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*NATIONAL ASSOCIATION OF STATE DEPARTMENTS OF AGRICULTURE*

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January 12, 1994

The Honorable Mike Espy  
Secretary  
U.S. Department of Agriculture  
Room 200-A  
Administration Building  
Washington D.C. 20250

Dear Secretary Espy:

Enclosed are Policy Statements adopted by the National Association of State Departments of Agriculture at the 1993 Annual Meeting in New Hampshire. Also included are several policies from 1992 that are still of concern to NASDA.

These policies represent the needs and concerns of the agriculture industry and concerns of the state departments of agriculture responsible for regulatory and management programs. NASDA would appreciate receiving comments, plans of action, or suggestions from USDA regarding the implementation of these policies.

I would like to receive your responses by February 15, in order to prepare them for presentation to NASDA's members at the annual Mid-Year meeting scheduled for the end of February. Please contact me if you require any background information or have any questions concerning these policies.

Sincerely,

Bob Odom  
President

cc: Chrys Wilson  
Intergovernmental Affairs

Richard W. Kirchhoff, Executive Vice President & Chief Executive Officer

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93/17

## Northeast Interstate Dairy Compact

### Summary

In response to more than a decade of very flat milk pricing for dairy farmers with no relief in the foreseeable future, the six New England States are cooperating to petition Congress for a Northeast Interstate Dairy Compact. The Dairy Compact is being organized as a supplement to the present Milk Marketing Orders for all dairy farmers selling milk to handlers within New England.

The Compact is a tool which can be used on a regional basis in other parts of the country.

### Policy

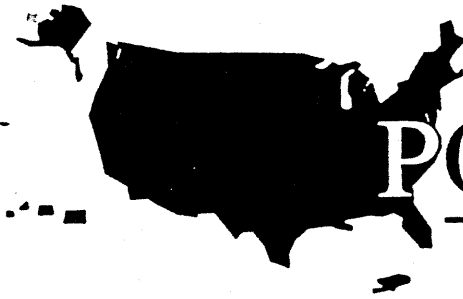
Resolved that the National Association of State Departments of Agriculture advocates federal legislation which would allow for the Northeast Interstate Dairy Compact and the formulation of similar organizations in other regions.

*September 1993*

## **Northeast Interstate Dairy Compact**

A Northeast Interstate Dairy Compact has been in the development process since early 1988. The basic thrust of this Compact is to establish milk prices to farmers at levels above the Federal order milk prices in that area. Six New England States have approved legislation providing for this Compact, but the consent of Congress is needed before such a Compact can be instituted.

The Department of Agriculture is currently in the process of analyzing and reviewing the proposed Northeast Interstate Dairy Compact.



# POLICY STATEMENT

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93/18

## Federal Order Milk Pricing

### Summary

During the past decade our federal milk pricing system has not kept pace with the inflation rate. Producer milk pricing has remained very flat while production costs have increased steadily, at times excessively. Several farm bills passed by Congress have failed to address the insecurities in our present pricing system.

Many state government agencies working with their dairy industry and dairy support groups, who are knowledgeable in dairy pricing, have specific ideas for improving our milk pricing system, and are willing to share their thoughts and talents.

### Policy

Resolved that the National Association of State Departments of Agriculture urges Secretary of Agriculture Espy to appoint a steering committee to provide dairy pricing proposals to the Congressional Committees working on the next Farm Bill. NASDA recommends that the steering committee be made up of four Commissioners, Secretaries or Directors, one from each of the four NASDA regions; four representatives from dairy farmer cooperatives or businesses, one from each of the four NASDA regions; and four representatives from dairy support groups, such as the National Milk Producers Federation, the Milk Industry Foundation, etc.

September 1993

## Federal Order Milk Pricing

The Agricultural Marketing Agreement Act of 1937, as amended, provides the legal authority for establishing minimum milk prices under Federal milk orders. The Act requires that minimum prices be based on the economic factors that affect supply and demand conditions. Over the last decade, ample supplies of milk have been produced to meet consumer needs for fluid milk and dairy products.

