National Agricultural Lands Study

Co-chaired by the Secretary of
Agriculture and the Chairman of the
Council on Environmental Quality

Summary of the Dubuque, Iowa Agricultural Lands Workshop

November 7-9, 1979

Workshop organized by the North Central Regional Center for Rural Development
and the Colleges of Agriculture in the North Central Region

NORTH CENTRAL REGIONAL CENTER FOR RURAL DEVELOPMENT

PREFACE

In June, 1979, the Council on Environmental Quality and the United States Department of Agriculture agreed to jointly sponsor a national study of the availability of the nation's agricultural lands, the extent and causes of their conversion to other uses, and the ways in which these lands might be retained for agricultural purposes.

The scope of the study was to determine and evaluate:

1) The quantity, quality, location, and ownership of the nation's agricultural lands.
2) The impacts of industrial, urban, transportation, and energy development, and other competing land uses on the future availability of agricultural lands and the impacts on related agricultural services (credit, marketing, etc.).
3) The urban effects of agricultural land retention.
4) The effects of federal and state programs, policies, laws, and regulations on agricultural land. (Such functions as community and rural development, public works construction, energy regulation, pollution abatement, and technical and financial assistance programs were to be considered, as well as the impacts of state and federal water and land use policies on the availability of agricultural lands.)
5) The impacts of agricultural land losses on the nation's capacity to meet future domestic demand for food, fiber, and energy.

6) The impacts of agricultural land losses on the nation's capacity to develop future foreign policies relating to international trade (including the balance of payments) and humanitarian assistance.

7) The economic, social, and environmental effects of converting additional lands to agricultural use.

8) The economic, social, and environmental effects of alternative methods for preventing or retarding the conversion of agricultural lands to nonagricultural uses.

9) Techniques and methods for maintaining agricultural land availability.

10) The relative roles of the private sector, local, state, and federal governments in implementing methods for retaining agricultural lands.

11) Ways in which federal agency programs and activities might be made more consistent with the objective of retaining prime agricultural lands and with local and state programs designed to meet the objective.

The study is to culminate in a report to the President in January, 1981.

As a part of the total process, a public involvement phase was implemented in the fall of 1979. Seventeen workshops were held throughout the country. Citizens representing many perspectives and interests regarding agricultural land attended these workshops.

The responsibility for organizing and implementing the workshops was assumed by the four Regional Centers for Rural Development located

at Cornell University, Ithaca, New York; Iowa State University, Ames, Iowa; Mississippi State University, Mississippi State, Mississippi; and Oregon State University, Corvallis, Oregon. Funds for the workshops were provided in part through a cooperative agreement with the U.S. Department of Agriculture and the National Agricultural Lands Study Task Force. Eleven federal agencies participated in the study.

This report summarizes the workshop held in Dubuque, Iowa, on November 7-9, 1979. The North Central Regional Center for Rural Development at Iowa State University, in cooperation with the Colleges of Agriculture in the region, organized and implemented this workshop.

January, 1980

Ronald C. Powers, Director
North Central Regional
Center for Rural Development

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INTRODUCTION

The Agricultural Land Workshops were designed to receive maximum input from participating citizens. Nearly 75 percent of the workshop time was allocated to small group discussion in groups of seven to twelve people. The agenda (Figure 1) was organized to accomplish four objectives:

1) To identify the issues and concerns about agricultural land.
2) To propose solutions to the priority issues and concerns, including identification of what should be done and who (individuals, private organizations, and/or levels of government) should be involved.
3) To identify the underlying values which influence people's positions on agricultural land issues and the proposed solutions.
4) To identify instances of success or failure in attempts to preserve or conserve agricultural land.

The procedures used in the workshops--which were adaptations of the nominal group technique and force field analysis--insured that all participants made input and had the opportunity to express their views about the product of the entire workshop. The procedures also insured that diversity as well as consensus would be reflected in the discussions and the summary. The rationale for this procedure, as opposed to a consensus-only approach, is based on the notion that policy makers--for whom this report is intended--need to see the range of opinion and extent of disagreement as well as the consensus in order to devise specific policy proposals which ultimately have to obtain

AGRICULTURAL LANDS WORKSHOP PROGRAM

NORTH CENTRAL REGION

Day 1

2:00-5:00 p.m.
Training for Discussion
Facilitators and Recorders
Robert Bright
University of Wisconsin

5:00-8:00 p.m.
Registration

7:00-9:00 p.m.
Informal Reception
for Participants

Day 2

7:00-8:15 a.m.
Registration
Continental Breakfast

8:30
Opening Session
Introduction
NALS Staff Member

Workshop Overview
Ronald C. Powers, Director
North Central Regional
Center for Rural Development

Agricultural Land: An Overview
Raleigh Barlowe, Professor of
Resource Development
Michigan State University

or

Richard Barrows, Professor of
Agricultural Economics
University of Wisconsin

10:00
Break

10:30
Concurrent Discussion Sessions

Focus: Agricultural Land - What are the Issues and Concerns?

12:00
Lunch

1:15
General Session - Summarizing the Issues and Concerns

2:00
Concurrent Discussion Sessions

Focus: What are people doing and what do they want to have done about the major agricultural land concerns? Who should be taking action?

5:00
Adjourn

5:30
Social Hour

Day 3

7:00-8:15 a.m.
Continental Breakfast

8:30
Concurrent Discussion Sessions

Focus: Experiences with agricultural land conservation and retention techniques. How do they work? What values of importance are affected?

10:00
Break

10:30
General Session - Summary of Discussion Groups and Individual Preferences

12:30
Adjourn

Figure 1. Agenda for all Agricultural Land Workshops in the North Central Region.

majority consensus. A shortcoming in most consensus-only procedures is the suppression of important differences, which in the aggregate, may eventually overwhelm a "weak" consensus.

The flow of the workshop also was deliberate. The opening session included a brief orientation to the role of the citizen involvement phase in the total National Agricultural Lands Study and an Overview of Agricultural Lands in the United States, the North Central Region, and the three to four states contiguous to the workshop site. Broad areas of concerns which have been expressed by the public were identified, but there was careful attention given to not answering the question central to the first set of small group discussions, namely, the issues and concerns which the people attending the workshop thought were important. The orientation and overview presentation did broaden the agenda beyond the question of retaining farmland. That has been the central theme in the National Agricultural Lands Study Task Force. Early in the discussions which the Regional Centers had with the Task Force it was pointed out that participants in such workshops would have additional concerns beyond retention of prime land in agriculture. It was agreed that the charge to the workshops should be broader--allowing for any issues related to quantity and quality of farmland to be discussed. As will be noted in this summary report, participants did have high priority concerns which extended beyond ways to retain land in agriculture.

In the first session of the discussion groups the charge was to identify all issues and concerns and then to prioritize these into the top three to five issues. These were reported back to the total work-

shop immediately after lunch. In the second session of the discussion groups, each group chose to work on one or two of the priority problems they had identified in the morning. The objective was to analyze the reasons the problem existed and to explore possible ways to solve the problem. This culminated in a set of outcome statements (usually three to five) from each discussion group. An outcome statement was to reflect what should be done and who should be involved in the solution process. These statements were typed and reproduced overnight. At the final plenary session on the second day, each participant had the opportunity to indicate the extent to which he/she agreed or disagreed with each statement and to write in additional comments. This data set is the base for the section of this summary report which analyzes what participants believe should be done to preserve and conserve agricultural lands.

The third and last session of the discussion groups focused on two questions. The first was related to techniques used to preserve and conserve agricultural lands. After identifying several of the techniques, each individual was given an opportunity to choose one or more of the techniques and to reflect what he/she perceived to be the strengths and weaknesses of the technique.

The second question pertained to the values which influence people's perception of the issues as well as their choices for solution. Each participant responded in his/her own words to this question.

The remainder of this report is organized as follows:

1) The Farmland Retention Issue: A Midwestern Perspective

2) Small Group Discussion Summary: Listing of Priority Concerns, Grouping of Priority Concerns, Analysis of Outcome Statements, Implementation Techniques

3) Values Related to Agricultural Land

4) The Characteristics of the Workshop Participants

5) Acknowledgements

6) Appendices: Appendix A - Total List of Concerns

Appendix B - Total Outcome Statements Response Frequencies

Appendix C - List of Participants

THE FARMLAND RETENTION ISSUE:

A MIDWESTERN PERSPECTIVE

by

Raleigh Barlowe

Richard L. Barrows

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Paper prepared for presentation at National Agricultural Lands Study workshops at Dubuque, Iowa; on November 8; Moorhead, Minnesota, on November 14; Fort Wayne, Indiana, on December 4; and Kansas City, Missouri, on December 11, 1979 December 1979.

December 1979

America's Midwest has often been called the nation's breadbasket. This description is appropriate because the 12-state North Central Region that stretches from Michigan and Ohio westward through the Dakotas, Nebraska, and Kansas contains nine of the nation's top eleven agricultural producing states. It accounted for 43.7 percent of the nation's total reported value of farm marketings in 1977 and represents one of the world's most productive agricultural areas.

Except for the forested counties of the three Northern Lake States, almost all of the North Central Region is well-suited for agricultural use. It has a higher proportion of its total area in farms than any other region; it contains an inordinate share of the nation's more productive soils; and climatic and precipitation conditions favor the culture of corn, wheat, sorghum, soybeans, and other temperate region crops along with the maintenance of a livestock economy.

Explorers and frontiersmen recognized the natural advantages of the region for agricultural use at an early date. This awareness prompted a steady flow of settlers into the region during the 1800s. Frontier families cleared much of the forest cover of the eastern states of the region as they carved farms out of the wilderness. Later settlers faced different challenges as they ploughed and fenced the open grasslands found farther west. Farm-making was a primary goal with most of these pioneer settlers; most expected to live in an agrarian, agricultural production-oriented society.

The situation changed with passing time. Like the nation as a whole, the Midwest can no longer be described as primarily agricultural. With the rapid growth of Chicago, the population of Illinois became more urban than rural in 1900. Other states followed (Ohio in 1910; Indiana and Michigan in 1920; Minnesota, Missouri, and Wisconsin in 1930; Kansas in 1950; and Iowa in 1960); and with this trend more and more farm people shifted to urban and suburban employment. Farm science has made it possible for those who have remained on farms to greatly increase total farm output; but a possible threat to the region's and the nation's future agricultural production capacity is emerging with increasing market demands for the shifting of agricultural lands to non-agricultural uses.

Agricultural Land Use Trends

Review of the agricultural land use trends for the United States shows that after a long period of expansion in the number of farms, acreage in farms, and acreage used for crop production that all of these totals have decreased in recent decades. Farm numbers exceed the six million mark in every census between 1910 and 1940 and reached a peak of 6.8 million in 1935 but have dropped steadily since then to a total of 2.3 million farms in 1974. Total acreage included in farms rose from national totals of 294 million acres in 1850 and 841 million acres in 1900 to a high of 1,161 million acres in 1950 but then started a gradual decline to 1,017 million acres in 1974. Meanwhile, cropland acreage reached a peak of 409 million accres in 1950 and then gradually

dropped to 382 million acres in 1974. Comparison of the census totals for 1950 and 1974 show that the nation lost 57.4 percent of its farm operators, 13.5 percent of its land in farms, and 6.6 percent of its cropland acreage in this 24 years.

Farmland-use trends in the North Central Region have generally paralleled those for the nation as a whole. Some of the trends for the region and for specific states, however, differ from the national picture. In 1940, the region had 2.1 million farms or 34.4 percent of the nation's total. By 1974, this total had dropped to 1,017,367 farms but the region now had 44 percent of the nation's farms.

Farmland and cropland acreage data for the 12 North Central states are reported in Tables I and II. These tabulations show that farmland acreages were at their peak in the eight eastern states of the region in 1945 while the peaks for North Dakota and South Dakota came in 1954 and Kansas and Nebraska in 1964. Cropland totals were at their peaks in all but two states in 1940 and reached their highest levels in Iowa and North Dakota in 1969.

All of the eastern states except Illinois experienced substantial decreases in farmland and cropland area between 1945 and 1974. In Michigan, for example, total farmland dropped from 18.4 million acres in 1945 to 10.8 million acres in 1974 while total cropland declined from 11.9 million to 8.0 million acres. Smaller decreases occurred in most of the other states; but North And South Dakota added to their acreages of both farmland and cropland during this period while Illinois, Iowa, Kansas, and Missouri added cropland.

Table I. Farmland Acreage by Census Years, 1940-1974, North Central States
(thousands of acres)

State	1940	1945	1950	1954	1959	1964	1969	1974
Ohio	21,907.5	21,927.8	20,969.4	19,991.6	18,506.8	17,619.2	17,111.5	15,668.2
Indiana	19,800.8	20,027.0	19,658.7	19,232.8	18,613.0	17,933.2	17,572.9	16,785.2
Michigan	18,038.0	18,392.2	17,270.0	16,466.8	14,782.5	13,599.0	11,900.7	10,832.2
Wisconsin	22,876.5	23,615.0	23,221.1	22,507.3	21,156.2	20,377.6	18,109.3	17,624.8
Illinois	31,032.6	31,602.2	30,978.5	30,398.5	30,327.3	29,957.5	29,913.2	29,094.8
Iowa	34,148.7	34,453.9	34,264.6	34,044.5	33,381.0	33,758.3	33,569.6	33,044.8
Missouri	34,739.6	35,278.3	35,123.1	34,195.4	33,155.2	32,691.6	32,420.3	29,801.1
Kansas	48,173.6	48,589.4	48,611.4	50,023.5	50,152.9	50,271.1	49,390.4	47,945.7
Nebraska	47,344.0	47,752.9	47,466.8	47,486.6	47,755.7	47,792.7	45,834.0	46,172.0
Minnesota	32,607.0	33,140.0	32,883.2	32,284.5	30,796.1	30,805.0	28,845.2	27,605.2
North Dakota	39,473.6	43,032.0	44,785.5	44,949.5	44,850.7	45,567.3	45,584.2	45,977.8
South Dakota	37,936.1	41,001.2	41,194.0	41,876.9	41,465.7	42,717.4	43,117.8	42,387.4
Total	338,078	398,812	396,426	393,458	385,393	383,090	373,369	362,939

Table II. Total Cropland Acreage by Census Years, 1940-1975, North Central States
(thousands of acres)

State	1940	1945	1950	1954	1959	1964	1969	1974
Ohio	15,658	13,302	13,379	12,799	12,255	11,864	12,447	11,766
Indiana	14,650	13,540	13,828	13,828	13,660	13,317	13,552	13,198
Michigan	11,899	11,210	11,043	10,788	9,957	9,455	8,580	8,005
Wisconsin	13,038	12,683	12,906	12,680	12,250	12,043	11,564	11,669
Illinois	25,133	23,583	23,943	23,745	23,960	23,868	24,829	24,400
Iowa	27,548	24,942	26,049	25,981	26,402	26,356	27,739	27,278
Missouri	23,007	16,857	18,757	17,705	21,930	22,243	22,312	21,321
Kansas	34,193	28,436	29,440	29,577	29,624	29,421	31,768	29,984
Nebraska	25,415	23,429	23,776	22,868	22,828	22,100	22,223	22,213
Minnesota	22,974	22,292	22,461	22,193	21,930	22,243	22,312	21,321
North Dakota	27,101	25,103	27,628	27,700	27,707	27,446	29,459	29,185
South Dakota	23,169	18,503	19,822	19,628	19,165	18,707	19,883	19,192
Total	263,785	233,880	241,032	239,492	237,908	234,780	245,266	237,550

Total area in farms dropped 33.5 million acres or 8.5 percent for the region between 1950 and 1974. This was a slower rate of decline than the national average and left the region with 35.7 percent of the nation's farmland in 1974 as compared with 34.1 percent in 1950. Meanwhile, the total acreage in cropland declined 3.5 million acres (1.4 percent). This rate of decline also was below the national average and left the region with 54.0 percent of the nation's cropland in 1974 as compared with 50.4 percent in 1950.

