of the economic and social costs and associated benefits. This view, consequently, ignores the political realities of Washington.

Once we realize that the House of Representatives is becoming more urban oriented, we can see the reduced chance that agriculture will be treated differently from other areas of the economy when it comes to saving its small businesses. If one-half of the USDA's $20 billion budget did not apply to human feeding programs, how much agricultural legislation of any type could be enacted in an urban oriented Congress?

Notwithstanding politics, what policies would be effective in stemming the trend toward larger farms? Once we admit that we live in a free society, at least to the extent that anyone can buy and sell land, and that there is no government policy imaginable or physically possible that can create more land, we can hopefully reach a degree of realism.
Some have offered a few specific modifications in current policy that might decelerate the current trend, though I am not convinced how fast or effective any one or two of these changes would be. Since there appears to be a multitude of policies or conditions that, in one way or another, affect the structure of agriculture, changing a few might only have a limited impact at best. The ability of government to "fine tune" policies with enough precision to get the job done could be limited. Furthermore, it could be that the major factors affecting structure might be the more macro-oriented ones, such as inflation and greater market interdependence with other nations, rather than the more micro-oriented influences, such as commodity programs.

In summary, it seems that once the facts are understood and personal emotions are removed, two general categories of changes in public policies emerge that could be effective. Both affect the amount of land an individual farmer is allowed or economically needs.

One option involves radical changes in land tenure or policies that directly affect it. Prohibition of non-operator ownership, minimum acreage ownership limits, government purchase and lease-back of farmland, prohibition of inter-generational transfer of farm estates, and a very progressive tax on farmland are a few such policies.

The other general group of policy options concerns rural development and part-time farmers. Rural development translates into more non-farm jobs in rural areas. This means giving permanent status to part-time farming—a type of farming that allows a person to be satisfied with a smaller acreage.

Neither of these broad categories of policy alternatives would seem to satisfy, however, the concerns expressed by many farmers. Major
changes in land tenure mean more government involvement and regulation of their businesses. Farm organizations and their members would probably oppose these changes, as would the non-farm population.

Concerning rural development, this alternative also would not appear to satisfy the concerns of most people. Farmers desire an opportunity for anyone (especially their sons) to farm full-time on an economically efficient unit. But since the amount of land is fixed, this is impossible. For those who are worried about the concentration of agricultural production, they also would not be satisfied. While rural development may have great potential in stemming the tide toward fewer farms, this does not necessarily mean more production from small farms as a percentage of national totals. Markets for small farm production could also be a problem, especially for highly specialized crop enterprises.

While increased rural development efforts have several drawbacks, we have to be impressed with the potential number of small farms that could be maintained in a community if off-farm equipment were available. A 25-cow dairy herd or a 10-sow farrowing operation, in combination with non-farm employment, could be a very durable type of small farm business.

If those of us concerned about farm structure are unable to obtain a whole loaf, maybe we must be willing to accept half of one. If several share this view, some positive steps could be possible to maintain or increase the number of small farms through new directions in rural development. This might be politically acceptable since it is clear that the administration is concerned about the changing structure of American agriculture.
Some Other Major Policy Issues

While the issue of farm structure probably will be thoroughly discussed—if not resolved—within the next few months, some issues seem to be emerging that eventually will have to be addressed by those associated with public policy. For example, the suspension of grain sales to the Russians raises the issue of using food as an international policy tool. Can such a policy work? If so, under what conditions? What impact will this have on farm incomes? Can and should we negotiate bilateral trade agreements with countries who have essential natural resources, such as oil and natural gas, that they would be willing to exchange for our grain?

There is a related issue that perhaps is even more important: What type of policy or strategy should be used, if any, to sell our grain in the event that severe food shortages result from the inability of the world food supply to keep pace with increased world population. In the next few years we may be faced with such a situation. This leads to another public policy issue concerning politically and economically feasible ways to protect our prime farmlands from soil erosion and urbanization. If world food shortages are inevitable, it would seem these long-run public policy issues are of great importance.

Another important issue concerns sufficient energy supplies for full food and fiber production. Everyone has heard much about gasohol—and several economists in the universities have been very skeptical of its potential. Since the Senate Committee on Agriculture, Nutrition, and Forestry is working for the adoption of a biomass energy title to the synfuels bill, I am familiar with this issue and have been impressed with the interest and devotion many farmers and others have in making the
production of alternate energy from agricultural and forestry products a new cash crop. Many view it as a way for farmers and others to make a profit from energy production (such as the oil companies have done) while at the same time reducing our dependence on foreign oil. No matter how any of us view the economics or prudence of it, we must accept the fact that there will be a significant push to produce alternate fuels from biomass. Therefore, Cooperative Extension has a significant role in assuring that farmers and others are offered the best technical assistance and advice so as to minimize the potential problems that may be associated with, for example, an on-farm alcohol production unit.

The issue of gasohol is truly one that developed at the grassroots level and moved to the national level where Congress responded. While a significant level of alcohol produced from grain may have some drawbacks in the long-run, I am convinced that the wheels are rolling quite rapidly in that direction.

Some other major issues are those that Don Paarlberg stresses in his new book on farm and food policy—those that deal with so-called consumer issues such as nutrition, food labeling and safety. While some view that "the USDA has been taken over by consumer activists," I don't see how the Secretary of Agriculture can maintain his cabinet-level status and not address some of these issues—there are just not enough farmers remaining to provide enough political support otherwise. I am not saying, though, that all such issues may need to be highlighted as they have recently or that all the recent decisions on such matters have been the best ones. All I am saying is that I primarily agree with Don Paarlberg—that such issues have to be addressed by a
department that makes policy decisions on food and fiber production
and consumption.

How Decisions Are Made

Since I have been in Washington, I am asked almost daily about
how the decisions are made in the Congress. In my view, the decision-
making process is virtually impossible to describe—you have to be there
to fully appreciate and understand it. Often times I still am not certain
why a particular bill came out the way it did—even though I was in-
volved by doing the staff work for it.

I can tell you, though, that I know who makes the decisions—your
senators and representatives who, for the most part, try to vote the
way they believe a majority of their constituents feel on a particular
issue. Since their schedules are so demanding—and I am not exagger-
ating this point—it often is difficult to communicate with them in a
timely fashion. This is one of the reasons why agricultural research
and extension programs have suffered during these recent times of tight
budgets. Let me explain.

I am convinced that the Cooperative Extension Service does a
remarkable job. Getting that message across is a problem, however,
and to do this you must establish a relationship with your elected
officials and justify your programs through evaluation and quantification.

Evaluation and quantification have increased in importance in
recent years. In the past, when more persons were more directly
involved in agriculture, policy-makers tended to view the Cooperative
Extension Service as essential and no justification was necessary for
adequate funding. While this attitude may have prevailed in the past,
it no longer holds for the future as the Cooperative Extension Service
has moved into "non-agricultural" areas to widen, and I think wisely so, its base of support.

Elected officials are under enormous pressure by the voters to balance the budget. To do this, cuts must be made somewhere— but no one wants to have his or her particular program reduced or diminished in size. Thus, likely programs to be cut are those that cannot be justified nicely and neatly. Many extension programs fit into this category. What is the value, for example, of the Extension Food and Nutrition Education Program? What is its cost effectiveness compared to other programs (such as the Women, Infant and Children's Program) with similar goals?

These are hard programs to quantify simply, so the job at hand is a big one. It is a very important one, however, if the various rural-related research and extension programs are going to be funded at the levels that you and I believe are adequate and necessary.
PUBLIC POLICY EDUCATION: WHAT ARE THE ISSUES?

By Dr. B. L. Flinchbaugh*

I have some good news and some bad news for those interested in doing public policy education. The good news about public policy education is that it is challenging, stimulating, rewarding, and exciting. It's where the action is. It brings a tremendous amount of satisfaction to the educator because working in the public policy arena you soon discover that education does make a difference in the public policies that are developed in this country. The bad news about public policy education is that it's tough, it can be mean, and, if you don't watch yourself, you can get your throat slit. Some very powerful interest groups don't like the facts and they don't want to increase the public's understanding of the issues. They operate on the theory that ignorance is bliss and that they can get their way much easier with a public that doesn't understand the facts.