The purpose and scope of the legislative changes that may be recommended by a steering committee are not clear. If the intent is to recommend specific pricing changes in Federal orders, this would amount to shifting implementation authority from the Executive Branch to the Legislative Branch. This would also negate the formal rulemaking process that already exists for considering and implementing pricing changes under Federal orders. Nevertheless, the Department is always interested in obtaining input on pricing procedures that reflect all of the economic factors that affect market supply and demand conditions that may be utilized under Federal milk orders. In this regard, the Department would welcome the ideas and proposals of a steering committee initiated by NASDA or other industry bodies.



# POLICY STATEMENT

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93/23

## Brucellosis Eradication Program

### Summary

The National Brucellosis Eradication Program is near completion and it is essential that personnel and funding be maintained at all levels so that the progress made will not deteriorate and that the program can be completed on a timely basis. Nationwide, there are only 360 herds of cattle under quarantine. The final push to eradicate brucellosis from the nation's cattle population is under way. The final remnants of infection will be the most difficult to locate and eradicate. It is essential that personnel and funding be maintained at all levels so that the progress made will not deteriorate and that the program can be completed on a timely basis.

Brucellosis has cost the cattle industry of the country millions of dollars in lowered production, loss of cattle and reduced income due to restrictions. State and Federal governments have invested a great deal of money in eradication of this disease. Termination or reduction of funding at this point in time would seriously jeopardize the significant progress made.

The Southern Animal Health Association has gone on record urging the United States Department of Agriculture Animal and Plant Health Inspection Service to maintain funding for the brucellosis eradication program at the levels proposed in the Brucellosis Eradication Five-Year Rapid Completion Plan.

### Policy

Resolved that the National Association of State Departments of Agriculture urges the U.S. Department of Agriculture, Animal and Plant Health Inspection Service to maintain funding for the brucellosis eradication program at the levels proposed in the Brucellosis Eradication Five-Year Rapid Completion Plan.

September 1993

## **Brucellosis Eradication Program**

When the Rapid Completion Plan for the Cooperative State-Federal Brucellosis Eradication Program was adopted, the Animal and Plant Health Inspection Service committed itself to carrying out all of the plan's provisions within available funding. The program has made excellent progress under the plan, and we anticipate that the goal of having all States free of brucellosis by the end of 1998 will be achieved. We expect that funding will be adequate until that date to carry out the plan effectively in all States.



# POLICY STATEMENT

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93/45

## Parasitic Bee Mite Research

### Summary

The honey bee tracheal mite and the varroa mite have caused considerable damage to honey bee colonies throughout the United States. Beekeepers are required to treat their bee colonies with miticides to minimize the effects of these mites and, in some cases, to obtain permission to move their colonies interstate.

Apiary inspectors and the beekeeping industry desire to reduce unnecessary miticide treatments and treatment costs, yet avoid economic damage caused by parasitic honey bee mites and the dispersal of these mites from untreated apiaries to nearby relatively clean apiaries.

Work is needed to determine the correct timing and dosage rates for different miticides used at the same time to control both kinds of parasitic mites.

### Policy

Resolved, that the National Association of State Departments of Agriculture requests the USDA Agriculture Research Service and Cooperative State Research Services to expand current research and to initiate new research on varroa and honey bee tracheal mites to determine:

- 1) at what mite population levels that varroa and honey bee tracheal mites require treatment to prevent economic losses and mass dispersal of large numbers of mites to nearby apiaries; and
- 2) the proper dosage rates and timing of available control materials when both mites are treated at the same time.

September 1993



## Parasitic Bee Mite Research

We understand the concern about losses to the beekeeping industry caused by tracheal and Varroa mites. The Agricultural Research Service (ARS) is conducting research at four honey bee research locations to address the highest priority needs of the industry relative to these mite pests. ARS will expedite research to discover promising chemical and nonchemical control technologies for parasitic mites and will work in conjunction with the agricultural chemical industry and the Environmental Protection Agency to facilitate registration of commercial products. The following comments address the specific requests of the National Association of State Departments of Agriculture (NASDA) for new research initiatives:

1. Determine mite population levels at which Varroa and honey bee tracheal mites require treatment to prevent economic losses and mass dispersal of large numbers of mites to nearby apiaries.

This is an extremely complex problem that has not yet been resolved by the scientific community. The problem as it relates to tracheal mites is particularly difficult. However, ARS laboratories in Beltsville, Maryland; Weslaco, Texas; and Tucson, Arizona, will continue to acquire data leading to an understanding of treatment threshold levels and mechanisms of mite dispersal.