Total cropland dropped 7.7 million acres between 1950 and 1974 in the five states of Indiana, Michigan, Minnesota, Ohio and Wisconsin while an increase of 6.4 million acres was reported for the five states of Illinois, Iowa, Kansas, Missouri, and North Dakota. The increase from 165.9 to 168.5 million acres of cropland reported for the West North Central states (Minnesota, Iowa, Missouri, North Dakota, South Dakota, Nebraska, and Kansas) for this period came at a time when only one other region in the nation, the Mountain Region, reported an increase in cropland area.

Significance of Land Use Trends

The significance of these land use trends for farmland retention decisions depends very much upon who interprets them. Proponents of farmland protection can view the decreases in farm and cropland area and the prospects of significant additional decreases in the years ahead with considerable alarm. Others can speak with optimism of increases in cropland acreages in the nation's breadbasket area during

the 1950-74 period. The problem of farmland losses is obviously most acute in the urbanized eastern states of the region. Whatever significance it has, however, affects the entire region and the nation.

It is a normal reaction for people to ask: Where are these trends taking us? Do they pose a threat to our future production capacity or to the nation's welfare? If the trends are temporary or a passing phenomenon, people may be well advised to ignore them. If, on the other hand, one accepts the premise that necessary farmlands are being lost and that programs are needed to insure their retention, it is easy to assume that we should proceed to discussions of policy alternatives and to the devising of possible solutions.

Answers to several other important questions should be sought before we proceed with discussions of what we can or should do in dealing with farmlands. We need to know how much farmland we are losing, where and to what uses this land is going, and the potential effects of these losses on our agricultural production capacity. Information and understanding is needed concerning the impacts of other factors and forces on agricultural lands. We should also give careful consideration to the concerns American people have about the use and management of agricultural lands.

Primary emphasis will be given in the discussion that follows to a brief listing and analysis of some of the leading trends and concerns that impact on our use of agricultural lands in the Midwest. This

discussion will be followed by a short statement identifying the alternative policy approaches various levels of government can and have used in dealing with the farmland protection issue.

Factors and Concerns Affecting Farmlands

Changes in agricultural land use do not occur in isolation. The trends reported above reflect the response of thousands of individual operators to a wide assortment of differing opportunities, pressures, and perceptions of what they should do. Some of these relate to urbanization and off-farm work opportunities, some to reactions concerning domestic and world markets for farm products, some to energy and other input supply problems, and some to changing institutional arrangements and popular perceptions of rural life. The past decade has witnessed significant changes in all of these major social and economic forces. How we will view our farmlands in the future also will be affected by concerns about the viability of our future agricultural production base, the impact of current and expected programs on the quality of this production base, the economic future of farming, and the values of rural living.

Urbanization

Urbanization has had a two-fold impact on the retention of land in farms. As the population of the nation and various states has become more urban, cities have emerged and spread outward to cover areas once used for agriculture. Industrial and urban developments also have brought new employment opportunities that have induced large numbers of farm people to leave their farms.

Most of the land area now occupied by cities and towns was once used for agriculture. It is an expected feature of the land use succession process for towns to develop at strategically located sites in agricultural areas and then expand outward onto farmlands. This expansion onto farmlands is necessary in some instances because the towns and cities that start as trade centers for agricultural areas must expand on farmlands if they are to expand at all.

Precise information is not available concerning the acreages of farmland that have been lost to urban developments in the Midwest. The U.S. Department of Agriculture has reported data for the nation which shows that the total area classified as urban increased from 18.3 million acres in 1950 to 31.0 million in 1969 and 34.8 million acres in 1974 while the area used for airports, railroads, highways and roads rose from 23.8 million acres in 1950 to 26.0 million in 1969 and 26.3 million acres in 1974. Taken together, the areas used for these urban-associated uses increased from 42.1 million acres in 1950, to 57.3 million in 1969, and 61.1 million acres in 1974. This represents an average shift of 792,000 acres a year between 1950 and 1974, and 760,000 acres a year between 1969 and 1974, most but not all of which involve lands taken from agricultural use.

Studies conducted by the Soil Conservation Service suggest that substantially larger areas have shifted from agricultural to urban-associated uses. The differences reported stem largely from reliance on different definitions of what constitutes urban land use.

The USDA definition limited urban places to areas included in central cities, suburban fringe zones, and other incorporated and unincorporated places with populations of 2,500 or more. The SCS definitions, in turn, went farther to include smaller suburban developments, scattered rural home sites, and in some cases farmlands that had been acquired for and were still awaiting development. These definitions are more inclusive because they recognize the dispersed nature of many of the conversions of farmland for urban uses plus the fact that large areas of farmland have been idled because of the urbanization process.

General observations in the North Central Region suggest that 12 to 14 million of the 33.5 million acres that dropped out of agricultural use between 1950 and 1974 were lands that shifted out of farming in the northern Lake States because their operators considered them as unprofitable for continued agricultural use. Of the remaining 20 to 22 million acres, around five or six million acres probably shifted to the USDA classification of urban areas. An additional area of between 10 and 15 million acres shifted to various suburban residential, industrial and commercial developments, rural homesites and industries, idled undeveloped speculation holdings, airports, highways, park and recreational areas, and other urban-associated uses.

A study of the aerial photographs of 53 rapidly urbanizing counties during the 1960s and early 1970s indicates that only 35 percent of the land taken for urban developments was cropland. This

suggests that only 250,000 to 300,000 acres of the areas that have been shifting each year into the USDA urban classification have been cropland. This standard is probably too low for use in the Midwest where high proportions of the land taken for urban uses have agricultural potential. Data from the Soil Conservation Service's Conservation Needs study shows that of the lands converted to urban uses between 1967 and 1975, 82 percent in the Plains States (North Dakota, South Dakota, Nebraska and Kansas), 72 percent in the Corn Belt (Ohio, Indiana, Illinois, Iowa, and Missouri) and 69 percent in the Lake States (Michigan, Wisconsin, and Minnesota) involved good agricultural land (SCS classes I-III).

In addition to the role it plays in creating demands that call for takings of agricultural lands, urbanization also has other distracting impacts on farming operations. Three of the most important of these involve the attraction good farmland offers for urban developments, the effects that the possible receipt of capital gains from land sales has on farming operations, and the impact scattered acquisitions of land for urban-associated uses have on local property taxes.

Much has been said about the need for protecting prime and unique agricultural lands for continued agricultural use. Past experience shows, however, that even when developers have opportunities to use lands with low production values for agriculture, they frequently prefer locations on good agricultural sites. Flat, well-drained lands that are ideal for farming purposes usually involve lower development costs than hilly or rough areas. The market-minded developer also wants sites that are served with roads, schools, power, and other

public utilities and services. This community infrastructure is already available in good agricultural areas while its provision could involve added development costs if developments were located on sites with lower potentials for farm use.

Farmland owners often greet the approach of urban pressures with expectations of sizeable capital gains to be secured from the sale of their properties. The prospects for these sales are sometimes very real and sometimes merely imagined. In either instance, an owner's expectation that he may realize a substantial capital gain from the future sale of land for a nonfarm use can have a significant impact on managerial plans and decisions. An owner who hopes and expects to sell out in a few years may taper off or discontinue his normal outlays for repairs and maintenance. Buildings, fences, and drains may be allowed to deteriorate, and needed investments for improving farm productivity will be neglected. A chain of managerial decisions can logically follow that reduces the agricultural production value of the property and makes the land a prime candidate for redevelopment for another use.

Purchases of farmland areas for scattered homesites and developments also can have important negative effects in blighting the use of areas around cities for continued agricultural use. This blighting process is caused in part by our property tax assessment standards which call for the assessment of real properties at their highest and best use values. Sales of scattered homesites and subdivision tracts often lead to higher assessed values for surrounding agricultural properties even when existing demands can be filled with the taking of only small segments of the total affected areas. The

movement of suburban families into fringe area communities can also lead to new pressures for schools and other public services which in turn lead to rising millage rates. Farm operators who really want to continue their farming operations often find that this combination of higher assessed valuations and rising millage rates adds up to a growing economic pressure to liquidate their farming operations and either move to another area or turn to a different activity.

Off-farm Employment Opportunities

The bright lights of the city have long had a magnetic appeal for farm people. Thousands of farm workers and farm families in the Midwest have moved to towns and cities and accepted nonfarm employment. This acceptance of urban-oriented employment opportunities has played a major role in the past in drawing surplus workers out of agricultural communities and in providing attractive work alternatives to those operators who have found their operations unprofitable because of the inadequate size, undercapitalization, or low productivity of their farms.

A new dimension of this phenomenon is now emerging with the tendancy of large numbers of operators to work both on and off their farms. Table III reports data from the 1959 and 1974 Census of Agriculture on off-farm work acitvities. In 1959, 586,195 farmers, 40 percent of the total number of oprators, reported some off-farm work. In 1974, 395,209 farmers, 39 percent of the total number of operators, reported similar off-farm work activity. Neither total is complete as large numbers of operators did not answer this question. It is

Table III. Operators Reporting Off-Farm Work, 1959 and 1974, North Central States

States	1959			1974		
	Total number of operators	Reporting off-farm work	100 days or more of off-farm work	Total number of operators	Reporting off-farm work	100 days or more of off-farm work
Ohio	140,353	71,886	53,272	91,237	49,095	41,773
Indiana	128,160	63,675	46,437	86,898	44,590	37,631
Michigan	111,817	60,626	47,161	63,602	34,349	29,418
Wisconsin	131,215	53,092	31,499	88,424	33,542	26,148
Illinois	154,644	58,527	33,815	110,182	43,135	32,053
Iowa	174,707	53,512	23,679	124,675	38,253	25,407
Missouri	168,672	74,044	50,148	114,827	52,359	42,829
Kansas	104,347	44,995	24,852	78,355	29,601	21,642
Nebraska	90,475	25,500	10,167	66,264	17,251	10,548
Minnesota	145,662	50,813	25,143	97,693	32,260	23,067
North Dakota	54,928	15,936	5,812	42,522	10,568	5,742
South Dakota	55,727	14,589	5,430	42,224	10,206	5,865
Total	1,460,707	586,195	357,415	1,007,903	395,209	302,123

significant, however, that two-fifths of the operators reported compensated work off their farms and that 61 percent of those who reported off-farm work in 1959 worked 100 days or more off the farm during the year while 76 percent did so in 1974.

Substantial numbers of farm operators appear to be increasingly dependent upon off-farm employment incomes. Much of this work is related to agribusiness and farm-oriented employment. But in many areas, farmers are working in nearby industries or are commuting many miles each day to jobs in commerce or industry. Table III indicates that more than half of the farm operators in Indiana, Michigan, and Ohio and more than a third in Illinois, Kansas, Missouri, and Wisconsin reported off-farm work in 1974, and that more than 80 percent of these workers reported 100 days or more of off-farm work in Indiana, Michigan, Missouri, and Ohio.

Off-farm work can be used to support continued farming activities. This is the case when operators use their off-farm income to supply needed capital for their farming operations and when the work is viewed as a means to that end. A different outcome may result when operators become increasingly dependent on their off-farm jobs for living expenses, when jobs compete time-wise with farming activities, when operators cease farming operations on much of their agricultural land, or when operators stop farming altogether. One can assume that many of the part-time farmers of 1959 had shifted to the "no longer farming" category by 1974. In many instances, they still lived on the farms they had once operated. Insofar as they retained their farmlands or

leased them to others, their holdings could still be considered as farmland. When their new emphasis caused them to shift their holdings to other uses, however, the land was often lost for farming.

Domestic and World Markets for Farm Products

Adequate markets for farm produce that will insure reasonable farm prices have long been a concern for farmers. As Figure I shows, America's farmers have increased their total output sufficiently since 1930 to more than keep ahead of population increases. This has resulted in agricultural surpluses and suggests the prospect of additional surpluses in the years ahead. Production surpluses have been a common occurrence in the past. Except for the World War II period and the world food shortage years of the early 1970s, surpluses have been a problem in almost all of the 60 years since the end of World War I.

The handling of agricultural production surpluses has been the central issue in American agricultural policy since the 1920s. If no answers to or uncertainties concerning the surplus problem were in sight, arguments for saving agricultural lands would lose much of their meaning. Analysis of the market situation for recent years, however, suggests that foreign markets can absorb our surpluses and that additional production for these markets is badly needed to help balance the nation's demand for imports.