My assignment is threefold. First, what are the issues in public policy education? Second, what are the characteristics of public policy issues? Third, when is an issue ready for an educational effort?

It seems to me that it would be prudent if we would define public policy. We use that term rather loosely, so I want you to understand how I define public policy. Public policy is an identifiable course of action hammered out in the political arena to maximize the satisfaction of relevant interest groups in society and to improve the general welfare. Public policy is developed through debate and compromise by

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diverse interests with divergent views about economic and social problems and the government's role in dealing with them.

At this conference, we are analyzing the Midland-Jefferson County situation concerning the locating of an industrial plant in the community. Think about this definition of public policy as you analyze the Midland-Jefferson County situation. What will be the identifiable course of action? There's no question that it will be carried out in the political arena. Who is looking after the general welfare? Who are the relevant interest groups? What is the government's role? What is the educator's role? What role should the cooperative extension agent play in the solution of the problem?

**What are the Issues in Public Policy Education?**

The purpose of public policy education is to increase the level of understanding among the people so that they have a more complete knowledge base from which to make decisions on public policy issues.

Basically I think there are two issues in public policy education today. First, methodology, how to do public policy education; second, who should do it. Professionally in whose domain does it lie? I've observed four approaches or four methods of conducting public policy education:

1. **Scientific approach** - Set up criteria from which alternative solutions will be judged.
2. **Evangelistic approach** - Crusade for the adoption of a particular solution.
3. **Analytical approach** - Evaluate the pros and cons, the advantages and disadvantages to each solution.
4. **Educational approach** - Discuss the alternative solutions and their probable consequences.
The scientific approach works beautifully until the educator encounters an audience which judges the solutions to the problem under discussion from a different set of criteria. A crusader who operates by the evangelistic approach is loved by those who agree and hated by those who disagree. Telling the public what they need or what is best for them is not education, but dictation. The analytical approach appears to be objective until it is discovered that what is pro or advantageous to one individual may in fact be con or disadvantageous to another. Discussion of the alternative solutions and their consequences under the educational approach allows the educator to remain in the world of facts and refrain from making value judgments. This approach gains respect for the educator and the attempt to be objective. Myths and untruths will be dispelled and the public will gain knowledge to which their values can be applied.

In whose professional domain does public policy education lie? I think we should remember that the Cooperative Extension Service, land-grant universities, educational institutions are the only entities that decision makers and the general public can count on for the facts, for objective information needed to increase their level of understanding. We have no ax to grind and represent no special interest group.

Historically, extension public policy education was the domain of specialized agricultural economists, trained in farm management, and interested in federal farm price and income support programs for agriculture. The educational model I just described was used. Problems were defined, alternatives and consequences outlined, extension meetings for a cross-section of local leaders were held in the rural areas, and
farmers made up the largest part of the audience. The audience was divided into decision-making groups and challenged to hammer out a solution. Throughout the process, the educator attempted to be objective and remain neutral.

Since those early days, public policy education has expanded, new issues have emerged, new clientele have been added, even new academic disciplines have become involved. I know of no issue in which the expertise needed to provide the decision makers and the public with the available knowledge to help them solve the problem is available just in agricultural economics or just in the colleges of agriculture and home economics. In order to conduct effective public policy education work today on the main issues, we need to tap engineering, business administration, the basic sciences, and, yes, even the arts and the humanities. My profession (agricultural economics) no longer has a monopoly on the public policy education domain. The Midland-Jefferson County example is a case in point. Engineers, water and air quality experts, home economists, business analysts, sociologists, planners and, yes, economists are needed to provide the expertise. The fact is no one discipline is equipped from a technical subject matter basis to do effective public policy education on emerging issues. Therefore, to meet the needs of the people, public policy education must become multi-disciplinary. For example, at Kansas State University we are now establishing an Energy Extension Service. Those specialists will be located in the College of Engineering. The Director of the Energy Extension Service will carry an assistant director appointment in the Cooperative Extension Service.
Generalists should be trained in methodology so that they can pull a team together. This conference is a means to that end. The county agent is in a unique role to carry out the generalist, multi-disciplinary approach.

What are the Characteristics of Public Policy Issues?

First, we need to distinguish between providing information and policy analysis. Providing information is a vital role of Extension and we have a great and glorious record in doing so. We write bulletins, issue press releases, cut radio and TV tapes, explain a new law, for example, truth in lending and pesticide regulations. Policy analysis, however, is more than just providing information. It is creating a decision-making framework; eyeballing the decision makers in a seminar atmosphere. In the Midland-Jefferson County case, there is a need for more information. It's too late to write bulletins, but we could use the mass media.

An incomplete list of current issues includes:

1. The stress on the family in American society
2. Inflation
3. Energy
4. Water availability and use
5. The survival of the farm family
6. Aging
7. Imports and exports
8. Nutrition and dietary goals
9. The price of food
10. The quality of life
11. Growth (the issue in the Midland-Jefferson County situation under analysis at this conference)
12. The survival of our democratic institutions

Distinct characteristics of public policy issues:

1. They are controversial.

2. Solutions will finally be based on value judgments, not scientific analysis, that can be left to the experts.

3. Broad interest and concern exists. People think something ought to be done.

4. Problems are recognized by the key decision makers and those directly affected.

5. They are group problems that require group decision making, not just individual decision making.

When is an Issue Ready for an Educational Effort?

It is difficult to determine when an issue is ready for an educational effort. I am tempted to argue that it simply requires instinct on the part of the educator to recognize when the time is right. This requires that the educator be alert, that he keep informed, be in constant touch, have his ear to the ground, and visit frequently with the leaders and decision and opinion makers. Timeliness requires that we discover the teachable moment. You simply have to scratch 'em when they itch. Perhaps what I am trying to enunciate can best be explained by remembering that Christmas trees are a dime a dozen on the 26th of December.

There's no question about it. The wrong subject at the wrong time and a public policy education program will be doomed to failure. The selection of the topic, that is the issue to be discussed, and the timing of educational input transcend one another, they simply cannot be separated. The topic must be controversial enough to generate interest and discussion, but not so hot and emotional that rational dis-
Discussion is impossible. When the trenches are dug and the guns are pointed, it's time for war, not education.

What about the Midland-Jefferson County case? It's getting late. It appears an attempt was made to present the new plant to the public as an already accomplished fact. It may be getting close to the trenches. The proper role of the educator may be to just provide information through the use of mass media, etc. rather than bringing the decision makers together to present the facts and explore alternative solutions and their consequences. Whether or not Extension should simply provide information or conduct policy analysis depends on how hot it is and how skilled the agent and the back-up personnel at the land-grant university are in playing the educator role.

Ten Commandments of Public Policy Education

As a result of doing public policy educational work this past decade, I have developed what I call the Ten Commandments of Public Policy Education.

1. Get acquainted, keep in constant touch with your fellow professionals, local leaders, decision makers, the "stud ducks" of the community. If the Jefferson County agent in the case under discussion has done this perhaps it isn't too late for policy analysis.

2. Choose a controversial issue on which the teachable moment has arrived and create an educational environment in which to discuss it. In the Jefferson County-Midland case, the question is has the teachable moment passed. Can the agent bring them together and create an educational environment or has it become too hot?

3. Do your homework, assemble the multi-disciplinary team if necessary. Understand the problem, establish the facts, outline all possible alternatives and their consequences. Become the #1 disseminator of the facts. Knowledge is powerful.
4. Work within the system, understand it, use it, know who the "stud ducks" are, talk their language, not academic jargon. Use the media; they can help and, if you get crosswise with them, they'll kill you.