2. Determine the proper dosage rates and timing of available control materials when both mites are treated at the same time.

At present, there are no commercial products registered for use in controlling both mite species. When such a product is developed and registered, ARS scientists will conduct research to determine appropriate timing to control both mite species with a single application.

The information provided by NASDA will be very helpful to ARS in its ongoing program planning and budgeting processes. In the meantime, ARS will continue to conduct research to solve problems associated with parasitic bee mites, to the fullest extent that resources permit.

Also, the Cooperative State Research Service (CSRS) and the State Agricultural Experiment Station System (SAES) recognize the importance of parasitic mites on honey bees throughout the U.S., and have encouraged research to address this importance issue. Currently there are 22 active Hatch and State funded research projects studying Varroa and Tracheal mites on honey bees. Both issues for which NASDA requests research: (1) economic threshold population; and (2) dosage and timing of treatments, fall within the objectives of several of these research projects.

As the CSRS interacts with the SAES administrators, we will continue to emphasize the seriousness of these parasites such that project and program leaders will continue to place emphasis on these and other problems specific to states that they serve.



# POLICY STATEMENT

93/46

## Africanized Honey Bee Monitoring and Research

### Summary

The Africanized honey bee (AHB) continues to pose a threat to the United States beekeeping industry. Currently the AHB has migrated into approximately half of Texas, and it has recently reached the Arizona/Mexican border. This bee will soon reach New Mexico. In addition, the AHB has continued to be intercepted at United States marine terminals each year.

Many beekeepers and the public consider the AHB to be an undesirable species. However, as the AHB spreads within the United States beekeepers will eventually have to learn to deal with and possibly even manage this bee.

It is imperative that the USDA Animal and Plant Health Inspection Service and the Agricultural Research Service take a leadership role in providing support to the beekeeping industry and states by continuing to monitor and conduct research on the spread of the AHB, especially as it moves into queen rearing areas of the southern United States.

### Policy

Resolved, that the National Association of State Departments of Agriculture requests the USDA Animal and Plant Health Inspection Service and the Agricultural Research Service to continue monitoring and conducting research on the spread of the AHB, especially as it moves into queen rearing areas of the Southern United States.

*September 1993*

## **Africanized Honey Bee Monitoring and Research**

The Animal and Plant Health Inspection Service (APHIS) will continue to assist the States with monitoring the spread of Africanized honey bees (AHB). APHIS will continue to operate AHB traps at ports of entry and will delimit and eradicate infestations arriving by natural spread if practicable. APHIS will also make the National Agricultural Pest Information System data base available for maintaining AHB survey records. As long as resources are available, APHIS will loan trapping supplies and identification lenses to the States. In addition, APHIS supports the National Association of State Departments of Agriculture's national honey bee certification plan and has a representative on the AHB Technical Working Group.



# POLICY STATEMENT

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93/47

## Uniform Disease Testing

### Summary

There continues to be a need for increased uniformity in livestock disease quarantine protocols between the United States, Canada and Mexico.

The United States continues to find an unacceptable level of tuberculosis lesions at slaughter in cattle of Mexican origin, a clear indication that either present United States import requirements are inadequate, or compliance with those requirements is inadequate.

The United States continues to require brucellosis and tuberculosis testing on cattle imported from Canada even though those diseases are thought to have been eradicated in Canada.

Canada continues to require negative bluetongue tests on United States cattle even though serology positive animals are highly unlikely to be harboring the bluetongue virus.

### Policy

Resolved, that the National Association of State Departments of Agriculture encourages USDA to work with their counterparts from Canada and Mexico to develop protocols for disease testing requirements which are based on risk assessment of disease introduction rather than tradition.

*September 1993*

## **Uniform Disease Testing**

**The Animal and Plant Health Inspection Service (APHIS) agrees that health testing requirements for animal importation should be based solely on the risk of animal disease introduction and not on extraneous issues. APHIS will continue to work with Canada and Mexico toward this end and will review our import regulations to ensure that they adequately protect the U.S. livestock industry from exotic diseases.**



# POLICY STATEMENT

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93/57

## Animal Health Issues

### Summary

The unregulated, or inadequately regulated importation, commercialization and interstate movements of exotic animals, including cervidae and other wild and exotic ungulate species, poses a disease risk to domestic livestock.