Foreign demands vary from year to year in response to changing production conditions abroad. Overall, the prospects for a high level of foreign demand are good because the United States and Canada are the

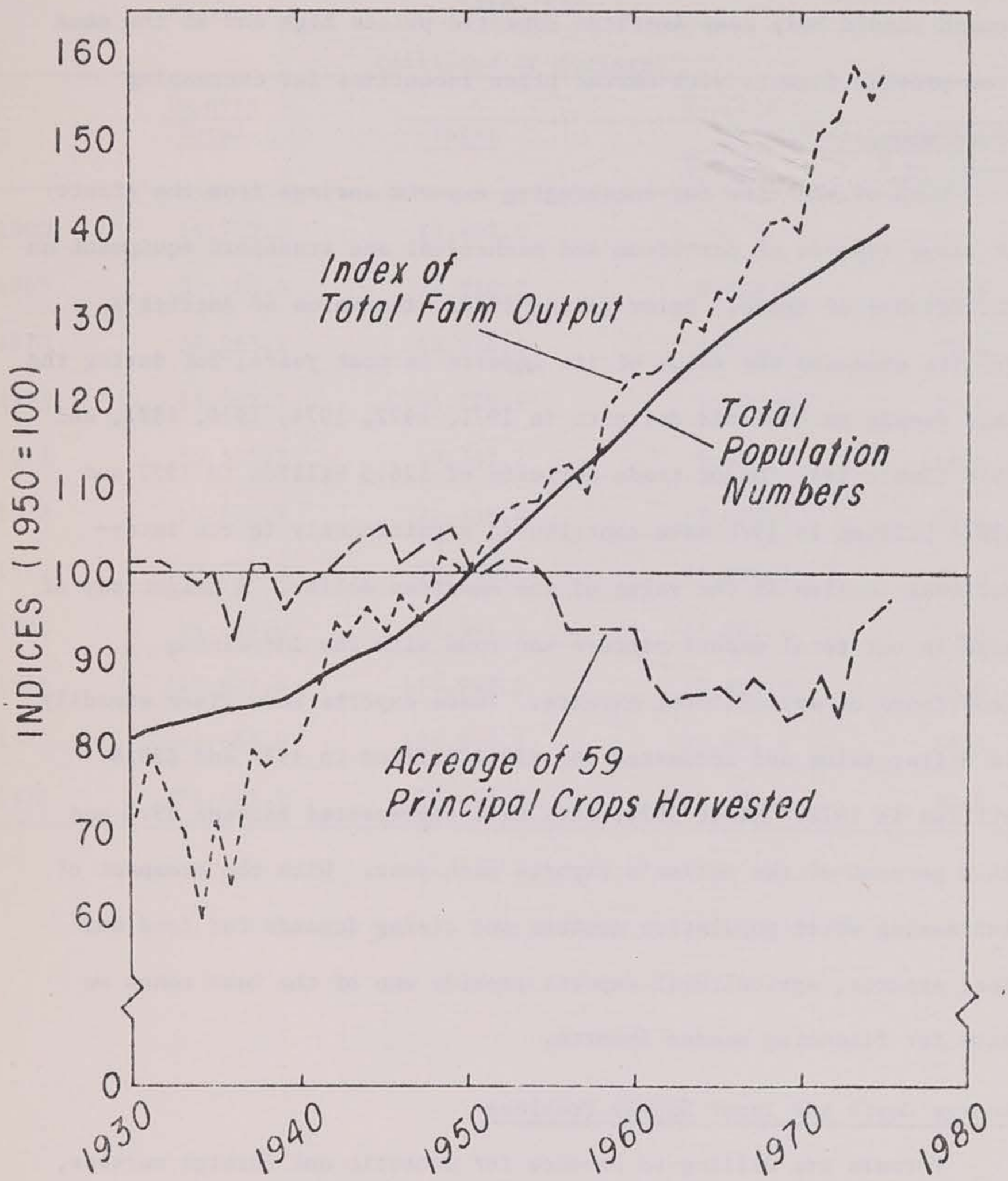

Figure 1. Comparison of Trends in Total Farm Output, Total Population Numbers, and Acreage Use for Principal Crops Harvested, United States, 1930-1976

(1950 = 100)

only nations with much potential for producing crops for export. This demand should help keep American domestic prices high and at the same time provide farmers with market price incentives for increasing production.

Much of the case for encouraging exports springs from the effect of large imports of petroleum and mechanical and transport equipment on our balance of trade. Prior to the 1970s, the value of America's exports exceeded the value of its imports in most years; but during the past decade we have had deficits in 1971, 1972, 1974, 1976, 1977, and 1978 (Table IV). Major trade deficits of $26.5 billion in 1977 and $28.4 billion in 1978 have contributed significantly to the international decline in the value of the American dollar. A bright ray of hope in our total export picture has come with the increasing importance of agricultural exports. These exports have risen steadily in dollar value and accounted for $23.7 billion in 1977 and $29.4 billion in 1978. Since 1973, they have represented between 19.5 and 24.8 percent of the nation's exports each year. With the prospect of increasing world population numbers and rising demands for food and feed exports, agricultural exports provide one of the best means we have for financing needed imports.

Energy Costs and Input Supply Problems

Farmers are willing to produce for domestic and foreign markets, but they need some assurance that they can secure necessary supplies of inputs at a reasonable price. Until recent years the cost of supplying petroleum products, natural gas, and electricity for farming operations has been low enough that separate classifications for these inputs

Table IV. Value of imports of the United States, selected years 1960-1978

(millions of dollars)

	Imports	Exports		
	Total	Total	Agricultural exports	
			Value	% of Total
1960	14,722.0	19,402.0	--	--
1965	21,366.4	27,346.2	6,228.9	22.8
1970	39,963.2	43,226.4	7,173.7	16.6
1971	45,562.7	44,129.9	7,698.0	17.4
1972	55,555.2	49,767.7	9,409.6	18.9
1973	69,475.7	71,338.8	17,680.6	24.8
1974	100,251.0	98,507.2	21,996.1	22.3
1975	96,116.0	107,591.6	21,885.7	20.3
1976	120,677.4	114,997.2	22,996.3	20.0
1977	147,685.0	121,212.3	23,671.0	19.5
1978	172,025.5	143,659.9	29,406.9	20.5

have not been reported by the United States Department of Agriculture. This situation is changing fast. As we look to the future, it seems almost certain that the cost of petroleum products will continue to rise. This will affect the cost and availability of numerous agricultural inputs such as commercial fertilizers. But most important, it will affect the cost of farm power and make the cost of energy a limiting and strategic factor that can seriously affect future agricultural production.

Energy shortages can have several other effects on farmlands. Should fuel shortages bring a cutback on automobile use, the energy problem could bring pressures for recentralization of urban functions. Families would want to live closer to their work and cities would have incentives to become more compact. This trend would reverse much of the current suburbanization pressure for taking farmlands. Potential answers to the energy problem also could call for the cultivation and use of large areas of farmland. This would be the case if the nation were to give heavy emphasis to producing crops for the manufacture of alcohol. Other types of problems for farmland can arise if the solutions for the energy problem call for increases in strip mining. Productive soils can be buried beneath overburden. Local water supplies also may be diverted away from agriculture if water is used for moving coal slurry or for the processing of energy resources.

Changing Institutional Arrangements

Government policies and regulations can have important implications for the saving of farmlands. Programs for draining or irrigating lands adds to the nation's stock of agricultural lands.

Conservation and soil improvement programs can protect and upgrade the productivity of lands now in use. Zoning ordinances, land use regulations, and designations of agricultural districts can be used to protect farmlands from possible development. Ordinances and court decisions that restrict farming practices and decisions to reserve areas with agricultural potential as parks, forests, or wildernesses can have adverse effects on agriculture.

Most farm people support the goals of environmental enhancement and protection, but many decisions and policies pushed for this purpose have resulted in constraints on agricultural practices.

Most of the great forward strides in farm science since 1800 have involved the acceptance of mechanical, biological, and chemical developments. Rising energy costs can have adverse effects on future mechanical developments. Fears and uncertainties concerning possible mutations pose barriers for new biological developments, and regulations affecting the use of chemicals can close the door for many new chemical developments. Concerns about the adverse effects of chemicals have brought regulations that limit or prohibit the use of certain growth stimulants, pesticides, weed killers, and fire retardants.

Perceptions of Rural Life

Another important group of factors that has bearing on farmland protection policies involves our perceptions of rural

life. Throughout much of the last century, farm people have been attracted to urban life by the glamour and bright lights of the city. Since World War II, this process has reversed itself. Central cities are no longer as attractive as they once seemed. Urban families have moved to the suburbs and to the open countryside where they could find space and privacy, enjoy nature, and hopefully escape the bustle and crime of the cities. Hundreds of families have endorsed a back-to-the-land ethic and moved to situations where they can live and work in closer communion with nature.

Reports on population trends throughout the region indicate that most large cities are losing population and that the increases in population for metropolitan areas are coming in the suburbs. Rural counties that were classed as areas of declining population in the 1950s and 1960s are experiencing a resurgence of growth. Much of this growth encompasses older and retired couples who are returning to the homes of their earlier year sand who are trying to escape the cities.

Insofar as the return of people to rural communities continues and insofar as significant numbers of the returnees want to keep rural areas as they are, a strong force may be developing to protect large tracts of farmland in its present use. Public policies and programs for this purpose may generate support not only from farmers and local residents but also from the large numbers of urban residents whose roots are still in the soil, who often wish they could live and work in a more natural world, and who cherish a very natural feeling that the agricultural countryside is a national heritage that should be protected for future generations.

Adequacy of Our Agricultural Production Base

A major concern for proponents of farmland retention centers is the adquacy of our agricultural production base. The key questions here are: How much good farmland do we have, and how much do we need?

Answers to the question concerning how much farmland we have depend upon the criteria of measurement. The 1974 census reported that the nation had 465 million acres classified as cropland. Of this total 361 million acres were actually used for crops, 21 million acres were idle cropland, and 83 million acres were in cropland pasture. A Soil Conservation Service study of 1975 identified 400 million acres of cropland, 344 million acres or 86 percent of which was in the SCS soil capability classes I-III. (This study counted only short-term rotational pasture as cropland.) The Soil Conservation Service study indicated that the nation had an additional 111 million acres that could be converted to cropland use but that only 78 million acres had a high potential for converstion under 1974 price and cost conditions. Most of this high potential area was currently in pasture or range while 13 million acres were in forests.

From these data it seems that the nation had around 400 million acres of good cropland in 1974, about 90 percent of which was actually used for crop production. Another 75 to 80 million acres had a potential for cropland use. It should be noted that these figures assume 1974 conversion cost, production cost, and the favorable commodity price conditions in that year. These assumptions constitute

an important part of the measurement criteria since the supply of agricultural land will almost always reflect both the cost of converting or developing land for this use and the prices people are willing to pay for it.

Blessed as it has been with a bounteous supply of high quality agricultural soils, the United States has been able up until this time to take its supply of farmland as granted. Now that the limits of that supply are within sight, market price conditions may play a larger role in influencing land supplies. If farm commodity prices were to rise significantly relative to production costs, farmers would find it profitable to expand their production onto large areas of land now considered marginal or submarginal for agricultural use.

Answers to the question of how much farmland we need call for a weighing of estimates concerning several present and future trends. Assumptions are needed on population trends, per capita rates of food and fiber consumption, amounts of food and fiber imports and exports, and production trends. All of these factors are dealt with in agricultural production projection models, and the assumptions made in every case involve significant uncertainties.

Most recent projections of the food production potential of the United States indicate that it can care for the domestic needs of its citizens until after the end of this century. When we consider the question of longer time periods, uncertainties cloud the clarity of our answers.

The population of the United States is still increasing. With the recent slowdown in the rate of growth, many demographers speak hopefully of the total population stabilizing at around 270 million. But we cannot speak with certainty about the future birth and immigration trends and thus cannot say for sure how many people we must be prepared to feed.

We know that our current volume of agricultural exports greatly exceeds our agricultural imports. With world population numbers still climbing, we know that the United States and Canada will be called upon to produce more food for the world market. Huge questions exist, however, concerning the ability of hungry people in the less developed nations to pay for these food supplies and the year-to-year consistency of foreign demands for our agricultural surpluses.

Other major uncertainties arise when we discuss expected trends in productivity and our assumptions concerning energy sources and the weather. Past developments in farm science have made it possible for farmers to produce more and more food on less land with a smaller labor force. We have no guarantees that the flow of new technology will be as great in the future as in the past. Some observers claim that the flow of new knowhow is already slowing down because the biological growth potentials have been largely tapped through plant genetics and also point to constraints on biological and chemical developments as signs that in the future we must count on less help from improved production techniques.

Just as most typical projections of our production potential have tended to assume advances in farm science, they have also tended to assume low cost energy inputs and a continuation of favorable weather conditions. The events of recent years show that energy costs, which we once regarded as a necessary but not expensive input, have a potential for becoming the limiting and strategic factor around which numerous production decisions will be made. Assumptions about continued favorable climatic conditions may also prove tenuous should we experience a return of dust bowl conditions or should we experience a cooling or warming climatic trend as some meteorologists predict.

Our inability to predict the size of the population we must feed, the extent to which we can depend upon new science in meeting our production needs, the cost of necessary inputs such as energy, and the climate in which we will operate highlight the uncertainties that may affect the adequacy of our agricultural production base. Not knowing what the future may bring, it can be argued that we should insure ourselves against the risk of possible undesired developments by husbanding our present agricultural resource base. With this insurance process, programs may be needed to discourage irreversible conversions of farmland to other uses and to prevent the taking of high grade lands for other uses when lower grade lands would suffice.

Quality of the Production Base

A closely related concern of Midwestern farmers and others involves the effects of current farming practices on the quality of our agricultural production base. Two principal types of problems merit

attention. First, there is some evidence that current practices are contributing to increased soil erosion. A recent study, for example, indicates that pursuit of national policies for increasing food production during the mid-1970s has brought a 22 percent increase in soil erosion losses in western Iowa. Secondly, as high grade farmlands are diverted to other uses, farmers must fall back on the use of residual lands which often have less inherent productive capacity for agricultural uses.

Although there is little empirical evidence that shows that soil erosion is becoming a more serious problem in the Midwest, certain important recent trends point in this direciton. Farming practices have changed in recent years throughout much of the region to favor the continuous planting of larger acreages to row crops and less use of crop rotations. Widescale acceptance of new machinery also has resulted in some abandonment of previous conservation practices and the removal of structures such as terraces which are incompatible with the use of large equipment. At the same time that these practices open the door for increased water erosion, expansions of the cropland base of the Plains States have contributed to more wind erosion of soils during dry years.

More than 70 percent of the farmlands that have shifted to urban uses in the Midwest have had Class I-III SCS soil capability ratings. The conversion of these lands has resulted in many cases simply in less available cropland. Insofar as farmers have been able to bring replacement lands into cultivation, the areas claimed for cropland use have often had less inherent productive capacity than the areas lost.

Substitutions of this order reduce the overall quality of the agricultural production base because the new lands are less productive, have less ability to respond to agricultural technology, and are often fragile in the sense that they are more susceptible to erosion and to wearing out after continued use.

Economic Future of Farming

Another group of concerns Midwestern farmers have relate to the economic future of farming. These concerns take many forms. Farmers generally have a major interest in cost-price relationships and the expected abilities of individual operators to realize a fair return for their labor and management. Family farmers have doubts about the future of the family farm and the impact that pressures for bigness and farm expansion may have on their continued survival. Many farmers are perturbed by the rapid increase in farm real estate values and the seeming lack of a consistent relationship between annual agricultural rents and land values. Young farmers and those who want to enter farming also are concerned with their prospects for successful entry into farming.