5. Be objective. Espouse no cause, carry no one's water, jump in bed with no one politician, political party, farm organization, or civic group. Don't impose your values on the public. No one is perfectly objective, but work at it; your clientele will respect you for it.

6. Tell it like it is—blunt and to the point. Pull no punches and don't worry about who likes it. Make sure you have the facts and you will survive. Potshots will be taken at you but those who understand the mission of an educational institution will come to your rescue. Be in charge at meetings sponsored by the Extension Service. Do not take any guff from the troublemakers.

7. Be available. Don't tell the public and the decision makers what to do. Help them do what they want to do, put legs on their ideas, serve as a technician. The educator should be on tap, not on top.

8. Don't be afraid to make predictions. Challenge them and explore with them. I hope you will pardon a personal example to illustrate this point. In September of 1973, when all the euphoria was developing about $5 a bushel for wheat, I made a very simple prediction which caught the attention of the wheat growers and the media in the state of Kansas. It was a relatively safe prediction. With high prices, farmers produce and they took the Secretary of Agriculture's advice and planted fence post to fence post. I predicted that the price of wheat would drop to $2.05 a bushel for the fall of 1976. At that time $2.05 was the floor under the price of wheat established by the federal farm price support program. One large city newspaper in Kansas labeled the remarks as foolish even coming from an ivory tower professor. They didn't say that, however, in the fall of 1976. I have a favorite saying, if the price of wheat gets high enough every lawn in Kansas will be in jeopardy.

9. Admit mistakes. Again, I hope you will pardon a personal example. We published a bulletin on the impact of use value appraisal of farmland for tax purposes. The issue was hot enough in the state at the time that we released the data by calling a press conference. It was well attended including the major farm publications, major city newspapers, TV and radio stations, and the wire services. It received a tremendous amount of play in the press. Two weeks later we
discovered a programming error which threw off hundreds of statistics that were developed to show the impact on a county by county and school district by school district bases. We corrected it, we called another press conference, we admitted our mistake, and we released the correct figures. We began the press conference with the statement that computers do not make mistakes, but human beings do. I received no static, only respect for admitting it. In an editorial the next morning, a major city newspaper applauded us for having the fortitude to admit our mistake. The editor stated that he always knew professors made mistakes but he never thought he would find one who would admit it.

10. Be an educator, a disseminator of knowledge, not a reformer of society according to your values.

We have learned in 204 years that solving public issues by the collective intelligence and authority of society is far more acceptable than solving them by the intelligence and authority of any one individual member of society. Perhaps the famous English economist, Lord Keynes, said it best when he stated that he would prefer to be governed by a House of Commons picked at random off the streets of London than by the faculty of Cambridge University.

I wish to complete my assignment by reciting Flinchbaugh's Law (stolen from someone, but I can't remember whom). Given a sufficient number of people and an adequate amount of time, you can create insurmountable opposition to the most inconsequential idea.
EDUCATORS AS INTERVENORS

By Verne W. House*

In the last twenty-five years the practice of policy education has been the "territory" of specialists in agriculture and resource economists. In the last five years many new faces are seen working this territory. They have been invited in through in-service training projects. These training projects can be enumerated quickly. The West's Policy Education Project, Michigan's Public Affairs Community Education (PACE) project were the first and the most intensive. Shorter workshop-type policy training has since been held by the northeast and northcentral regions and two workshops have been held in D. C. for specialists.

My role in this southern workshop is to teach the "how" of policy education. Most of this will be done by case examples which demonstrate how extension educators have conducted specific policy programs. This paper is to provide an analytical framework to aid our understanding of and communication about the case examples. The framework is used to describe how issues evolve and how educators intervene. Because how to intervene depends in large part on resources available, a brief inventory of policy education resources is included. The final section of this paper presents some new educational research useful to designing future policy education programs.

Policy Education Theories and Models

Other papers in this proceedings provide the philosophical basis for policy education. The theory is simply that people will engage in the

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processes of shaping public policy if they believe their participation is worth the time and effort required. Policy education can lower the "cost" of participation by teaching people how to access the policymaking process. Policy education can provide information about an issue; this may reduce the effort required and raise the probable effectiveness of the person possessing the information. And policy education can motivate participation by increasing people's awareness of an issue and their skills in dealing with it.

Theories of policy education are based on theories of policymaking. In recent years some progress has been made in modeling these theories. This modeling has been abstract generalizations of practice rather than extensions of theory. Regardless of that, the models provide a link between theory and practice.

The models I think most useful in policy education are (1) Gratto's issue-intervention model,\(^1\) (2) Ogden's power cluster model,\(^2\) (3) Beal and Bohlen's social action process,\(^3\) and (4) the shared process evaluation system - SHAPES.\(^4\)

Before we begin the case studies, I want to review for you Gratto's issue-intervention model. This model begins with an "issue cycle"

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\(^1\) Charles P. Gratto. "Policy Education - a model with emphasis on how," Increasing Understanding of Public Problems and Policies--1973, Farm Foundation, 1211 W. 22nd, Oak Brook, IL.


(Figure 1). This is a general description of how issues evolve. This model has nine stages:

1. People become disturbed by some condition. The concern, tension, or anxiety aroused by the condition causes people to search for some sort of relief.

2. The search for relief generates discussion which gives the issue a name and defines it in action terms. At this stage the issue is not defined very scientifically. Information about the problem may consist largely of folk knowledge. Some real or imagined adversary is often singled out.

3. The cutting edge of the issue clashes with the realities of budget making, resource limitations, or the interests of those who are either neutral or antagonistic toward those with the problem. When the clash of interest is of sufficient magnitude, debate on priorities ensues.

4. The debate forces a ranking of priorities and sets the stage for resolution of the issue.
5. During debate, participants are led to a more realistic view of the problem. More objective and scientific knowledge comes into play. The structure of the problem is seen more clearly. While value judgments may converge but little, objective views of the issue do converge. The stock of available knowledge is augmented by research, or at least existing scientific knowledge is organized and applied.

6. Alternatives are considered and the effects of each are laid out. Participants weigh the effects of alternatives on a complex scale having many social and economic dimensions.

7. A public choice is made.

8. Action follows. Action may imply change, or it may simply be a continuation of the status quo.

9. The action is evaluated; its effects are measured. If people are "satisfied" with the action, the issue recedes. If they are not "satisfied," the cycle resumes and the process continues until the issue is finally resolved.

The issue cycle is shown as a flow chart. Implicit in the flow chart is some time dimension. This is usually measured in months at least, and issue cycles often span years.

The Intervention Cycle

When it is decided that a public policy education program is in order concerning a particular issue, a second time cycle is set up. This is termed the intervention cycle. Figure 2 shows the issue cycle and the general form of the intervention cycle. The intervention cycle consists of four cells: (1) preparation, (2) resources, (3) program delivery, and (4) evaluation.
The cell definitions are quite straightforward. The **preparation** cell contains those activities which are required to initiate a program. These include planning, study of the issue, and preparation of the first versions of the teaching materials. The **resources** cell has to do with the accumulation and deployment of teaching resources - teacher time, travel, materials, and coordination of the program effort.

![Diagram](image)

**Figure 2. Issue cycle with intervention cycle.**

The **program** cell includes all of the learning activities which impinge on the issue cycle. A partial listing of such activities might include personal contact, conferences, fairs and exhibits, radio and television, meetings, short courses, workshops, seminars, and written communications ranging from leaflets through monographs and including correspondence.
The evaluation cell includes activities designed to measure the effectiveness or the impact of the program.

Note that the intervention cycle, through the arrows, from the program cell to the nine cells of the issue cycle, is portrayed as impinging on any of the cells in the issue cycle. Intervention, through public policy education, is possible at any point or cell in the issue cycle but usually occurs in cells 4-6.

In general, awareness education programs have intervened in cells (1) concerns, (2) issue, and (3) conflict. Typical alternatives-consequences programs have intervened in cells (4) rank priorities, (5) structure, and (6) alternatives. Programs conceived to explain the options created by and the effects of a public choice intervene in cells (7) choice, (8) action, and (9) evaluation.