Some of these concerns are directly related to agricultural land while others are not. Some also seem to pit the interests of the smaller and younger farmers against those of both the larger operators and older and already established farmers. In this respect, operators of family farms who want to keep farms in their families and young workers who are seeking entry into farming have logical reasons to look at farmlands and possible regulations affecting farmlands in a different way than well-capitalized or established operators. They may

favor measures that encourage family as compared with expanded farming operations, programs for advancing financial assistance to young farmers, and policies that discourage the conversion of farmlands for other uses. The larger and better established operators in turn may argue for tax and marketing institutions that favor large-scale operations and that place a minimum of constraints on the opportunities individual owners have for selling their land to top bidders.

Little more needs to be said here about the national and regional need for sustaining agriculture as a viable industry and for giving more than lip service to the time-honored national goal of fostering family farms. Additional comments are in order, however, concerning the problems young would-be farmers face in gaining entry to agriculture. Concern about these problems has caused Minnesota to enact a Young Farmers Assistance Act, Wisconsin to undertake a study of credit availability, and proponents of assistance for young farmers to propose legislation in North Dakota and Iowa for this purpose.

Young operators no longer find it easy to climb the "agricultural ladder" of the early 1900s. They often move directly from work on a family farm or off-farm job to ownership. This move has been greatly complicated in recent years by the rising capital cost of establishing a going farming operation, by inflation and the upward spiral in farm land values, and by difficulties in acquiring adequate credit. These problems have closed entry to agriculture to many promising young people who have not had considerable savings or the good fortune of acquiring land or other assets through family help, inheritance, or marriage.

Clearly, we need to insure the continued movement of capable young farmers into agriculture. This means that young operators must be able to obtain enough finanacial leverage to acquire farms, establish going farming operations, and avoid disastrous cash flow problems in the early years of their operations. At the same time, it must be remembered that not everyone who wishes to farm is a worthy credit risk and that we provide no favors in offering credit to operators who are doomed to failure because of lack of farming experience, technical knowhow, or other characteristics needed for success.

Protection of Rural Values

A final group of concerns that will be discussed here involve the maintenance and protection of the values poeple associate with rural living. Acceptance of change has been an important characteristic of American society. This has been particularly true of our attitudes about land. We started with a wilderness and converted it into a productive empire of farms and cities. The idea of continuous shifting of land through the marketplace to more intensive use is still very much with us, as is well illustrated by the practices of land speculators and tax assessors. Yet it is important that we pause and ask: What do we want our countryside to look like in the future? Do we want to emphasize a continued succession of rural areas to more developed uses, or are there values associated with rural living we want to protect and maintain?

Most people will agree that some rural areas and some areas now in productive farms must be given up for urban developments. With a still increasing population, our cities must have sites on which they can

expand. More and more people have come to feel, however, that urban expansion need not continue as unorganized sprawl. Communities can plan for the orderly and efficient shifting of rural lands to urban development and in the process often direct urban growth to areas where its effects on agriculture can be minimized. Bringing order to the urbanization process could become a key feature of future land use policy.

At the same time that emphasis is placed on avoidance of wasteful development practices, Consideration should be given to the need for protecting the values of rural life. Thousands of families live on farms and in rural areas because they like open space, they want to live near nature and participate in the unending spectacle of plant and animal growth, and because they feel that rural life gives them more control over their own lives. Cities benefit when they are surrounded by agricultural hinterlands that provide them with fresh produce, raw materials, and markets. They benefit from the greenbelt, esthetic outlet, and air cleansing benefits that plants and trees in rural areas provide. Millions of urban residents also cherish rural areas as part of their national heritage: the soil that feeds them, the land from which they and their fathers sprang, and a spiritual refuge to which they can return when they feel need to escape from the busy canyons of the city.

Significant groups of farm people are intently interested in the perpetuation of their rural farm way of life. These rural fundamentalists often see values in farm life that go far beyond maximization of economic returns. To them, farming is a way of life,

not just a way of making a living. Another rural group with a particular interest in farmland protection includes those who have a more commercial view of farming but who want to operate as farmers and maintain farming as a viable enterprise. Still others involve exurbanites who have moved to farms and rural communities because they dislike the city and appreciate the lifestyles they can enjoy with rural living.

Continued urbanization, scatteration, and the leap frog activities of developers around cities represent a threat to the values held by each of these groups. They argue that the protection of rural values is important in our society and seek assurances that rural communities will remain rural and that their values will not be upset by threatened urban encroachments.

Much of what has been described here as values of rural life is an embodiment of a long held conservation and stewardship ethic. Pope John Paul II summarized this feeling at Des Moines in October 1979, when he said: "You who are farmers today are stewards of a gift... which was intended for the good of all humanity." Now that the limits of our natural resource base are in sight, farmers and citizens in the Midwest and in the nation as a whole have a moral and ethical responsibility to pass our agricultural resource on to future generations in as good or better condition than we received it. Should we fail in this duty, our heirs will be fully justified if they see us as the wasters and destroyers of their rightful heritage.

Alternatives for Action

Although the primary focus of this paper is on trends and concerns, it would be remiss to cut off discussion of the farmland retention issue without some mention of the alternative approaches governments can accept in developing future policies. Various informal actions such as education, persuasion, individual decisions, cooperative or group agreements, and peer pressures can be used to promote farmland protection. On a more authoritative basis, federal, state, and local policies and programs may also be pushed. These policies will always involve the exercise of one or more of five basic powers delegated under our constitutional system to the state and federal governments. These include the taxing power, the police power (or power to make rules and regulations), eminent domain (or the power to take private lands for public uses), the spending power, and the proprietary or public ownership power.

Several different policies involving the taxing power are currently in use in the region and other states. Minnesota has a special classification arrangement that calls for the tax assessment of farm properties at lower proportions of current market value than some other classes of property. Homestead tax exemptions are used in some states and partial or complete exemptions of assessments of farm inventories, equipment, and machinery also are widely accepted. Three-fourths of the states, including several in the Midwest, have use-value assessment laws that provide for the assessment of qualifying farmlands at their agricultural values. Michigan and Wisconsin have "circuit-breaker" arrangements that permit farmers with lands enrolled

under farmland retention programs to secure credits against their state income taxes (or possible rebates) for those amounts by which their property taxes exceed given percentages of their household incomes.

Capital gains taxes and special arrangements in the taxation of estates and inheritances provide other examples of tax policy measures. Vermont has a capital gains tax that discourages land sales by inversely relating tax rates to the time period of ownership. High federal or state capital gains taxes or the use of higher tax rates on lands converted to other uses than those retained in agriculture can be used to encourage farmland retention. Measures to soften the impact of federal and state estate and inheritance taxes on farmer heirs also can be used for this purpose. Michigan's recently amended inheritance tax law does this by exempting family heirs who have participated in the operation of farms from taxes on half of the value of farm real estate and deferring (and writing off) the taxes on the remaining half if the properties are enrolled under the state's farmland preservation program for at least 10 years.

Zoning provides the most widely recognized use of the police power as a means for directing land use. Other examples that can affect farmland retention include subdivision regulations, fire and building codes, rent controls, sedimentation regulations, the enforcement of air and water quality standards, and the acceptance of land use ordinances to control such varied subjects as landscaping, noise, billboards, weeds, oil well spacing, and management practices.

Agricultural districts can be designated under the police power as areas involving critical masses of farmland that should be protected for future agricultural use.

Eminent domain is a necessary power of government that has strong implications for agriculture. It has been widely used to take farmlands for highways and other public uses. As yet, however, it has seldom been used to protect agricultural lands. Possible uses for this purpose could occur if it were used to acquire nonconforming uses in exclusive agricultural zones or agricultural districts. It might also be used to acquire properties or development rights to agricultural land in order to guide urban growth by carefully releasing the farmland for development as the need arises.

Governments have long since discovered that they can use their power to spend money to either directly finance certain types of developments or to influence others to carry on specified types of activities. They can use the power of the purse to finance reclamation developments and also to finance projects such as the acquisition of military or park reservations that take land out of agriculture. Cost-sharing arrangements have been used to encourage state and local governments to undertake highway construction, watershed development, water and sewerage plants, and other similar projects. Financing has been advanced to permit the development of public credit programs. Aids and payments also have been provided to encourage citizen participation in soil conservation practices, energy conservation, and other programs.

The power to spend money to influence land uses carries with it a power to place conditions on the uses for which money is spent and is also a power to withhold possible grants or aids. In the exercise of this option, federal agencies could refuse grants or loans for projects that involve the taking of productive agricultural lands. Sanctions also could be used to withhold federal grants and loans for community facility and other state or local government programs if the governments in question do not adopt policies for protecting farmlands.

Approximately 40 percent of the nation's land area is now in public ownership. The managerial practices and policies used on these lands find their basis in the proprietary power. Three major applications of this power occur with the management of the areas now in public ownership, the acquisition of additional lands needed for public uses, and the leasing or sale of certain areas to private operators. Governments could use this power to set a good example in land management. The proprietary power also could be used in land banking operations to acquire farmlands to be sold (as in Saskatchewan) to young farmers or lands around cities that could be retained as farm or open spaces or be viewed (as in parts of Europe) as future sites for planned urban expansion.

Another application of the proprietary power comes with the purchase of development rights. By separating the operator's right to develop land from the continued right to use it for farming purposes, this approach seems to offer a lasting solution to farmland conversion. It poses problems, however, one of the most important of which involves

the high prices often associated with land development rights. Development rights purchase programs have been proposed in the Midwest and adopted in several northeastern states. Conservation easements which limit the owner's development rights for given time periods also have been accepted as a feature of farmland protection legislation in many states.

Two important issues often arise with plans to use public policies and programs for protecting agricultural lands. One of these centers in the choice of the appropriate approach to use. The best option often varies with the circumstances: with the specific nature of the problem, the political support for farmland protection, and attitudes of farmland owners. Where possible, the measures used should deal specifically with the problem. Packages of policies often provide more comprehensive and meaningful solutions than single approaches.

A second issue concerns the choice of level of government to provide policy leadership. Many people feel that land use policies work best when they are developed with considerable local input and have local support. Farmland protection, however, has federal and state as well as local implications. In this respect, it involves overriding concerns that may call for state or federal inputs and guidelines. How much responsibility these levels should take for devising and implementing farmland protection policies is still an unresolved question.

The final decisions made on this issue and on the choice of policy techniques to be used deserve our careful attention. They can have

far-reaching impacts on the success of those programs that are undertaken, and they have major implications for the future welfare of the American people.

SMALL GROUP DISCUSSION SUMMARY

The Agricultural Land Study Conference was held in Dubuque, Iowa, November 8 and 9 with 84 participants. After a brief opening session these participants were divided into 10 small discussion groups each with a designated facilitator and recorder. Each group was requested to list all of their concerns and problems relating to agricultural land and to identify their top priority concerns.

The total unedited list of concerns as submitted by each group can be examined in Appendix A. The three priority concerns as submitted by each group in their order of priority are:

Listing of Priority Concerns

Group 1

1. Non-farm development pressures taking land out of agriculture.
2. Who should control land use decisions.
3. More than cost sharing is necessary to provide incentives for protection of land quality with erosion control and forestry management.

Group 2

1. Unfairness to widows inheritance tax on keeping land for next generation.
2. Need to educate individuals to the needs and ways to preserve ag land.
3. Loss of prime ag land change to non-ag uses and poor land management.

Group 3

1. Soil erosion - funding, education about practices, tax incentives, etc.
2. Competing uses - strip mining, highways, business development, agriculture.
3. Inconsistencies in federal/state/local agencies regarding conservation, development, energy.

Group 4

1. Loss of agriculture land due to erosion.
2. Loss of agriculture land due to conversion to other uses (non-farm uses).
3. Lack of public concern for preserving agricultural land.

Group 5

1. Loss of Class I land to industries, highways, and urban sprawl.
   Loss of agriculture land due to conversion to other uses (non-farm uses).
3. Lack of public concern for preserving agricultural land.

Group 6

1. Need to educate the public about the issue.
2. Adoption by national, state, and county governments of prime farmland preservation as public policy.

Group 7

1. Loss of prime agriculture land.
2. Urban sprawl.
3. Environmental effects of agricultural land use.

Group 8

1. Spread of urban development in a leapfrog pattern.
2. Require conservation measures on steeply sloping land to prevent loss of topsoil.
   Concern about the uniform national definition of prime farmland - what may be prime and important to one community may not be in another.

Group 9

1. Laws to prevent using farming as a tax loss for off-farm jobs.
   Loss of topsoil, i.e., erosion and poor conservation practices.

Group 10

1. Loss of prime land to development causes: leapfrog development, urban sprawl, incompatability of urban and rural lifestyles, and forced relocation of farmers.
2. Lack of stewardship and soil erosion losses cause: large units which have bad effect on soil conservation, declining productivity, and reduction in food producing capability.
3. Loss of family farm structure caused by inflation, increase in farmland prices and inheritance tax structure which prohibits retention or transfer of family farms.

Grouping of Priority Concerns

It is apparent that some duplication of concerns exists among the 10 groups. If the concerns were to be classified in general categories in accordance with their major thrust, the following general groupings can be made:

Priority 1 - conversion of farmland to non-farm uses (mentioned 13 times)

Priority 2 - erosion of soil productivity (mentioned 7 times)

Priority 3, 4 and 5 - inconsistent government policies in relation to farmland retention (mentioned 2 times), local control of decision making relating to land use (mentioned 2 times), farm ownership land transfer, family farm maintenance (mentioned 2 times).

Other concerns which were mentioned once were: the environmental effects of land use and prevention of tax-loss farming.

Analysis of Outcome Statements

After submitting their list of concerns, each small group was asked to develop from three to five outcome statements. An outcome statement was to be designed in a manner that would indicate what the proposed action was to be, who was to carry out the action, and how the action was to be implemented. After spending about three hours in discussion, each group submitted a list of outcome statements. The total list of outcome statements was submitted to the entire conference of 84 participants. Each participant then had an opportunity to indicate whether he agreed or disagreed with the outcome statement and the participant also had an opportunity to write his individual comment about the outcome statement.

A total list of these outcome statements along with the percentage of the participants supporting each can be found in Appendix B. These outcome statements are placed in this report in precisely the identical manner they were presented to the entire conference for consideration.

It is obvious that there are numerous outcome statements that share the same basic idea. The duplication and overlapping is an expected result when 10 small groups are operating independently. It is, however, possible to determine some primary themes running through the total list of outcome statements.

I. There was exceptionally strong support for stopping the conversion of farmland to non-farm uses. This particular "outcome" was mentioned more times than any other in the submitted outcome statements and was mentioned more times than any other in connection with the priority concerns. The farmland conversion problem was discussed in every group during the conference, although not all groups listed this problem among their top priorities concerns to receive action. Farmland conversion included all phases -- urban sprawl, industrial development, mining, highway construction, and flood control.

It is interesting that there also was some objection expressed about converting non-farmland to farmland. Although it did not receive major attention at the conference, numerous concerns were expressed regarding the conversion of wetlands and forest lands into farming which at best would be marginal when operated as farmland.

The strength of the support for prevention of farmland conversion can be seen in the following statements:

- Local government should use administrative and legislative actions to help preserve farmland. 93.5% agree, 5% disagree.

- Congress and the state should provide tax incentives and penalties to insure keeping land in agricultural use. 75.5% agree, 10.1% disagree.

- The people of the United States should develop appropriate legislation to keep land in agricultural uses. 65.9% agree, 17.8% disagree.

II. The second most popular "outcome" indicated was placing more emphasis on conservation and maintaining the productive capacity of our food-producing soils. This outcome was listed in almost every small group as one of its concerns but not as a priority concern in all cases. However, the number of outcome statements produced indicated that a high proportion of the actions considered were related to soil conservation. The strong support for soil conservation practices is indicated in the following:

- State and local governments should promote conservation tillage through incentive payments, tax credits and educational programs. 93.5% agree, 6.3% disagree.

- State and local governments should require conservation practices through legislation and the controls appropriate to local areas. 67.1% agree, 25.4% disagree.

- Federal, state, and local government should promote conservation practices through income and property tax credits for conservation techniques used by farmers. 89.9% agree, 5.1% disagree.

III. There were numerous comments which were volunteered during the course of the conference -- comments which condemned regulation and controls and abhored the infringement upon individual rights. In view of this there seemed to be surprisingly strong support for these controls when the entire group voted on the outcome statements. It also seems apparent that -- if controls and regulations are to be used -- there is a slight preference that these controls and regulations be initiated and administered locally rather than on a federal level. However, this difference is not as pronounced as the verbal indications which occurred during the conference indicated it might be. The preference for local action over federal action is indicated in the following two statements:

> Congress needs a better understanding of land use issues and should study input from agricultural land use policy groups. They should provide broad guidelines for land use policies to the states. States in turn should provide guidelines for the counties and accept localized guidelines from the counties based on county evaluation on land resource characteristics. A state plan should be developed using county input.

Approximately 75% of the participants agreed with this statement. However, about 94% of the participants agreed with a similar statement based on local action:

- Local governments should use administrative and legislative actions to help preserve agricultural land. 93.5% agreed with that statement.

When the federal government alone is involved, even less support is indicated:

- Federal govenment should develop guidelines and policies for state and local government. Only 44.5% agreed with this statement while 39.2% opposed it.

IV. As would be expected, there was a strong preference for subsidies, incentive payments, and tax credits over mandatory regulations, penalties, and taxes as a means to implement a policy.

The mandatory method is indicated in this statement:

- Federal government should develop guidelines and policies for state and local governments. 44.5% agreed and 39.2% disagreed.

The support was much stronger for this statement:

- Federal, state and local governments should promote conservation practices through income and property tax credits for conservation techniques used by farmers. 89.9% agreed, while only 5.1% opposed.

V. In the small group discussions, there was frequent mention of inconsistent and conflicting government policies particularly in relation to farmland retention. This concern also was reflected in the priority concerns as well as the outcome statements. Specific mention was made of several policies where the actions of one agency were in direct conflict with the actions of another thereby canceling out effective land retention efforts. These programs included highway construction, flood control, and the rural water program of the Farmers Home Administration. The extent of the support for program coordination and consistency between governments and between agencies can be seen in the following:

- Congress and state government should consider the impact on agricultural land when enacting laws or legislation or funding projections or programs that involve the destruction of land for food and fiber production. 98.,7% agreed, 1.3% disagreed.

- The Federal, state, and local governments should make their policies affecting agriculture consistent within and between themselves. 88.6% agree, 6.3% disagree.

- There should be coordination of Federal agencies which have responsibilties which relate to the preservation of prime farmland. This should involve development and implementation of a national agricultural land policy. 87.4% agree, 6.3% disagree.

VI. Programs designed to present more information on farmland conversion, conservation, and other land problems were highly popular. Information and educational programs received widespread support with very little opposition. Apparently, information programs from all sources were being recommended.

- Farm groups, extension agencies, SCS, and school districts should increase citizen awareness by developing continuing education programs related to agriculture land preservation, agricultural production, and efficient land use. 98.8% agreed, 1.3% disagreed.

- Extension service should conduct programs of education on farmland preservation. 89.9% agreed, 2.5% disagreed.

- Education on land use and preservation should be included in the public schools curricula. 83.7% agreed, no one disagreed.

In the discussion groups there seemed to be a prevailing belief (or a hope) that with more information and education government programs, particularly mandatory programs and regulations, would not be necessary. Support for this idea can be seen in the following outcome statement:

- The federal government should provide support for technical studies, research, and education but not put control over land use. 87.4% agreed, 11.4% disagreed.

Although the support for information and education was strong, some skepticism was expressed regarding the probability of information and education solving the land preservation and land conservation problems. The following quote was made: "We have these problems because people are reacting to the economic incentives in the market. It seems to me that more education and information would only make them more aware of the economic incentives and would increase rather than solve the problem."

VII. Throughout the discussion in the small groups there were statements implying that prices, difficulty of entry into farming, tax structure, and preservation of the family farm were somehow interrelated. Just how the relationship existed was never totally explained and remained a large area of confusion. The belief that farm prices are somehow related to soil conservation and farmland preservation was indicated in the following statement:

- Congress should keep the agriculture economy strong and profitable and promote agriculture exports to provide incentives for farmers to keep land in agricultural use. 83.5% agreed, 3.8% disagreed.

The idea of lower capital gains tax and estate taxes provided a great deal of discussion.

- Lower capital gains tax for inheritance. 77.2% agreed, 7.6% disagreed.

Some of the discussion, however, indicated a skepticism as to whether this particular outcome would achieve the desired results.

One comment was: "Lower estate taxes and capital gains taxes would permit farms to get larger, and larger, and larger, when maintained within one family. This would develop the privileged class of landlords, an elite which we tried to avoid when this country was founded."

Although the general discussion was unanimously in favor of preserving the family farm, there was very little support for any action to break up large land holdings.

- State and federal governments should implement land reform and breakup large land holdings through new legislation. 15.2% agreed, while 58.2% disagreed.

VIII. Support for the prevention of land conversion was in the majority as well as support for soil conservation. It seemed that the majority would also support government programs to insure that the desired results were achieved. However, throughout the discussion there were numerous expressions of the danger of violating property rights and the importance of maintaining the rights of the individual. Some of this concern can be seen in the following statements.

- Interested parties (farmers, rural non-farms, etc.) must be involved in policy determination. If they don't come forward, efforts must be made to go to them. 82% agreed, 5% disagreed.

- Citizens should have more input and participation in government agency actions. 93.6% agreed, 1.3% disagreed.

- Individuals should develop and propose alternative solutions to the loss of prime farmland to elected officials action groups, etc. 91.1% agreed, 3.8% disagreed.

IX. The question of protection of the environment and damage to the environment fostered more small group discussion than is indicated

by the listing of concerns or the outcome statements. There was concern for the protection of the environment and there was also concern about excessive regulation and controls to protect the environment that infringed too severly upon individual action. The following statements indicate some of this discussion.

- The Federal government should enforce and strengthen the existing strip mining act to protect farmland. 81% agreed, 3.8% disagreed.

- The state government should provide tax relief for land owners who remove marginal land and wetland from production in order to economically allow those areas to be conserved. 81.1% agreed, 12.7% disagreed.

- Government agencies must be accountable to the people when decisions are made which affect the environment, our natural resources and agricultural land use. 87.3% agreed, 1.3% disagreed.

Implementation Techniques

During the conference each small group was asked to list their concerns relating to the use of agricultural land, to place priorities on their most crucial concerns, to select a goal which they deemed desirable, and to prepare outcome statements for a vote of the entire conference. In addition, each group was asked to select techniques which they might suggest for the implementation of their chosen goal. In examining each proposed technique, the groups listed the strengths and weaknesses which they perceived to be related to the suggested technique.

Since most of the groups either chose preserving agricultural land for food production or conserving the productivity of the soil, only these two goals will be used in this report to indicate the suggested techniques and their perceived strengths and weaknesses.

Many other goals were proposed during the conference, but they were not selected as the major goal to be examined by most of the groups.

Selected goal: The preservation of existing farmland for food production

(1) Technique: Local planning and zoning

Strengths:

- Can encourage development contiguous to growth centers on less than prime land.
- Can consider needs and desires of conflicting groups and balance these fairly.
- Can limit urban encroachment on agricultural land.
- Can encourage intercity development
- Can promote the community welfare concept.
- Can be done with local control.
- Can save tax dollars and private dollars by designating areas where soil and geological characteristics are suitable or unsuitable for certain uses.
- Soil information is readily available in most counties.
- Can minimize undesirable and urban environmental impacts.
- Would allow local citizen input.
- Can require public hearings on zoning changes.
- Could provide for local, city, and regional planning as a guide for local implementation.
- Can require rural area housing to be clustered.

Weaknesses:

- Zoning boards often submit to political pressures.
- Frequently has an untrained staff.
- Frequently lacks information, or the desire to obtain it.
- Rural zoning does not cooperate with urban zoning.
- Does not have control over sewer and water installations.
- Frequently supported by very weak ordinances.
- A large degree of public misunderstanding.
- Frequently operates without any overall plan.
- It has not stopped the conversion of agricultural land to non-farm uses.
- Most zoning does not prohibit residential development in rural areas.
- Zoning frequently does not consider the land owner's rights.
- Prevents the land owner from obtaining a capital gain.
- Can restrict town and community growth.
- Can cause financial hardship for some property owners.

- Increases government control over private property and lives.
- Too costly for sparsely populated areas.
- Local officials lack knowledge and experience in planning.
- Needs criteria from state or national level.
- News media does not support zoning -- emphasizes the conflicts.
- Local control is not sympathetic to ag land preservation.
- Special interests pressures prevail.
- Zoning ordinances are difficult to enforce.

(2) Technique: Large lot zoning

Strengths:

- Easy to administer.
- Easily understood.
- Fits well within traditional zoning ideas and enabling legislation.
- Limits the number of houses on good farmland and discourages residential development.
- Preserves rural landowner control of township government.

Weaknesses:

- Could cause leapfroging of home building rather than a development
- Could be discriminatory toward low income people.
- Acreages too small to farm in most cases therefore eliminates the source of food production.
- Reduces the individual opportunity for financial gain.
- Causes problems regarding water facilities, transportation, protection, fire, police, road maintenance, etc.
- Can take more land out of food production than with planned unit developments.

(3) Technique: Agricultural districts

Strengths:

- Preserves agricultural land from development.
- Encourages investment in the development of agricultural production.
- Discourages urban type subdivisions.
- Decreases investment in public services to scattered developments.
- Reduces potential conflict between non-farm and farm uses.
- Allows the farmer to be compensated for the preserving of farmland.
- Eliminates the complaint on the part of urban people regarding farm smells and noise.
- Farms would not be taxed at development prices, nor taxed for services such as sewer and water lines.

Weaknesses:

- Tends to lock land into agricultural uses causing economic loss to owner.
- Could lead to dictated regulations upon the land owner.
- Decreases the chances of urban people living in the country.
- Most agricultural districts still permit the change of ag land to non-farm uses within a specified time.

(4) Technique: Purchase of development rights

Strengths:

- Program is permanent not temporary as with most land use programs.
- It is administratively expedient.
- Can be handled by any level of government.
- Is the most effective land preservation technique.
- It recognizes the true market place value of land.
- It need not involve any public expenditures.
- It can leave an option to the landowner.
- It can assist in preserving the family farm.
- It requires no special legislation.

Weaknesses:

- Suggested mandatory programs are constitutionally questionable.
- Will protect only in urban settings.
- Can protect only a limited amount of land due to cost.
- Requires a strong educational program to create more understanding.
- It must be preceded by technical economic research to make the system workable.
- No area has had much experience with the technique.
- It is a political liability if tax dollars are used to provide capital for purchases.
- It tends to subsidize speculation profits.
- Could affect the price of land due to anticipated sale of development rights.
- Possibility of political patronage in the distribution of development rights.

(5) Technique: Use of tax credits

Strengths:

- Requires that a careful plan be developed.
- Could require a local plan with state and federal guidelines.
- It is a voluntary program with no requirement to participate.
- The state provides funds for local implementation.
- Provides tax relief to farmers in exchange for commitment to preserve land.
- The cost can be spread out over all taxpayers in the state, rural, urban local property tax is not affected.
- Provides funds for technical assistance to counties.

Weaknesses:

- Wisconsin program has income limit which is resented by some farmers.
- It is complicated -- difficult to explain -- relies on local commitments and leadership which is voluntary.
- Some plans never get implemented.
- Subject to much political jawboning and maneuvering.
- Probably will not provide enough incentives in urban situations to stop the preservation of farmland.
- Usually is too watered down by the time it gets through legislative procedure and becomes ineffective.
- Can be manipulated by development interests.

Selected goal: Conservation of soil to preserve its productivity

(1) Technique: Use of tax incentives to secure conservation practices

Strengths:

- It encourages voluntary conservation.
- Has wide public acceptance both urban and rural.
- Some minimum of red tape, a minimum of government involvement.
- Will attract all farmers whether interested in soil conservation or not.
- Can use either incentives of disincentives.
- Credits for practicing soil conservation or lose credits for failure to practice conservation.
- It can make conservation economically feasible for the farmer.

Weaknesses:

- It needs a legislative action, state or federal.
- Usually a long delay in receiving economic benefit.
- It affects the property tax structure which is a very political controversial issue.
- Administrative (checking compliance) may require additional staffing or a new agency.
- May not be effective unless the level of tax credit is substantial.
- Unless based on soil erosion potential it may benefit farmers on level land at the expense of those on sloping land.
- Some other group must pay the cost in terms of taxes.

(2) Technique: Cost sharing

Strengths

- Well established approach accepted by farmers and the general public.
- Allows society to share the burden in installing expensive control measures.
- Can be used by a variety of governmental units.
- It can be geared to public versus private benefits.