The issue-intervention model is one way of studying policy education. Other models may be more useful in some circumstances. The social action process model is to be most useful in working with a small, observable community. SHAPES, designed as an evaluative tool, can be useful in designing and monitoring a project. The power cluster thesis is very helpful in understanding how public policy is made, keeping in mind that understanding does not require one to appreciate how or why some policy was developed.

It is critical that policy educators recognize that our role is uniquely different from roles of others engaged in policymaking. Politicians, businesspeople, bureaucrats and anyone else involved in the process is in the role of advocate. The politician is usually seeking votes and compromises. Business people intervene to enhance their special interests. Bureaucrats are engaged in interpreting and applying the law.
These forms of intervention are different from the role of educator. The educator helps identify the issue and alternative solutions whereas the partisans typically identify a problem in terms of their solution. The educator is a source of objective analysis and information superior to that possessed by the partisans. The educator is the personification of respected institutions whereas the partisan is viewed with suspicion.

The policy educator's role is, however, limited. It is limited by the degree to which we clash with the other roles played out by those in the policymaking arena by relative power and willingness to use power. There are times when policyeducators don't have access to superior information and, when we do have it, people are not always ready to listen. We are also limited if administration is indifferent or if resources are inadequate.

Resources for Policy Education

What resources are available to extension policy education? Not nearly as much as I believe are justified. But what we have is substantial. First, we have people - county agents, discipline-oriented specialists, administrators, federal specialists. Second, we have an infrastructure, an institutional configuration that comprises a network of these people so that they have contacts, working teams (both ad hoc and continuing), internal communications, and continuity. The institutional base includes many elements - the land grant universities, the USDA, Farm Foundation, the counties, ECOP, the regional rural development centers, and regional and national policy education committees. Third, we have information but, more important, we are able to develop information. Even though people trust information less now than in the 60's, information still has power,
especially quantified information. In addition, we are capable of teaching people how to use information to evaluate alternative solutions to their problems. These three - people, network and information - are powerful resources.

Case Examples

The power of education is the power of information combined with the knowledge of how to use it. "How to use it" will be demonstrated this afternoon and tomorrow morning by five case examples. Three of these cases are out of our own region - Kentucky, Florida and Virginia. The two "imports" are from Michigan and Montana. They present a variety of problems and audiences. Four are aimed at extension client audiences; one at extension itself. All are success stories. I believe in policy education. I've encouraged a lot of agents and specialists into it, and I didn't come here to display failures.

Ease case is described in abstracts following this paper.

Educating the Policy Educator

This workshop is part of a rapidly spreading interest in policy education. The most intensive of these efforts was the Policy Education Project in the western states in 1977-78. In this project 51 extension educators, mostly county agents, were trained for 10 days. After an eight-month practicum, they were reconvened for review and feedback. This was a successful project; at least, it won us an award! More important, however, is the impact that project made on those educators. They began to approach their work differently and in some cases chose to work on different things.\textsuperscript{5}

\textsuperscript{5} Evaluation by Warren Trock, Colorado State University.
Michigan's PACE used a different approach than we did but also seems to have been successful. Kentucky PACE was much less intensive but seems to be motivating people.

Some new educational literature put our inservice training in a new context. Professor Bruce Joyce has been analyzing models of teaching for a number of years. Out of this research comes first, a hierarchy of educational objectives consisting of (a) creating awareness, (b) conceptual control, (c) skills, and (d) actual application of what is being taught. Second, Joyce describes a hierarchy of intensity of educational effort: (a) theory, (b) models of theory, (c) practice with the models, (d) feedback, and (e) coaching.6

Juxtaposing objectives against intensity in a matrix like that below provides evidence of impact. The percentages in this figure are the percent of those trained that would be expected to apply what they learned from the components of training. As more components are added, the percentage goes up.

<table>
<thead>
<tr>
<th>Components of Training</th>
<th>Educational Objectives</th>
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<td>Coaching</td>
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The following are also recommended:


Dr. Warren Track and I reviewed the evaluation of the Policy Education Project using Joyce's Model. The training phase (the so-called Otter Rock workshop) of that project included all five components of training. The objective was to get the participants to apply their training in their educational programs. Our results bracket those of Joyce and Showers. Measuring application in terms of evidence from plans of work, 62 percent of the participants applied their training. Measured from surveys administered before the training and nearly two years later, the increase is 88 percent.

These findings are gratifying to those of us responsible for this project. As we review Joyce and Showers' findings, however, there is reason to wonder how we can repeat such intensive efforts. What is the "payoff" from training which omits some components?

**Summary**

The case examples demonstrate some methods used successfully in policy education. These may be analyzed using models such as Gratto's issue-intervention model. Recent research by Joyce and Showers suggests that in-service training will be most effective if a combination of training components is used.
ARE WE CAUGHT IN THE GRIP OF A CYCLE?

While this Letter emphasizes the environmental problems of past civilizations, one should not lose sight of the many other apparent or possible causes of failure. Among the rich assortment analyzed at length by historians and sociologists are the following:

Economic causes such as confiscatory taxation, disruptions of trade, or inflation; financial corruption; military weakness and warfare; excessive size of institutions and management failure; weak leadership and loss of nerve; nepotism; various forms of social entropy such as the breakdown of families; political apathy, induced, for example, by the adoption of religions based on personal salvations at the expense of dedication to the state; and moral decay through excessive permissiveness, materialism, and hedonism.

Of course many of these factors—as well as the environmental ones—frequently converge and interact, so that a civilization's demise may be the synergistic result.

Many historians over the years—Oswald Spengler, Arnold Toynbee, Brooks Adams, and others—have argued that various forces conspire to push civilizations through predetermined natural cycles. Like human beings, they are fated to experience periods of vigorous growth, peaking middle-age, and then mortal decline.

"A civilization," says historian Raymond O. Evans, "begins to rise upon the plain of history, grows into a mountain of cultural creation, economic prosperity, social development, political and military supremacy, technological progress—and then slowly crumbles away until it becomes merely a heap of historical rubble while in the distance another hill takes shape upon the virgin earth of the future."

Evans, in fact has developed an elaborate and precise calculus for the life cycles of civilizations—and predictable to the other."

Evans says further that each national state has a life span of about 600 years, which includes a growth cycle like that of civilizations. Within Western civilization, then, these have been the national states and the approximate years in which they reached their peaks: Italian city-states (1450), the Netherlands (1650), France (1680), England (1750), Germany (1860), and the United States (1960).

Evans sees the United States as having begun its decline, bringing it to a stage analogous to that of Rome in 160 B.C.

Whether or not one accepts theories of cyclical behavior, there can be no doubt that decline is a fact of historical life. This alerts us to the great difficulties in staving it off, and to the critical importance of protecting the environmental—as well as economic, social, and political—systems of a civilization that we value.
KENTUCKY JUDICIAL SYSTEM

By Karen Behm*

Background

County government in Kentucky is a very strong political unit. Originally county seats were established so that no one would be farther than a day's ride on horseback to the courthouse and back. Today Kentucky has 120 counties; most with a relatively small population. Citizens are used to knowing their county officials are handling courthouse matters informally. Qualifications for positions such as judge often included being from the right family rather than meeting an educational requirement. Any attempt at reorganization or establishment of qualifications was usually seen as a threat to local control. A constitutional amendment to reorganize the court system was voted down in 1966.

1975 Constitutional Amendment

In November 1975, Kentucky voters approved the judicial article reorganizing the court system. A massive educational program was needed before the election to help voters understand what the proposed revisions were. Since the organization of county judges, the magistrates, and most fiscal courts were against the revision, county extension agents had to handle the issue with extreme care. Much of extension's efforts were through the Homemaker Clubs. This has proven to be a very effective low-key method to reach large numbers of people. Agents either used minilessons which were discussed at club meetings or articles in newsletters. Major emphasis was on the differences between the existing and proposed system.
After the Election

Once the judicial article was passed, citizens had to be instructed on using it. Even minor things like paying a traffic ticket changed. Kentucky had never had a small claims court so that concept was new to many people.