Weaknesses:

- Attracts only the farmers wanting to practice soil conservation.
- Level of funding is usually inadequate to encourage control of the problem.
- It is looked on by urban public as a subsidy to the farmer.
- It has in the past been used to promote production oriented practices.
- It might in fact limit soil conservation practices if sharing funds are not available.

(3) Technique: Establish mandatory soil loss limits

Strengths:

- Farmers may meet the requirements anyway he sees fit without someone dictating the specific farming methods.
- It can be based on a complete system rather than a policing type system.
- It can be administered through existing offices and officials.
- It permits local control versus state or federal.
- There is a minimum of red tape.

Weaknesses:

- Usually used only with a complaint system and consequently has been very ineffective.
- Very difficult to enforce.
- Usually a lack of funds for implementation.

(4) Technique: Use of soil conservancy district laws (as in Iowa)

Strengths:

- Has the potential of stopping soil erosion.

Weaknesses:

- It is not being enforced.
- There's not enough cost sharing available.
- Does no prevent the landowner from damaging his own land if another party is not offended.
- Soil District Commissioners will not file complaints.

VALUES RELATED TO AGRICULTURAL LAND

Policies, to be acceptable and effective, must link in a positive manner to the beliefs and values held by those affected by a policy--at least a majority of them. Thus, policy developers have an interest in trying to ascertain the beliefs and values people hold about the area in which policy is to be developed--in this case agricultural land. The beliefs people have about agricultural land represents the knowledge and information which individuals think to be true regarding agricultural land and the relationships between the land and the rest of the environment: economic, political, social, and physical. The values represent the general feelings people have about what is desirable and good or undesirable and bad. In general, people try to be consistent in their beliefs, values, and attitudes.

The responses to the outcome statements produced by the workshop participants tend to suggest a high degree of consensus regarding various policy alternatives. An examination of the content of the outcome statements gives cause for caution for several reasons. Many statements lack specificity in terms of responsibility and identification of beneficiaries, as well as payers. In several instances the statements are multiple in level of government or in mix of possible actors. Some statements just did not become clarified during the time available at the workshop. Nonetheless, the outcome statements and the responses to them contain many clues to what people generally feel is desirable or undersirable and consequently indicate some values.

In an attempt to augment the values of importance to participants, they were asked to specifically identify, in their own words, what values they felt to be most important as they considered the problems and solutions related to agricultural land. This input was collected on index cards. This summary is not a counting or verbatim reproduction of all the statements. It is an attempt to identify the range of values expressed and to acknowledge those noted by substantial numbers of people. The "raw product" has been made available to the National Agricultural Lands Study Task Force for further study.

One other caveat: Some participants found the concept of values difficult to understand. Others chose to use this opportunity to make expanded statements about their perception of the problem or recommended solutions. Values can be deduced from both such statements, but the caveat is that the following qualitative data should be used for insight and background--not as a quantatative analysis.

At the Dubuque workshop the value statements about why agricultural land should be preserved and conserved tended to cluster around the following themes:

1) Because it is a moral obligation to provide food for our country and others now and in the future.
2) Because it is right to pass the land on to the next generation in as good or better condition than when it was obtained.
3) Because land should not be viewed as a commodity as much as it is.

4) Because land is an irreplaceable natural resource.

5) Because land is the base for the rest of our social and economic system.

In addition, several values were expressed which spoke more to the means of maintaining the land base than the goal. Illustrative of several of these were statements, phrases, and questions such as the following:

1) Farmer's right to plant as he chooses, till as he chooses (within loss limits), tile wetlands and raise livestock without interference from neighbors must be protected.
2) Local decision making and controls should have priority.
3) Participation in agriculture should be the survival of the fittest.
4) Monetary gains should not blind us from the true nature of farming.
5) The "good" way of life should be preserved for many generations.
6) Preservation techniques should not be confiscatory.
7) Maintain the right to transfer the farm to heirs without excessive taxation.
8) Guidelines and regulations seem to be necessary to achieve long-run preservation of land in agriculture.
9) Family farms are necessary to maintain an agriculture which will preserve and conserve the land.

10) Public decisions should be made as rarely as possible (interfere) as little as possible) and as democratically as possible (hence the most local level appropriate).

11) There must be proper planning.

Attempting to summarize the value dimensions identified by the participants is very difficult. Perhaps a key observation is to note the diversity and the contradictions. It is this character of people's views that makes policy formation and application extremely complex.

CHARACTERISTICS OF THE WORKSHOP PARTICIPANTS

Eighty-four people participated in the Dubuque workshop. Information gathered at the time of registration indicates the following demographic data for the 78 who provided the information:

State of Residence	41 Iowa
	20 Illinois
	8 Minnesota
	6 Wisconsin
	3 South Dakota
Primary Occupation:	2 Retired
	33 Farming
	4 Agribusiness
	3 Other Business
	22 Government (includes planners, local officials, Congressional staff)
	3 Education
	7 Homemakers
Sex:	59 Male
	19 Female

Age:	3 Less than 25
	31 25-44
	39 45-64
	5 Over 65
Place of Residence:	39 Rural Farm
	7 Rural non-farm
	7 Town of less than 5,000
	6 5,000 - 24,999
	3 25,000 - 49,999

Almost half of the total participants were from Iowa.

Approximately half were from farms.

Examination of the registration forms indicate that all size communities and age ranges were represented, albeit not in proportion to the demographic characteristics of the population in the four-state area.

Additional data were collected from those participants who completed the outcome statements on the final day of the workshop. Seventy-six participants submitted material in time for it to be included in this report. The additional data indicated the following:

Agricultural land ownership (n=76)	49 yes
	19 no
	9 no response
Reside on the land owned (n=48)	33 yes
	13 no
	2 no response
Elected official (n=76)	7 yes
	69 no

At workshop representing (n=76)	18 self
	29 special interest
	29 self and special interest
Income (n=76)	5 less than $9,999
	17 $10,000-19,999
	43 $20,000-49,999
	10 $50,000 or more
	1 no response

A CLOSING NOTE

Readers of this report are to be cautioned about generalizations or implications which might be drawn from the report. The opinions expressed are those of the conference participants and are not necessarily representative of the opinions of the public at large.

The announcement of the meeting stated that the purpose of the conference was "to discuss preservation and conservation of agricultural land." Therefore, a certain selectivity in the voluntary attendance is to be expected.

The items presented for conference vote were selected and written by the conference participants. Some of the statements are complex, some have built-in conflicts, some have questionable assumptions. Consequently, it is difficult to know in some instances just what part of the statement received approval or disapproval. Finally, there are many contrasting views, opinions, issues, and methods of implementation which were not presented to the conference. To what extent other alternatives might be preferred or accepted cannot be determined.

ACKNOWLEDGEMENTS

The planning, implementation, and completion of four workshops involving nearly 400 participants in a productive and satisfying manner does not happen without enormous effort and the cooperation of many people. This is especially true when the entire process, from beginning to end, had to occur within a six-month period. Among the scores of people who played important roles there are several individuals and groups who deserve acknowledgement in this permanent record of the workshop held at Dubuque, Iowa, on November 7-9, 1979.

At the time it was agreed that the North Central Regional Center for Rural Development would be responsible for four workshops in the North Central Region, an Ad Hoc Agricultural Land Workshop committee was established with representation from the Colleges of Agriculture from each of the 12 land-grant universities in the region. These individuals assisted throughout the planning and implementation phases. A large debt of gratitude is acknowledged to this group:

Dr. Raleigh Barlowe - Michigan State University

Dr. Richard Barrows - University of Wisconsin-Madison

Dr. Robert Bevins - University of Missouri-Columbia

Dr. Norbert Dorow - North Dakota State University

Dr. Riley Dougan - The Ohio State University

Dr. Eber Eldridge - Iowa State University

Dr. Phil Harlan - University of Nebraska

Dr. Galen Kelsey - South Dakota State University

Dr. Oscar Norby - Kansas State University

Dr. Albert Pugh - The Ohio State University

Dr. John Quinn - University of Illinois-Urbana

Dr. Charles Sargent - Purdue University

Dr. Robert Snyder - University of Minnesota

Dr. Elmer Vangsness - North Dakota State University

The design of the workshops required 10 to 11 two-person teams to facilitate the discussion group process. These individuals participated in an intensive training session the afternoon prior to the workshops and worked very intensely during much of the workshop agenda. The key to the productivity and satisfaction associated with the workshop was due in large measure to the effectiveness of these group discussion leaders. The persons serving in this role at this workshop were as follows:

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A key element in the success of the workshop, besides the discussion leaders, was the training provided for the above workshop staff. A very special thanks is in order for Robert Bright, Community Dynamics Institute, University of Wisconsin, who designed the workshop procedures and trained the staff. His deep belief, experience, and commitment to participatory processes was invaluable in setting the framework and the tone for the workshops.

Three members of the Ad Hoc committee deserve added acknowledgement for their substantive contributions to the workshops. Raleigh Barlowe, Michigan State University, and Richard Barrows, University of Wisconsin, developed and presented the background paper on agricultural land which is contained in this report. This cooperative effort provided an excellent and uniform starting point for all four workshops in the region. Dr. Eber Eldridge, Iowa State University, gave central leadership to the preparation of the summary reports for each workshop and an overall summary for the four workshops in the North Central Region.

At every workshop location several additional people played important roles in assisting with arrangements, registration, securing workshop equipment, and getting materials reproduced overnight. At the workshop in Dubuque, Iowa, the following people have our thanks:

Charles Colvin
Extension Resource
Development Specialist
Dubuque Area Office

Wayne P. Dietz
Extension Soil, Water and
Waste Management Specialist
Dubuque Area Office

Sandy Johnson
Secretary
Area Extension Office - Dubuque

Ruby Lindahl
Secretary
Area Extension Office - Dubuque

Marge Miller
Secretary to
William Brune
State Soil Conservation
Service
Des Moines, Iowa

Glen Kuiper
Area Extension Director
Dubuque Area Office

An effort of this scope, without additional staff, requires the assistance and accommodation of many who are close to the headquarters of the event. Our appreciation is extended to our administrative colleagues at Iowa State University who were both helpful and understanding. A special thanks goes to Joyce Shiers, Jean Merkley, Ruby Straker, Mary Ann Sandvold, and Cynthia Dunlap whose willing assistance made it possible for us to meet the many deadlines. Larry Whiting, Center editor, and Anita Schultz also deserve our thanks for the final stages of report preparation.

Finally, one individual stands out above all the rest. These workshops would not have been possible without the extraordinary commitment of Virginia Waggoner. Her capacity and willingness to take on this extra load, which necessitated long hours, travel to the workshop sites, and a myriad of complex details, was the essential ingredient which resulted in staff and participant satisfaction.

APPENDIX A. TOTAL LIST OF CONCERNS

Note: Responses are verbatim statements from the workshop participants.

Dubuque

Group 1

1. How to get meaningful information out to active farmers about land use, when supply of food seems adequate, and low prices are the result.

2. Economic hardship imposed on landowners by outside restrictive land use policies.

3. Future use of prime farmland for coal mining.

4. Keeping any necessary controls close to home.

5. Tradeoffs between industrial development and retention of prime ag land.

6. Movement of ag land away from ag use.

7. Quality of protecting quality of farmland (erosion control - forestry).

8. Abuse of "environmental sensitive areas" in zoning classification.

9. Setting off land in rural areas won't leave any for agriculture.

10. Federal & state rules & regulations concerning land going out of ag use.

11. Non-farm development pressures taking land out of ag use (urban sprawl).

12. Concentration of land in fewer hands as a result of SBA loan programs.

13. How to get non-farmer landowners to be active in soil management.

14. National, state, and government policies which precipitate and perpetuate changes in land use.

15. Identify how much and what land should be saved for agriculture.

16. New farm "ethic" promoted. Bigger is not necessarily better.

17. Protect livestock producers from urban neighbor encroachment.

18. Protection of water quality and its effects on ag land

19. Should we be helping needy farmers and young farmers by giving them preferential money considerations?

20. Increased research on production from good land.

21. Equitable sharing of costs for farmland protection.

22. More consistency among federal programs with more weight given to long-term benefits.

23. More than cost sharing is necessary to provide incentives (absentee landlords owner operators) for protection of land quality with erosion control and forest protection.

24. Lending institutions seem to have an effect on land prices and land use.

25. Effect of inflation on land prices.

26. All government agencies should abide by local control.

27. Non-farm development pressures taking land out of ag use (urban sprawl, coal mining, industrial development etc.).

28. Who should control land use decisions?

Dubuque
Group 2

1. Loss of ag land prime and nonprime farm change to non ag uses. For poor management.

2. Inefficient and illogical use of land. Failure of land real estate market to reflect social goals and certain physical character of land in its determination of highest and best use.

3. Over design by highway DOT taking out prime ag land.

4. Loss of prime ag land from residential development and scattered nonfarm dwellings.

5. The number of farms and why decreasing.

6. Outside demand for ag land outbid by non-farm uses.

7. Real estate taxes on ag land in urban areas.

8. I.R.S. taxing on hobby farms and inheritances taxes.

9. The unfairness of widows inheritance tax on keeping the farm in next generation.

10. Protection of family farm with its immense capital investment from city dwellers who move to the country (confined hog & cattle operations).

11. Controlling erosion without mandates.

12. Control of septic systems within urban sprawl development.

13. The balance of rights - landowner & public.

14. Barriers to farm entry.

15. Failure of planning and zoning boards to enforce zoning ordinances.

16. Need to increase incentives to farmers for voluntary conservation practices.

17. The reason behind ag land prices other than inflation.

18. Reduced availability of ag credit.

19. Environmental restraints caused urban growth into prime land areas.

20. Federal mishmash of export markets.

21. Better cooperation between federal agencies and farmer. Reduced availability of markets.

22. Educate jud. and courts to value & preserving farmland.

23. Rail transportation impact on markets grain markets on land values & land use.

24. Education of public on voluntary conservation practices.

25. Erosion of agriculture economy caused by population shifts.

26. Failure of cities to insist development before new annexation.

27. Need to educate individuals of local units of governments to the need and ways to preserve ag land.

28. Feasibility of gasohol and how much of a burden on farmer to produce.

29. Establish proper balance between best economic use for the entity versus best economic use to the society.

30. Urban people dictating to ag owners & operators through zoning and land use policies in urban areas.

31. More funds, better balance of funds to supply more field staff and less Washington staff (SCS).

32. Illinois state zoning law does not recognize farmland preservation.

33. Maintain agriculture production with limited petroleum supplies.

34. Finding and cultivating local leadership not necessarily political.

35. Use of crops for fuel versus use of crops for food.

36. Conflict use of crops for gasohol with conservation methods.

37. As far as government, more education and less interference with agriculture.

38. With all this development what is happening to wildlife.

39. Planning univ. have not recognized the difference between urban planners and rural.

40. Danger of losing momentum given land use as a long-term problem.

41. National levels standards not workable from coast to coast.

42. Losing legislative representation of farm interest to urban interests.

43. Need to educate planning profession.

44. Outside influence on planners.

45. Difficulty for young farms due estate taxes.

46. Educate farmer that a little leisure time isn't too bad.

47. Educate lending institutions on considering plight of young farmers on financing.

48. Reordering the Great American Dream of the single family dwelling on one acre plus.

49. Too much talk and no action.

50. Land ethic based on appropriateness.

51. We as citizens must involve ourselves in political processes.

Dubuque
Group 3

1. Soil erosion.
   - Funding
   - Better ways to implement practices
   - Education about practices
   - Encourage proper practices - chisel plow, and no-till
   - Tax incentives
   - Enforcing existing conservation standards
   - Inter-agency cooperation - federal, state, local.

2. Competing uses.
   - Strip mining
   - Highways, residential and business development and agriculture, recreation, water, (irrigation, synthetic fuels), land fills

3. Inconsistencies in federal/state/local agencies regarding conservation, development, and energy programs.

4. Urban sprawl swallowing ag lands (growth around fringes of cities).
   - Competing uses
   - Strip mining
   - Inconsistencies in federal agencies regarding conservation and development and energy programs
   - Soil erosion
   - Cutting of funds for ASCS conservation practices in the West
   - Effect of energy crisis, especially on irrigation
   - Development of 5-100 farmettes which under-utilize existing farmland
   - Fiscal and political policy encourage continuous row-cropping/absentee owners (lack of conservation ethic in policy)
   - Chisel plowing rather than moldboard plowing, especially in the fall

- No-till planting systems
- Concern about over-regulation, especially mandatory
- Cheap food policy for consumer's benefit
- Marginal land being plowed up
- Urban sprawl swallowing agricultural land (growth around fringes of cities)
- All newly constructed nuclear power plants require good land
- Poor definition of the conflicts between farmers & rural non-farm residents
- Industry locating on top farmland
- Young farmer credit should be made available
- Inability of transportation system to move farm commodities that we are already producing
- Road building waste
- Development of new crops especially for different climatic conditions and crops for marginal ag land
- Lack of consistency in federal/state/local policies and priorities
- Soybean production on rolling ground-erosion
- Ways to encourage soil conservation practices either by direct payment of tax incentives
- Construction set-aside payments
- Increased debt structure
- Lack of clear voice from farm organizations
- Ability of succeeding landowners to remove conservation structures
- Revision of inheritance tax laws regarding ag land
- Way to transfer farmland from generation to generation
- Inability of USDA to get it together
- Lack of real dirt farmers participating in meetings like this.

Dubuque
Group 4

1. Long term loss of ag productivity.
2. Loss of ag land due to erosion.
3. Loss of ag land due to conversion to other uses; non-farm uses.
4. Loss of ag land productivity -- too much government involvement.
5. Federal government should set examples for use of ag land.
6. Land lost due to urban sprawl.
7. Purchase of hobby farms by financially influential people with non-farm backgrounds.
8. Loss of ag land due to highways, power lines, etc.
9. Loss of small farms/rise of big farms.

10. Process for a new farmer to finance a farm.

11. Bringing new land into production without adequate erosion control.

12. Misdirected government agencies in regard to soil erosion; wildlife versus erosion control.

13. Tax incentives to farm operators that keep soil loss to an acceptable limit.

14. Incentive not to produce a high income crop through an incentive to reduce the cost of production.

15. Non-resident landowners and lack of concern for soil erosion.

16. Erosion/siltation of waterways.

17. Decline of older cities due to tax base loss to outlying areas.

18. Lack of public concern for preserving ag land.

19. How (all levels) government programs can be made more responsive - erosion control/urban sprawl.

20. Graduated cost of land by C.S.R. (corn suitability rating).

21. More serious thought to whatever we do -- more knowlege.

22. Land speculation.

23. Lack of attention to government policies that encourage sprawl.

24. Effects on rural communities due to changing agriculture.

25. Land use conflicts odor/dust/noise, urban/rural.

Dubuque
Group 5

1. Loss of class I land to industry, highways, and urban sprawl.

2. Effects of surface mining for coal or prime ag land, the myth of land reclamation after mining.

3. Urban dominance that occurs at urban-farm boundary.

4. Too much political influence on use of farmland.

5. Desire for local control of land use decisions.

6. Lack of legal controls that can be implemented by local government bodies.

7. Keeping prime farmland within a family.

8. Giving consideration to unique agricultural lands as valuable resources.

9. Need national transportation policy as it uses ground and effects use.

10. Tax burdens on farmland should be reduced so as to not force marginal land into production.

11. Lack of good reliable information on farmland resources at local level.

12. Local governing bodies tend to make land use decisions on group pressure.

13. Soil erosion is critical -- need for more cost share money.

14. Water flooding is a waste in Illinois -- pollution of underground acquifers and effects on supplies in the acquifers.

15. Planning is very important -- keeping local control. Keeping supply and demand evaluation in fact.

16. Marginal lands put into legumes for energy production.

17. Rising cost of farmland.

18. Public apathy toward need to preserve farmlands.

19. Expanded high productivity should not always be promoted.

20. In planning allow for transitions to avoid disruptions to farm economy.

21. Better use of land in urban areas.

22. Impacts of loss of productive capacity on area farm economy.

23. Energy supplies are being wasted by scattered developments.

24. Land needed by manufacturer of synthetic fuels is lost - "greenhouse" effect.

25. Residential building should be on marginal farmland.

26. Protection of property rights.

27. Locating residential uses near any agr. uses creates incompatabilities due to environmental situations.

28. Natural pesticide and herbicide use.

29. Government taking of land.

30. Highways need to rethink specs. for construction of highways.

31. Finanacial barriers for young farmers entering agrriculture.

32. Have public opinion hold industry responsible for taking agriculture land.

33. Beginning investigation of national land use policy.

34. Investigate local government purchase of development rights.

Dubuque
Group 6

1. Water - Quality and Quantity

2. Need to educate public about issue!

3. Land use policies vary too much from county to county and state to state.

4. American urbanites dream of owning a parcel of land in the country.

5. Retaining jurisdiction on regulatory matters at local level.

6. Favorable status to preserve obligates one not to convert when profitable.

7. Somehow gasohol should be subsidized.

8. The availability of soil maps on the county level.

9. Too many different government agencies with pet plans to take land out of agricultural production.

10. Septic system regulations (and technology) are so that development can go only on prime farmland.

11. (4) Encourage the planning and conservation improvements in hydrologic units.

12. The organized opposition is not inactive part of this planning process -- result is planning in vacuum.

13. Should have 100% cost share with farm owner in conservation.

14. The need for a sizeable precise definition of prime farmland.

15. Single family residences as well as factory developments should be encouraged on more marginal land even though cost ratios might not be feasible at this point and time.

16. We are going away from original intent of communities which was to serve rural areas.

17. Assure adequate technical services for soil and water conservation improvements.

18. We need a more equal tax base for farmland.

19. Some discussion of techniques that are available.

20. Average individual farm acreage increasing.

21. Diminish speculative purchasing of farmland to enhance competitiveness of individual owner/operator units.

22. Foreign ownership of U.S. real estate.

23. Attention to improving rail transportation so that many of these things can be accomplished.

24. Adoption by state and county governments of prime land preservation as public policy.

25. Interference with market system.

26. How to enforce??

27. Adoption by national group of prime land preservation as public policy.

28. Adopt "carrot" rather than "stick" approach.

Dubuque
Group 7

1. Urban sprawl.

2. Land condemnation.

3. Government incentives to stop urban sprawl.

4. Soil erosion.

5. Loss of prime ag land.

6. Orderly land use.

7. More voice for farmers.

8. Non ag land users outbidding ag users.

9. Tendency to treat farmers as a unified group.

10. Sedimentation and surface water quality.

11. Government agencies' lack of coordination.

12. Conservation practices to hold land in place.

13. Conflict between farmers and non-farmers on land related issues.

14. Tendency to treat chanbge in land use patterns as negative.

15. Government regulation as unknowledgeable.

16. Transportation (freeways) encourage sprawl and bankruptcy of cities.

17. Ways to control government agencies.

18. Farmers feel they are losing control of land because of land preservations programs.

19. Tax checkoffs on corn and beans to protect our land (exports).

20. People in government programs with inappropriate backgrounds.

21. Aquifers and aquifer regeneration areas.

22. Land appraisal - lack of agricultural knowledge.

23. Who should control land use planning?

24. Regional planning as control by unelected bureaucracy.

25. Land taxation.

26. EPA regulation on air, smell, water, dust, etc.

27. Cost-price squeeze causing too intensive use of soil.

28. Communication, education, and democratic activity -- communication and education problem encourage loss of democratic process.

29. Transportation agency ignoring agricultural agency advice (agri. impact statement).

30. Flexible land use plan.

31. Inability to integrate land uses.

32. Synthetic fuel production.

33. Proper use of DOT condemned land and right of way (planted with trees).

34. Environmental effects of agricultural land use.

Dubuque
Group 8

1. A fixed supply of land (competition).

2. Prime farmland being used for industry and housing.

3. How to strike a delicate balance between public interest and public right in surface mining of prime ag land.

4. Required conservation measures on steeply sloping land to prevent loss of top soil.

5. Take back from bureaucratic government the rights of local people.

6. How federal programs impact land use - rural water systems relative to urban sprawl.

7. Local people are concerned about federal and state land acquisition in a rural areas.

8. Spread of urban development in a leap-frog pattern.

9. Concern about an uniform national definition. of prime farmland. What is prime to one region may not be considered prime to another.

10. Land value system which ignores long-term resource value in favor of immediate sale value.

11. Use of ag land for transportation (R.R. & roads).

12. Nationally uniform estate tax system to encourage future family farms.

13. Incentive to stop clearing of woods for erosive crop purposes.

14. Promote more use of legumes on rolling soils.

15. Should there be growth & non-growth areas?

16. If people are opposed to planning & zoning ordinances, what are the alternatives?

17. Unconcern of local units of government over loss of ag land.

18. The issue should be renamed "Preservation of ag not just prime land."

19. Definition of highest & best use of land based on land capability & system or priorities among land users.

20. More research on making marginal land more productive.

21. When are times to use prime farmland for other purposes?

22. Make proper use of land already in public domain.

23. Are federal incentive programs creating a land aristocracy?

24. Unorganized approach of federal agencies taking land out of production.

25. Need a method of helping local governments deal with the issue without telling them what to do.

26. Failure to deal with complexity of the inter-relationships of farmland and other major uses.

27. Should foreign ownership of U.S. land be prohibited.

28. Make foreign interest tax structure same structure as U.S. owners.

29. What is trade-off of fuel crops versus food crops.

30. Need for more education of public including non-farm people.

31. Fear of change.

32. Local decision-making limits -- can't address all problems locally.

33. Meaningless rhetoric of interest groups in selfish positions.

Dubuque
Group 9

1. Potential production of land for future generations.

2. Inappropriate views of ag land as vacant rathern than as the "best" use.

3. Prime land taken for non-agr. use, i.e., roads, industry and urban development.

4. Laws to prevent using farming as a tax loss -- for off-farm jobs.

5. Use of freeways on prime ag land.

6. Loss of top soil - poor conservation, etc.

7. Failure to reflect future cost and scarcity in present farm land and product prices.

8. How to educate people in communities to have a concern for ag land preservation (i.e. , high school students, consumers and public).

9. Who should control farmland usage.

10. More uniform zoning from county to county.

11. More effective preservation programs are viewed by rural farmers as too much government.

12. Need low-interest loans to protect ag land in conservation practices.

13. Enforce ag. Impact Statements, i.e., similar to environmental impact statements.

14. To improve development of inner city -- rather than expand on farmland, i.e., interest rate & cost.

15. Relationship of cost of land to profitability of crops.

16. Inability of "Third World" nation to purchase American farm products -- and its effect on our farm price and their farming.

17. Farmer incentive to produce without a transportation system, i.e., rail.

18. Need for education on agricultural aspects before graduating from high schools.

19. Low interest rate to young farmer for the first 200 acres of ag land to encourage owners and not renters.

20. Education to change the moral attitudes in society to promote efficiency of production.

21. Insufficient SCS staff and lack of number of technicians to administer soil conservation practices.

22. Regional planning & government do nothing for farmers.

23. Inheritance tax is too high for son or family to carry on the farm.

24. Use of separate rights of way for utilities, highway and pipeline is inefficient.

25. Foreign land ownership.

26. More efficient planning of urban land taken from agricultural use.

Dubuque
Group 10

1. Loss of prime farmland to development causes.

    a. Leap frog development
    b. Urban sprawl
    c. Incompatability of urban and rural lifestyles

2. Lack of public recognition of agriculture.

    a. Political forces are pro-developer
    b. Economic balance of forces weighted heavily in favor of development
    c. Federal and state agencies fail to recognize agricultural priorities

3. Loss of family farm structure is caused by unrealistic inflation, uneconomic increases in price of farmland and inheritance tax structure prohibits retention of or transfer of family farms.

4. Lack of land stewardship and soil erosion losses causes.

   a. Large units on soil conservation
   b. Declining productivity
   c. Effects of higher fertilizer chemical uses
   d. Relationship between low commodity prices and soil conservation
   e. Reduction in food producing capability

5. Negative aspects of locating hazardous industries in rural areas

   a. Social and economic impact

6. Recognition of equity spread between farmers and effect it has on the cost of production and abililty to acquire land and division among farmers in their attitudes toward land preservation and level of economic return necessary to maintain family farm strucuture.