One home economics agent from each extension area and the area community development specialists attended a workshop on current issues. Speakers from the Administrative Office of Courts trained the staff on the changes taking place. Agents then taught leader training and special interest sessions in their counties. Materials developed by extension staff included radio scripts, a puppet show, and a mail-out lesson on small claims court. District judges were used for teaching sessions where feasible and educational materials were obtained from the Attorney General's Office and the Supreme Court Clerk.

Approximately 30,000 Homemaker Club members studied the new court system as a major lesson since its implementation. At least 180,000 additional contacts have been made as a result of Extension efforts.
SAVING PANACEA'S CRAB INDUSTRY
By Bobby Durden*

A major industry in Wakulla County is commercial blue crab fishing. This industry employs approximately 25 percent of the County's work force and contributes an estimated $2 million annually. In a county whose taxable retail sales are $9.5 million (1975), the blue crab industry's annual dollar contribution to the County's economy becomes emphasized.

The County's eleven crab plants generate about 4.3 million pounds of solid waste materials each year as a byproduct of the picked meat. For years these wastes were disposed of by (1) dumping into the bays and marshes, (2) dumping into the wooded areas, and (3) occasional use of County landfills. For the past few years, the solid wastes were dehydrated by one entrepreneur who sold the meal to the animal feeds industries.

In August 1977 the dehydrator owner announced that his operation was no longer profitable. He stated that he desired to sell the dehydrator or make some arrangement with County government. He advised that the crab waste treatment plant would soon be closed which would necessitate disposing of the wastes by the County.

The problem now became apparent to the County Extension Director and the Marine Extension Agent for that area. The County already had landfill problems and adding crab waste would create an unacceptable and perhaps illegal landfill situation. The County was having difficulty getting new landfills—out of 33 proposed sites, the State Department of Environmental Regulation (DER) had refused 32 permit applications.

Following these events, a series of letters appeared in the local newspaper stating opposing views. Local officials were uncertain of what to do. There was no clear, concise review of the problem and the possible solutions. No one knew how much anything would cost. Only the present dehydrator owner knew the cost and returns of the treatment operation. In the meantime, the waste was not going to stop coming—the industry was producing crabs!

*Gadsden County Extension Agent, Quincy, Florida
County officials asked the Cooperative Extension Service to provide facts and figures so a rational community decision could be reached. Within one week of the County's request, a team was assembled in the County. The team consisted of the following specialists:

1. Agriculture Extension Agent with a speciality in local community knowledge.
2. Marine Economist with a specialty in commercial fisheries economics.
3. Marine Extension Agent with a specialty in commercial and recreational fisheries education, and an
4. Extension Resource Economist with a specialty in government assistance programs.

In three days, the problem was brainstormed, facts gathered, interviews conducted, and information assembled. The report was written and submitted two days prior to a local meeting of officials. The report included (1) a statement of the problem, (2) a County profile which documented the importance of the crab industry, (3) an analysis of alternative solutions to the problem, and (4) a section on various kinds of assistance programs which might be helpful in solving the problem.

The main section was the analysis of the solution alternatives. These included: (1) ocean dumping, (2) sanitary landfill, (3) out-of-county transport, (4) dealer cooperative, (5) lease options, (6) county purchase, (7) county franchise, and (8) incineration. Information and cost estimates were provided for each alternative.

This report served to guide debate by providing basic information relevant to the issues. But, more important, it was a community educational event. It permitted all concerned factions--County Commission, fishermen, crab plants, local media, citizens, and other interests--to better understand the problem facing them and what they could do about it. And, although the dehydration plant did close for a short time, it reopened, thus avoiding an important loss to the community.
PROJECT PACE
(Public Affairs Community Education)

By Jan Hartough and Dr. Doris Wetters*

Project PACE is a program of inservice education and field implementation designed to expand and improve Extension Service educational programs dealing with public affairs and community development, particularly as they relate to family well-being. It is supported by Federal Extension Service special needs funds.

A. OBJECTIVES

Ultimate: To improve the performance of our democratic institutions by contributing to the understanding of problems and issues in public policy and community development.

Intermediate: To improve the capacity of the Extension Service to develop and deliver educational programs in public affairs and community development.

Immediate: (a) To determine and provide appropriate educational experience for Extension Agents to improve their capacity to add a public affairs dimension to their programs.

(b) To identify and develop educational material useful to agents in educational programming in this area.

(c) To evaluate the acceptability of Extension Agents in various types of public affairs and community development educational activities.

*Jan Hartough, Home Economics Specialist, Calhoun County, Michigan. Dr. Doris Wetters, Program Director--Family Living Education, Michigan State University.
B. TARGET AUDIENCE

Primary: County Extension staff working with families and the community.

Secondary: Women and women's group, community leaders and the general public served by County Extension staff.

Special attention to reaching and developing women and women's groups with potential for community leadership.

C. PROCEDURE

A selected group of 40 Extension Agents will, over a period of 2½ years, engage in a program combining:

1. inservice training
2. program planning
3. development of Extension materials
4. experimental agent programs
5. evaluation

The subject matter, chosen in joint planning with participants, will emphasize the relationship of public policies and community services to family welfare. Issue areas likely to be investigated include food, natural resource, and human resource policy as well as local government services and resource management.

The objective is not to make the agents specialists in public affairs and community development, but to help them add these as effective dimensions to their existing programs.
AN APPROACH TO PUBLIC AFFAIRS EDUCATION

By Dr. Wayne P. Smith*

With an excess of 600,000 people residing in Fairfax County, and with a projected increase of an additional 250,000 people by the year 2000, the problems of stability and the feeling of belonging to a community are quite evident in Fairfax County.

Over the past few years, the Extension Service has had numerous meetings with County officials and community leaders to discuss ways and means of programming which would help to alleviate some of the concerns facing the residents of Fairfax County.

For the Extension Service to undertake such an endeavor, the local staff had to venture into a different approach to programming—that of public affairs education.

Extension's first foray into public affairs education began in the fall of 1976 with an Extension Agent meeting with several community/county leaders to discuss the idea of providing a forum for community leaders to discuss significant issues facing Fairfax County.

In the ensuing months, many discussion groups, planning meetings, and strategy sessions with community leaders began the making of what is now known as the "Fairfax Committee of 100."

The Fairfax Committee of 100 is a non-partisan, non-profit organization. The Committee is made up of community leaders who have demonstrated in the past that they are the doers, movers and shakers, those who can and will determine the future of Fairfax County. The Committee

*Director, Fairfax County Department of Extension and Continuing Education, VPI & SU, Fairfax, VA, 1980.
espouses no position or promotes no action. It aspires to illuminate the issues, not to bring people around to one point of view.

Since the establishment of the Committee, it has met monthly for a social hour, dinner and an educational program on issues of local significance. The programs have highlighted a wide variety of unmet and emerging issues involving all facets of community life--economic, cultural, social, educational, and governmental--bringing to bear on them the best and most relevant research findings and authorities.

The entire process of organizing and establishing the Fairfax Committee of 100 was, for this writer, an exciting and educational experience. It has provided the Extension Service the opportunity and privilege to work with some of the most sensitive and responsive people in Fairfax County.

Although Fairfax Committee of 100 is only three years young, significant changes have been observed.

A few comments are representative:

"The forum indeed can be a constructive approach to controversial issues."

"Provides both needed education and communication for committee of 100's widely diversified membership."

"The Committee is a channel for building and maintaining bridges."

"The dinner-forum session is an atmosphere favorable for their getting to know each other as persons and individuals."

Probably the most profound features of the Committee are the ideas it has presented and the principles that have given it visibility and vitality. The forum has contributed to the Committee's understanding of public issues, motivated committee participation in local issues, and increased the knowledge and understanding of each participant.
Therefore, all evaluations indicate that the Fairfax Committee of 100 approach is truly an outstanding effort in public affairs education.
PUBLIC POLICY EDUCATION - MANAGING
YOURSELF AND CONFLICT

By Dr. Jerry Robinson, Jr.*

Conflict seems to be increasing in our modern world. It is international and inevitable (Hornstein, et al., 1971). Those countries which espouse free enterprise, freedom of the press, freedom of speech, freedom of assembly, and the right to dissent shall certainly continue to have conflict (Kriesberg, 1973). While many of us may prefer to live in a quiet, peaceful world, that likelihood is decreasing. Thus, a presentation on the conflict approach to public policy seems most appropriate.

Social conflict is a behavior threat by one party directed at the territory--rights, interests, or privileges of another party. The threat is usually directed toward limiting or eliminating one party's access to some resource or goal (Robinson, 1972). In conflict the goals of opposing parties are incompatible. Group and individual behavior in conflict situations is threatening because one party seeks to attain its goals or to achieve its interest with enough behavioral intensity to limit the goal attainment of the other party.

Perhaps we can begin to understand conflict better by listing several of its good functions. Often we think of conflict as being only bad! Coser (1971) in his classic work summarized six functions of conflict in society.

1. Conflict permits internal dissension and dissatisfaction to rise to the surface and enables a group to restructure itself or deal with dissatisfactions.

*Extension Specialist in Sociology, Department of Agricultural Economics, University of Illinois at Urbana-Champaign.
2. Conflict provides for the emergence of new norms of appropriate behavior by surfacing shortcomings.

3. Conflict provides means of ascertaining strength of current power structures.

4. Conflict may work to strengthen boundaries between groups--distinctiveness of groups.

5. Conflict has the effect of creating bonds between loosely structured groups--unifying dissident and unrelated elements.

6. Conflict works as a stimulus to reduce stagnation. Conflict may alter society.

So, conflict has positive as well as negative effects upon organizational groups and individuals.

The strategy used in conflict situations is determined by one's value orientation toward conflict as a viable process for change. If conflict is seen as a functional social process, one is likely to be committed to it as a useful tool to achieve the change desired. If conflict is seen as a threat to the system or the stability of the social and economic order, one is likely to oppose it and regard it as "bad" for the community. Thus, one can easily deduce that the basic strategies regarding conflict are: to utilize it, to prevent it, or to manage it.

Management of conflict is probably the most appropriate role for the public policy educator. Since conflict is inevitable, coping with it creatively is essential. In recent years numerous agencies and organizations have been established to help community groups manage conflicts.

Conflict intervenors are more effective when they can play third party roles. Methods which can be used by a third party to manage conflict are coercion, contingent reward, and persuasion. If the third party uses coercion, he must possess the power to enforce an adjustment to the conflict. A County Zoning Board member who is impartial on a community issue about where to locate new low-income housing may say to competing land developers
and citizens, "If you people cannot agree on one location, I will not approve any request." The threat without power to implement it is meaningless.

What criteria does one use to decide about becoming involved in a community dispute? The actions of the intervenor...should contribute to the proportional empowerment of powerless groups for social change and promote the ability of the weaker parties to make their own best decisions. The rationale for an intervenor's decisions should be conscious, explicit, and public, and he should not claim to be neutral. Intervenors should not lend their skills to empowering groups who do not hold the values of empowerment, freedom and justice for all peoples, regardless of race, sex, religion or national origin. In fact, an intervenor should place a high value on working against such groups (see Laue and Cormick, 1978, pp. 220-222).

Advantages of Having an Intervenor. As a third party, the mediator facilitates increased rationality in discussion. He asks open-ended, non-judging questions which require advocates to deal with their feelings and the issues in a conflict situation. Through this strategy the mediator facilitates the exploration of alternative adjustments and issues. The mediator assures that an open two-way system of communication exists. The mediators can help to regulate the psychic and social cost of a conflict. He helps to create an atmosphere whereby an individual or group can make a "graceful" retreat if they desire to change their position or withdraw. The mediator, at the earliest stage of a conflict management dialogue, helps the adversaries develop a set of ground rules of procedure and he reinforces those norms. The mediator might help the adversaries secure additional resources (informative, economic, or physical) needed to manage a conflict.

Incentives. The third party can use contingent reward in some situations; e.g., he may give approval to all efforts by both parties to accommodate.
We are familiar with the use of bribes and incentives by adversaries in a conflict. Big business or big government may offer attractive awards to a community to squelch a conflict or gain a favor. Incentives can be used by third parties who are seeking to manage a community conflict.

Incentives may be extended to obtain accommodation from the adversaries. For example, an impartial County Board member who is a third party may say, "If you will just stop fighting and get together on location about where to build the low-income housing, I will ask the County Board to seek federal funds to provide low interest loans to the buyers of your houses." Incentives will appear to be bribes unless they are extended equally and fairly among all parties in a conflict.

**Indirect Persuasion Role Expectations.** The third party who uses contingent reward and coercion is likely to experience more difficulty in conflict management than the one who uses indirect persuasion. Rather than enforcing or buying an adjustment, the user of indirect persuasion facilitates the development of mutual accommodation. He enforces agreed-upon rules of fair play. Instead of advocating a specific solution, he advocates dialogue and encourages the development and maintenance of a dialogue process. In essence, the user of indirect persuasion is an intervenor who is not an advocate for a particular party, but for both parties. The indirect persuader is not an advocate for a particular outcome, but for a process of discussion, negotiation, and adjustments. The goal of the indirect persuader is to mediate the conflict in such a way that both parties "win." A basic premise of indirect persuasion is that community residents or adversaries are much more likely to support adjustments to conflicts which they help to create. Indirect persuasion facilitates the process of adversary involvement in solution building.
Third Party Qualifications. The mediator must understand the nature of conflict if he is to help adversaries develop adjustments. The indirect persuader must be able to interpret conflict theoretically and operationally and have some understanding of group process and experience in working with groups. A mediator must be able to seek and accept feedback evaluation about the usefulness and effectiveness of his techniques and behavior upon group action in the conflict situation. The ego of the third party must not be on stage in the outcome of conflict management dialogue.

The role of the third party is regarded by some as similar to the role of a referee. As such, he must be fair, alert, active, objective, skillful, decisive, insightful, and at times forceful. Leas and Kittlaus espouse this position. In their insightful book, Church Fights (1973, pp. 65-67), they discuss the following as qualifications for an effective third party mediator (referee).

The third party: (1) has a high degree of tolerance for ambiguity, ambivalence, and frustration; (2) is confident in conflict management and refereeing; (3) can advocate process, sometimes firmly; (4) does not take sides on an issue; (5) does not take substantive conflict personally; (6) must give credit to all parties; and (7) is able to express and accept strong feelings.

Leas and Kittlaus (1973, pp. 67-72) list the following as third party assumptions: (1) conflict is inevitable and resolvable; (2) conformity is not required; (3) few situations are hopeless; (4) one party affects another; (5) each side has a piece of the truth; (6) there is some similarity between opponents; (7) present problems are the ones to solve; (8) the process is of great importance; and (9) there is no right answer.
SIX STEPS FOR MANAGING CONFLICT USING INDIRECT PERSUASION

There are six steps or strategies (Robinson, 1978) which a third party uses in indirect persuasion: (1) initiate dialogue; (2) involve both parties; (3) assimilate information and feelings; (4) reinforce agreements; (5) negotiate differences; and (6) solidify adjustment. It is important to note that these steps are dependent, not mutually exclusive, and that adversaries cannot proceed to step five or six until agreements are achieved on the first four steps.