7. Effect of tax structure on acquisition of land by outside interests.

APPENDIX B - OUTCOME STATEMENTS AND FREQUENCY OF RESPONSE
DUBUQUE

			Percent
1.	The state and county governments should develop a "use classification" of land that is determined locally, determined by local soil conditions. Soil conservation service soil classification system to be used as guide.	Strongly Disagree	1.3
		Disagree	7.6
		Undecided	10.1
		Agree	48.1
		Strongly Agree	31.7
2.	Congress and the state government should consider the impact on agricultural land use when enacting laws or legislation or funding projects or programs that involve the destruction of land for food and fiber production.	Strong Disagree	1.3
		Disagree	0
		Undecided	0
		Agree	24.0
		Strongly Agree	74.7
3.	State and county governments should promote conservation tillage through incentive payments, tax credits, and educational programs.	Strongly Disagree	1.3
		Disagree	5.0
		Undecided	
		Agree	32.9
		Strongly Agree	60.8
4.	Local governments should use administrative and legislative actions to help preserve agricultural land.	Strongly Disagree	3.8
		Disagree	1.3
		Undecided	1.3
		Agree	36.7
		Strongly Agree	56.7
5.	State governments should develop guidelines for local governments who are developing preservation policies.	Strongly Disagree	5.0
		Disagree	10.0
		Undecided	6.3
		Agree	41.8
		Strongly Agree	36.7
6.	State governments should initiate agricultural land preservation policies where local governments fail to take the initiative.	Strongly Disagree	7.6
		Disagree	11.4
		Undecided	8.9
		Agree	45.6
		Strongly Agree	25.3
7.	Federal government should develop guidelines and policies for state and local governments	Strongly Disagree	15.2
		Disagree	24.0
		Undecided	11.4
		Agree	31.6
		Strongly Agree	13.9
8.	Local officials (county government and planning and zoning boards) should develop long-range land use plans and be called to task for granting excessive variances.	Strongly Disagree	1.3
		Disagree	6.3
		Undecided	2.5
		Agree	32.9
		Strongly Agree	55.7

		Percent
9. Technical staff must have training on non-urban problems and be sensitive to their needs	Strongly Disagree	1.3
	Disagree	0
	Undecided	6.3
	Agree	44.3
	Strongly Agree	48.1
10. Lower capital gains tax for inheritances.	Strongly Disagree	3.8
	Disagree	3.8
	Undecided	13.9
	Agree	30.4
	Strongly Agree	46.8
11. The National Agricultural Lands Study must be coordinated with the dialogue on Structure of U.S. Agriculture	Strongly Disagree	
	Disagree	5.0
	Undecided	11.4
	Agree	50.6
	Strongly Agree	29.1
12. The federal government should provide support for technical studies, research, and education but not put controls over local land use.	Strongly Disagree	3.8
	Disagree	7.6
	Undecided	1.3
	Agree	45.6
	Strongly Agree	41.8
13. Interested parties (farmers, rural non-farm, etc.) must be involved in policy determination. If they don't come forward, efforts must be made to go to them.	Strongly Disagree	2.5
	Disagree	2.5
	Undecided	2.5
	Agree	38.0
	Strongly Agree	54.0
14. Federal government should give direction for land planning with implementation at the local level.	Strongly Disagree	5.0
	Disagree	17.7
	Undecided	6.3
	Agree	44.3
	Strongly Agree	26.6
15. Town and county government should enact exclusive agricultural zoning programs in conjunction with tax credits for participants and local planning programs with citizen participation.	Strongly Disagree	5.1
	Disagree	5.1
	Undecided	19.0
	Agree	35.4
	Strongly Agree	31.7
16. The federal government should enforce and strengthen the existing Strip Mining Act to protect farmland.	Strongly Disagree	
	Disagree	3.8
	Undecided	12.7
	Agree	38.0
	Strongly Agree	43.0

17. The USDA-ASCS through the Secretary of Agriculture should re-activate the feed grain program	Strongly Disagree	15.2
	Disagree	8.9
	Undecided	46.8
	Agree	9.0
	Strongly Agree	5.0
18. The state government should provide tax relief for land owners who remove marginal land and wet lands from production in order to economically allow those areas to be conserved.	Strongly Disagree	3.8
	Disagree	8.9
	Undecided	5.1
	Agree	49.4
	Strongly Agree	31.7
19. The federal and state and local governments should make their policies affecting agriculture consistent within and between themselves.	Strongly Disagree	2.5
	Disagree	3.8
	Undecided	5.1
	Agree	41.8
	Strongly Agree	46.8
20. The Extension system should provide educational outreach programs on conservation for farmers, urban groups, and youth.	Strongly Disagree	1.3
	Disagree	0
	Undecided	1.3
	Agree	45.6
	Strongly Agree	51.9
21. The public school system should provide educational programs on conservation utilizing SCS personnel for field days and "hands-on" programs and teachers should have in-service programs on conservation.	Strongly Disagree	
	Disagree	
	Undecided	2.5
	Agree	44.3
	Strongly Agree	53.2
22. Existing government agencies should encourage best management practices by requiring them for cost share programs,	Strongly Disagree	2.5
	Disagree	5.1
	Undecided	13.9
	Agree	44.3
	Strongly Agree	29.1
23. U.S. and state Departments of Agriculture should be given responsiblity to involve national, state, and local agencies and voluntary associations in educating the public about the land issues.	Strongly Disagree	1.3
	Disagree	5.1
	Undecided	10.1
	Agree	45.6
	Strongly Agree	36.7
24. Education on land use and preservation should be included in the public school curricula.	Strongly Disagree	
	Disagree	
	Undecided	5.1
	Agree	34.2
	Strongly Agree	59.5
25. Extension Service should conduct programs of education on farmland preservation.	Strong Disagree	2.5
	Disagree	0
	Undecided	7.6
	Agree	38.0
	Strongly Agree	51.9

26. Citizens should have more input and participation in government agency actions.	Strongly Disagree	
	Disagree	1.3
	Undecided	5.1
	Agree	43.0
	Strongly Agree	50.6
27. ASCS should coordinate all cost share funds within a local area.	Strongly Disagree	5.1
	Disagree	16.5
	Undecided	27.8
	Agree	38.0
	Strongly Agree	8.9
28. Extension should provide technical information about the financial benefits of conservation practices through dissemination of existing research results and by doing new research and tests.	Strongly Disagree	1.3
	Disagree	3.8
	Undecided	1.3
	Agree	48.1
	Strongly Agree	43.0
29. State and federal government should implement land reform and break up large land holdings through new legislation.	Strongly Disagree	27.8
	Disagree	30.4
	Undecided	22.8
	Agree	8.9
	Strongly Agree	6.3
30. News media need to get accurate information out to public through documentary programs, factual news releases, and better coverage of local agricultural and land uses issues.	Strongly Disagree	
	Disagree	
	Undecided	6.3
	Agree	42.8
	Strongly Agree	50.6
31. Farmers should become active participants in disseminating land use information through the use of educational and media facilities to result in legislation to discourage loss of prime agricultural land.	Strongly Disagree	
	Disagree	1.3
	Undecided	2.5
	Agree	41.8
	Strongly Agree	54.4
32. Through the lawmaking process protect the transfer of prime agricultural land to competing uses.	Strongly Disagree	5.1
	Disagree	5.1
	Undecided	10.1
	Agree	41.8
	Strongly Agree	34.2
33. Governmental agencies must be accountable to the people when decisions are made which affect the environment, our natural resources, and agricultural land use.	Strongly Disagree	1.3
	Disagree	
	Undecided	8.9
	Agree	35.4
	Strongly Agree	51.9
34. Congress modify estate tax structure to keep agricultural land for agricultural uses and prevent conversion to non-agricultural uses.	Strongly Disagree	5.1
	Disagree	0
	Undecided	10.1
	Agree	34.2
	Strongly Agree	50.6

35. Public utilities should ensure information reaches the public through the use of inserts in utility mailings.	Strongly Disagree	2.5
	Disagree	13.9
	Undecided	20.3
	Agree	53.2
	Strongly Agree	6.3
36. State and local governments should require conservation practices through legislation and controls appropriate to local areas.	Strongly Disagree	8.9
	Disagree	16.5
	Undecided	6.3
	Agree	34.2
	Strongly Agree	32.9
37. State government should promote conservation practices through economic incentives, such as increased cost-sharing to farm owners.	Strongly Disagree	1.3
	Disagree	8.9
	Undecided	6.3
	Agree	38.0
	Strongly Agree	43.0
38. Individuals must publicize the issues (leap frog development, urban sprawl, incompatability of urban and rural lifestyles, relocation of farmers) through the media.	Strongly Disagree	
	Disagree	6.3
	Undecided	2.5
	Agree	45.6
	Strongly Agree	43.0
39. There should be coordination of Federal agencies which have responsibilities which relate to the preservation of prime farmland. This should involve development and implementation of a national agricultural land policy.	Strongly Disagree	2.5
	Disagree	3.8
	Undecided	5.1
	Agree	38.0
	Strongly Agree	49.4
40. State government should inact enabling and assistance legislation for local governments to better allow them to develop and carryout local plans. The State effort should include tax incentive programs to preserve agricultural land with the stipulation local governments develop a plan.	Strongly Disagree	2.5
	Disagree	5.1
	Undecided	6.3
	Agree	41.8
	Strongly Agree	43.0
41. Local government should develop and implement an agricultural land plan within State and Federal policy. It should recognize conflicting interests, local needs (quantitative), assessment of land capability and be based on local input. A final step should be development of the ordinance.	Strongly Disagree	2.5
	Disagree	7.6
	Undecided	8.9
	Agree	46.8
	Strongly Agree	32.9
42. Individuals should develop and propose alternative solutions to loss of prime farmland to elected officials, action groups, etc.	Strongly Disagree	1.3
	Disagree	2.5
	Undecided	3.8
	Agree	55.7
	Strongly Agree	35.4

43. Individual farmers should broaden public support for farmland preservation and reduction of sprawl by making farm problems everyone's problem, i.e., food produced on poorer land will cost more (consumer problem) or it costs more to provide roads, police protection, etc., with sprawl than compact development (taxpayer's problem).	Strongly Disagree	1.3
	Disagree	5.1
	Undecided	8.9
	Agree	36.7
	Strongly Agree	48.1
44. Loss of prime farmland can best be averted by individual initiative in support of researching, identifying, and publicizing facts that would lead to corrective action by local, state, and federal governmental bodies.	Strongly Disagree	8.9
	Disagree	8.9
	Undecided	8.9
	Agree	46.8
	Strongly Agree	22.8
45. The purpose is to get information to the non-farm public by increasing public awareness of soil conservation through national advertising and educational programs involving a coordinated effort of federal, state and local agencies and through civil and religious organizations.	Strongly Disagree	
	Disagree	8.9
	Undecided	5.1
	Agree	43.0
	Strongly Agree	40.6
46. We want to make farmers aware of the need for soil conservation and of practices and assistance programs available for implementing soil conservation measures. A variety of informational, educational, and assistance programs should be used involving federal, state and local agencies, civil organization and agri-business.	Strongly Disagree	
	Disagree	2.5
	Undecided	1.3
	Agree	46.8
	Strongly Agree	46.8
47. Congress needs a better understanding of land use issues and should study inputs from agricultural land use policy groups. They should provide broad guidelines for land use policies to the states. States in turn provide guidelines for counties and accept localized guidelines from the counties based on county evaluations of land resource characteristics. A state plan should be developed using county input.	Strongly Disagree	3.8
	Disagree	5.1
	Undecided	12.7
	Agree	38.0
	Strongly Agree	36.7
48. Congress keep the agriculture economy strong and profitable and promote ag exports to provide incentives for farmers to keep land in agricultural use.	Strongly Disagree	1.3
	Disagree	2.5
	Undecided	11.4
	Agree	44.3
	Strongly Agree	39.2
49. Congress and the states should provide tax incentives and penalities to ensure keeping land in ag use (property, income).	Strongly Disagree	2.5
	Disagree	7.6
	Undecided	10.1
	Agree	49.4
	Strongly Agree	29.1

50. The National Agricultural Lands Study group and agricultural leaders provide statements to the public on the extent of land use problems.	Strongly Disagree	
	Disagree	2.5
	Undecided	6.3
	Agree	48.1
	Strongly Agree	43.0
51. National, state and local governments coordinate an educational program to inform all people of the extent of land use problems.	Strongly Disagree	
	Disagree	2.5
	Undecided	3.8
	Agree	45.6
	Strongly Agree	46.8
52. The federal government should provide financial (planning) assistance to land use programs to state-county. The state to provide financial assistance to counties.	Strongly Disagree	
	Disagree	16.5
	Undecided	13.9
	Agree	46.8
	Strongly Agree	21.6
53. Accountability from counties to state and state to federal government should be insured.	Strongly Disagree	5.1
	Disagree	12.7
	Undecided	25.3
	Agree	36.7
	Strongly Agree	17.7
54. Congress should assign the USDA the responsibility of developing guidelines to limit the conversion of land classifications I, II, and III to non-agricultural uses.	Strongly Disagree	6.3
	Disagree	17.7
	Undecided	19.0
	Agree	35.4
	Strongly Agree	20.3
55. After study, county agricultural leaders and local organizations should exercise local option to adopt farmland preservation procedures.	Strongly Disagree	5.1
	Disagree	19.0
	Undecided	11.4
	Agree	36.7
	Strongly Agree	24.1
56. The people of the United States develop appropriate legislation to keep land in agricultural uses.	Strongly Disagree	5.1
	Disagree	12.7
	Undecided	12.7
	Agree	41.8
	Strongly Agree	24.1
57. Congress develop erosion control guidelines and provide more money to encourage state and county compliance with locally devloped soil loss limits.	Strongly Disagree	1.3
	Disagree	16.5
	Undecided	8.9
	Agree	41.8
	Strongly Agree	29.1

58. States provide more cost-sharing, tax credits, develop and enforce mandatory soil loss limits, and provide more technical assistance to promote soil conservation.	Strongly Disagree	7.6
	Disagree	10.1
	Undecided	5.1
	Agree	39.2
	Strongly Agree	32.9
59. County soil conservation units obtain more soil conservation by hearing erosion complaints and have authority to take action to control soil losses when necessary.	Strongly Disagree	3.8
	Disagree	10.1
	Undecided	10.1
	Agree	45.6
	Strongly Agree	25.3
60. State and county provide some education on soil conservation.	Strongly Disagree	
	Disagree	1.3
	Undecided	3.8
	Agree	57.0
	Strongly Agree	35.4
61. Federal government should change tax structure to prevent using farming as a "tax loss" for off-farm jobs or incomes	Strongly Disagree	2.5
	Disagree	10.1
	Undecided	13.9
	Agree	35.4
	Strongly Agree	36.7
62. USDA, SCS, and other federal agencies need to get more information to public to make a greater effort to get news releases to local media and to assist in the use and distribution of information related to agricultural land use.	Strongly Disagree	
	Disagree	2.5
	Undecided	6.3
	Agree	50.6
	Strongly Agree	40.5
63. Federal, state and local governments to promote conservation practices through income and property tax credits for conservation techniques used by farmers.	Strongly Disagree	1.3
	Disagree	3.8
	Undecided	3.8
	Agree	48.1
	Strongly Agree	41.8
64. Farm groups, Extension agencies, SCS, and school districts should increase citizen awareness by developing continuing education programs related to ag land preservation, agriculture production, and efficient land use.	Strongly Disagree	1.3
	Disagree	0
	Undecided	0
	Agree	45.6
	Strongly Agree	53.2

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