These steps of indirect persuasion place the major responsibility for developing solutions upon the adversary parties in conflict. Group consensus is more easily obtained through solution guiding than solution giving. Remember, people support adjustment they help create.
BIBLIOGRAPHY


PUBLIC POLICY EDUCATION
A PART OF AN EFFECTIVE PROGRAM

By Dr. Ann E. Thompson*

Purpose

My purpose for being here today is to reinforce with you the support of Extension Administrators—Directors, Leaders. They expect results from you and this workshop. This is because public policy education is a vital aspect of an effective Extension program. Personally I am here because I believe this is true. Public policy will have even more importance to you, me, and each of our co-workers throughout the South and the Nation.

Public policy education, public affairs, public issues—whatever words and definitions you use are important to Extension workers from a personal view; an organization view, a public view, and a program-resources accountability view.

Will you stand with me please. Let's repeat the 4-H Pledge.

I pledge my Head to clearer thinking
I pledge my Heart to greater loyalty
I pledge my Hands to larger service
I pledge my Health to better living
for my club, my community, my country, and my world.

Thank you.

I could have easily asked you to say the Homemakers Creed that emphasizes the family. The agricultural and resources use productivity, marketability groups also have types of creeds. The fourth area Community Resource Development, Rural Development has one, too, I'm sure. This group claims leadership and rightfully so the leadership for Public Policy Education. Your first audience is within Extension,

*Associate Dean, Extension Division, Virginia Polytechnic Institute and State University
especially 4-H and agricultural related.

My point is that these four phases or fingers of the Extension program must utilize its strengths, weaknesses, and resources with a strong thumb of a total program development effort to be more effective and efficient deliverer, participant, and getter of resources for an Extension education program.

I must say that not being a Public Policy Education Specialist, I did turn to what is written about Public Policy Education in Extension and to persons I know as Paxton Marshall, Buddy Cundiff, and Bland Franklin. Hence, the following remarks for strengthening Public Policy Education in Extension acknowledges these inputs. I accept the credit or blame for how the remarks are stated.

Continuing education is necessary for the individual, family, group, community to cope with living and life in the decision making and management of resources.

Paxton Marshall states that the product of Extension is access to information. I tend to agree with him and say that more Extension professionals and leaders or volunteers need access to Public Affairs Education.

Use of information from the access to information has resulted in it being applied in decision making for the individual, group. It's the decision making in the public arena of getting, sharing, and using resources that started Extension in Public Policy--the farm policy issues. Most of you can site this better than I can. But I ask, "Have we kept up with the issues and affairs that affect people?"
Before you stop me and say I have things mixed up, I will give you my definition of Public Policy Education and Public Affairs Education. I believe we need to utilize these definitions in the Extension education program to people and within the Extension organization and as individual citizens.

Public policy education is providing decision makers with information to make a group decision or public decision, achieving a policy change.

Public affairs education is implementing a public policy decision, implementing the changed policy.

Paxton Marshall says that it is difficult to account for resources used in public policy education as the decision makers need to get credit. Decision makers can get the credit certainly; but, we need identity to know who did the work and the source of the information for decision making. Paxton further states that public policy education should not be used as a political arm of the organization. That the organization must have an apolitical reputation.

Now I agree with Paxton that Extension program resources do not get credit for the decision makers' choice of an individual, family, group, public officials, or citizens. But such an unaffiliated stance does not keep us from doing our education job and getting credit for it and getting resources for our work.

Extension itself as an organization, as a concept of continuing education, as a user of resources is in the public arena and can become a public issue.
Nationally this is emphasized in the "Evaluation of Economic and Social Consequences of Cooperative Extension Programs." The citizens report says that the evaluation of Extension must determine Extension policies and where they are determined because of local, state, federal funding policy decisions. I think you know what I mean as you consider what is happening in your state. Virginia was and is involved in budget policies this year. Localities are. Extension staff need to know how to deal with requests from groups related to families, land use, ERA, the right to live, the crowded society, and Extension budgets.

The introduction to the national evaluation states that Extension education is:

(1) **Knowledge dissemination** - distribution of information, technology, and skills. Includes checks to verify that information is received and understood.

(2) **Change inducement** - demonstration and other techniques designed to persuade recipients to adopt attitudinal, behavior, or practice changes. Inducing change requires the intervention of some other factor such as economic benefit, social pressure, or availability of other proposals. Technical assistance is a frequent technique.

(3) **Information validation** - provides a check against which citizens can test the reliability and relevance of information for a variety of other sources.

(4) **Capacity building** - efforts to enhance decision-making capacity so that citizens can deal with both increased information and changing situations.

These aspects of education are related to public policy education and public affairs education and public issues.

The use of socio-economic brings up to the **crying areas** for Extension education utilizing public policy education. These touch
the personal, professional, and public pocketbook, emotion, involves others, uses resources, and produces resources.

It affects everything that touches us. You can name them as well as I. Energy, land use, family income, inflation-recession, transportation, equal rights, etc. The methods and techniques most useful in public policy education and decision making are needed by all Extension workers and citizens. These include debate, simulation, resource people, negotiation, question and answer.

Bland Franklin states the following about public affairs involvement of extension agents.

(1) The extension agent has a responsibility to become involved in public affairs issues. If we are so interested in providing information to individuals and individual families to help them make wise decisions, why not provide facts to thousands, maybe millions, to help them make a wise decision.

(2) The extension agent cannot successfully become involved in public affairs education unless he has a tract record of capability, credibility, and producing results.

(3) The extension agent should be aware of the basic prerequisites necessary for establishing and continuing a healthy involvement in public affairs issues—prerequisites such as credibility, working relationships, selection of issues, etc.

(4) The extension agent must realize that it takes an added portion of competence, versatility, and finesse to leap into the public affairs issues arena.

(5) Public affairs involvement has the potential for greater benefits to mankind and greater personal reward for the extension agent.

Public policy education is a part of every complete Extension program task. It can be a specific program objective or a part of all program objectives. People are going to demand it. Are we going to leave the job to media, some other agency or organization?
Now I'm back to why we are here. For me to sanction, challenge, and charge you to go back home from this training to be motivated to have all extension agents involved in public affairs education through training and motivation.

One of the reasons I used the 4-H Pledge earlier is that in almost every new worker orientation and older worker retreading training we bring them up to date on what we think they need to know about 4-H, probably agriculture and the family and maybe CRD. Has any state exposed all personnel to what there is to know and want and ask for and use in Extension Public Policy Education?

I submit to you that we must challenge ourselves to do this for self citizenship in a democratic self-help public access to education for responsible decision making and management of selves and society. I do endorse the Jefferson concept of public policy.

Since I end this session, you do not have equal time to debate with me the value of this important topic to Extension. You may write me. I believe the public is asking--your Dean and Director and mine are asking us to be more productive and accountable for results and public resources. So let's get on with it. We may be at the point to start the new model of the extension agent referred to in the "National Evaluation Study."

Now don't go home with self pity, start self help--go home and get on with it. One fast double approach is each one teach one.

The challenge is to ask you to make full use of your abilities, human energy, or resources.
The motive is to get emotion, a cause to move going through the leaders. You, the leaders in Public Policy Education, can get things done through others—because they want to. You and I know most of it will be voluntary—one's own free will to spontaneously get involved.

Hence, my charge is to entrust you with a responsibility and to hold you accountable for it. I must try to create the change as electricity does to shock and energize you to motor fuel your own motivation.

I end with a basic of educational training and motivation.

I can take a gun with a charge in it and hold it to your head. If you really can't do the job I want you to do, I can train, pour into you the information, knowledge, and skills for you to do it. If you can do the job and don't, I have a motivation problem and "You Really Oughta Wanna" get involved to work on that in yourself and with others.

Thank you for giving me this opportunity to share these thoughts with you.

Remember—Effective Extension Practices Public Policy Education.
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"Turning the Searchlight on Farm Policy." The Farm Foundation. 1952.

APPENDIX A

Public Policy Education--The Midland Case*

A front page story in the November 17th issue of the Midland Courier-Journal announced a decision by the Board of Directors of Alchem Corporation in New York City to locate a plant in Jefferson County one mile south of the city limits of Midland.

Jefferson County is located in the foothills of the Cumberland Mountains and its primary industries are agriculture, lumber and mining, with some light industry spread throughout the county. The Alchem plant would be the single largest employer in the county.

Midland is the largest of two incorporated communities in the county with a population of approximately 9,000. Midland is primarily an agricultural market center with two grain elevators, a livestock auction market, a cooperative feed mill and numerous farm supply dealers and farm machinery dealers. Dairying is relatively important in the county and a cooperative creamery and cheese plant is located on the outskirts of Midland.

Midland is served by the L & N Railroad and a new spur will serve the Alchem plant. With the advent of Alchem locating in Midland the L & N Railroad has shelved plans to abandon the rail line into Midland.

Jefferson County and Midland is traversed by two U. S. highways which intersect in downtown Midland. Route 79 runs north and south through the county, and Route 36 crosses from east to west. An east-west interstate highway runs across the southeast corner of the county approximately 25 miles from Midland and is accessed via Route 79.

*Presented at the Southern Regional Public Policy Education Workshop, Olive Branch, Mississippi, March 30-April 2, 1980. This case study was used as basis for all presentations made at this workshop.
Midland is located on the Towanda River which traverses the county from north to south and serves as the drinking water supply for Midland. The Alchem plant will be located on the Towanda River south of Midland. One of the reasons Alchem was interested in locating in Midland was the availability of substantial quantities of water for its chemical processes. The Towanda River also serves as the municipal water supply for the state capital which is located thirty-seven miles south of Midland in the adjoining county.

According to the information supplied to the Jefferson County Board of County Commissioners, the plant will be located on a one hundred and ten acre tract bordered on the east by the Towanda River and on the west by highway #79. The tract is bordered on the north and south by farmland. Alchem is known to have a six month option to purchase the land.

Alchem indicates its plant will initially employ 250 workers with the employment numbers increasing to 500 within 5 years. The Alchem public relations department estimates that the plant's annual payroll will eventually be $7.5 million with most of it impacting on the Midland-Jefferson County economy. Unemployment in Jefferson County is not a major problem but opportunities for women who want to work have been relatively limited.

The Jefferson County Extension offices are located in the Agricultural Center located one half mile west of the Midland city limits on U. S. highway #36. George Fenton is the County Agent and is assisted by Home Economist, Mabel Thompson and Tim Wallace, Youth Agent and Dairy Specialist.

George Fenton, an agronomist, has been the County Agent in Jefferson County for six years, and served as Assistant County Agent
in a neighboring county for nine years prior to coming to Jefferson County. Until recently George was only casually interested in the problem of growth in the community. Approximately 18 months ago he was appointed to serve as ex officio Agricultural Advisor to the Regional Development Commission. As a result of this appointment he has attended two CRD workshops conducted by the University Extension faculty and at the most recent one he managed to get the Chairman of the County Commission to attend with him.

Alchem's chief legal counsel, Mr. Thomas Bates, appeared at the January 8th meeting of the Jefferson County Board of Commissioners to answer questions on Alchem's request for a building permit. Jefferson County has not implemented county-wide planning and zoning although it has adopted a building code and building permit ordinance. Midland has had city-wide planning and zoning for a number of years. At the commission meeting some opposition surfaced in the form of a request that the commission proceed with due caution in authorizing the building permit. As a result of this citizen request to proceed with caution, the Board deferred action on the building permit until it could hold a public hearing on the matter.

Numerous rumors had been circulating in Midland and the county concerning the nature of Alchem's chemical processes and its record of public service in other communities throughout the country. Most of these rumors indicate that Alchem's chemical processes are quite dirty relative to air and water pollution and that other communities have had to take them to court to clean-up their operations.

The Midland Chamber of Commerce has been working secretly on the Alchem deal for over a year and has publicly expressed its delight over the November 17th announcement by Alchem. The president of the
Chamber of Commerce, Johns Hopkins, owner and president of Hopkins Ford Motor Company announced in a press conference that Alchem's decision to locate in Midland was a major achievement for the area and predicted that it would mean a new surge of prosperity for the area. The Midland Courier-Journal has been cautiously optimistic about the new plant and in its editorial page has asked that the citizens of Midland and Jefferson County express their opinions about Alchem's decision.

At the public hearing held on February 9th presentations favorable to the new plant were made by Alchem, the Chamber of Commerce, the Midland Association of Real Estate Brokers and Local 378 of the United Mine Workers of America. Testimony which was opposed or at least questioning the decision was presented by the League of Women Voters, the Jefferson County Farm Bureau and the Governor's office.

In their testimony, the real estate brokers indicated that three national fast food chains, McDonald's, Hardee's, and Sambo's, had taken options on sites between the new plant and Midland.

The Farm Bureau expressed concern about what the new development would do to land values and taxes. They expressed the view that the demand for land on which to build houses and service facilities would drive up land prices and providing public services to these new families and the plant would increase taxes county-wide. Additionally, the Farm Bureau was concerned with pollution in the Towanda River which passes through a number of dairy farms below the proposed plant site.

The League of Women Voters expressed concern about the new families moving into the area and what this would do to community services such as schools, sewage, water supply, police and fire protection, and garbage collection and disposal. In response to the employment situation in
Jefferson County the League requested that Alchem consider creating opportunities for employing women in the plant. In summary, the League challenged the Board of County Commissioners and the City of Midland to come up with a plan to handle these anticipated problem areas.

The representative from the Governor's office testified that there is deep concern in the state capital about what the plant will do to its water supply, the Towanda River. He indicates that the citizens in the capital are demanding to know the amounts and kinds of chemicals which Alchem might deliberately or accidentally dump into the river. The Governor's representative indicated a willingness to work with city and county officials to facilitate the plant but warned that unless the citizen concern was satisfied there was the possibility of a court injunction to stop construction of the plant.

Citizen testimony at the hearing indicates a concern that the local elementary schools will be unable to cope with the increased number of children and rumor has it that grades K to 6 will have to go on double shifts. The working mothers in the community are upset with this possibility because of increased babysitting problems.

The residents of Hillcrest Manor, an exclusive subdivision across the river from the proposed plant site, testify to the fact that the prevailing winds will be from the plant and they are concerned about their property values if the plant produces dust or noxious odors.

An individual speaking for the elderly citizens of the community expresses concern over the increased traffic the plant will generate and, the danger this poses in the downtown area for elderly pedestrians.

Differences of opinion about the role and requirements of state and federal agencies in environmental concerns were evident at the hearing.
The Chamber of Commerce representative was of the opinion that no environmental impact study would be necessary, but others thought that the State Department of Natural Resources or the Regional Development Commission would have to conduct a study on the environmental impact of the new plant.

Following the public hearing, which was reported in considerable detail by the Midland Courier-Journal, the newspaper published a series of articles raising questions about the impact of the new plant on the community but furnished little concrete evidence to improve citizen understanding of the issues. Church groups, civic groups, homemakers clubs and farm groups have added to the confusion by taking positions pro and con on the location of the plant in Jefferson County.

With the assistance of the Midland Chamber of Commerce, Alchem ran a series of paid advertisements in the newspaper extolling the benefits which would accrue to the community if the plant were located in Midland.

On October 3rd the Chairman of the County Commission asked George Fenton, the County Agent, to attend a meeting in the Courthouse. The meeting was attended by most of the county commissioners, the county engineer, the building inspector, the county attorney, the sheriff, the superintendent of schools, the Mayor of Midland and George Fenton.

After considerable discussion pro and con about the Alchem plant, the Chairman of the County Commission asked each department head to prepare a statement of what he felt the impact of the plant would be on his department. In addition he asked George Fenton to prepare a report on what resources were available from his office and the state university to assist them in shedding some light on the controversy which was rapidly developing in the community.
Immediately upon returning to his office, George called a meeting of his staff to figure out what to do about this request for assistance.

Prepared by a Subcommittee of the Southern Extension Public Affairs Committee.

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SRDC Series Publication No. 36
April 1980