There is a need within the United States to address all susceptible animal species in disease control regulations. The failure to do so has already jeopardized the success of the national tuberculosis eradication program. The barter and sale of surplus animals from quarantined zoos could even result in the dissemination of diseases presently foreign to the domestic livestock of this country. All susceptible species should be addressed in any comprehensive program to control or eradicate disease from domestic livestock, including: provisions for testing, quarantine of exposed animals, and indemnification for animals destroyed because of disease.

### Policy

Resolved that the National Association of State Departments of Agriculture encourages USDA-APHIS to develop regulations which include all susceptible species within current disease control regulations. Be it also resolved that NASDA supports industry initiatives such as H.R. 5775, which is an industry funded insurance program to provide indemnification for disease exposed cervidae.

*September 1993*

## **Animal Health Issues**

The Animal and Plant Health Inspection Service (APHIS) recognizes that certain exotic animals pose a disease risk to domestic livestock. In recognition of that risk, APHIS has added bison to the national tuberculosis and brucellosis eradication programs and will add Cervidae to those programs in the near future. APHIS is currently reviewing the advisability of including other species in these programs as well.



93/16

## Venison Inspection

### Summary

The Federal Meat Inspection Act safeguards consumers by ensuring that meat and meat products are wholesome, unadulterated and properly packaged and labeled. Slaughter surveillance, particularly for tuberculosis, is a very effective means to detect infected herds of animals.

Venison is increasingly entering the normal channels of the meat trade. Interstate commerce in the product is commonplace. Uniform federal rules would assure consumers of a product processed under acceptable conditions and assist in *cervidae* disease control programs.

### Policy

Resolved that the National Association of State Departments of Agriculture urges USDA to include *cervidae* in their mandatory meat inspection program, while still permitting interstate shipment of the inspected venison products.

September 1993



## **Venison Inspection**

The Federal Meat Inspection Act requires Federal inspection of slaughter and processing operations of cattle, sheep, swine, goats, and equine. As you know, deer and deer products are not subject to mandatory USDA inspection or regulation under the inspection laws, and USDA does not have authority to require mandatory inspection of deer and deer products. For deer inspection to become mandatory, the passage of legislation by the Congress would be required.



# POLICY STATEMENT

93/22

## Meat and Poultry Inspection Systems

### Summary

Pathogens which get into the food supply and cause human illness have an amazing capacity to adapt to a variety of conditions, thus providing an infinitesimal number of ways to create illness. As a result of that ability, inspectional efforts toward foods of animal origin must be proactive, scientifically sound and nationally comprehensive.

USDA and the individual State Departments of Agriculture are partners through Cooperative Agreements in the program for assuring the safety of foods originating from animals. In order to maximize the effectiveness of this partnership, a National Food Safety Committee should be formed to counsel and advise the Food Safety Inspection Service of USDA on specific areas for modernizing and updating the Food Safety Inspection Service, including establishment of the following protocols:

1. Imposition of administrative fines for farmers or others who knowingly introduce contaminated/adulterated animals or animal products into commerce.
2. Expansion and/or establishment of programs by the Food Safety Inspection Service for:
  - a. Baseline microbiological data surveys for cows, chickens and hogs.
  - b. Further development of time-temperature requirements for all raw foods which are potential sources of harmful bacteria.
  - c. Appropriate sanitation requirements for cattle, swine, sheep, goat and poultry carcasses.
  - d. Development of sound, scientific methods of disease detection.
  - e. Soliciting input from inspectional work force personnel in FSIS and States in establishing any new program requirements.
3. Encouraging training of the regulated communities and the public by Federal and State regulators, Extension personnel and consumer, scientific, producer and industry interest groups.

### Policy

Resolved that the National Association of State Departments of Agriculture supports the current efforts of USDA/FSIS, but urges the Secretary of Agriculture to establish a National Food Safety Committee to counsel and advise FSIS on modernizing the FSIS meat and poultry inspection program. NASDA further recommends that such Committee be composed of members from Federal and State regulatory agencies, meat and poultry industries, consumer groups, scientific groups, producer groups and educational representatives.

September 1993

## **USDA Meat and Poultry Inspection Services**

With regard to the resolution supporting the Department of Agriculture (USDA) as the only Federal agency with authority for meat and poultry inspection, several legislative proposals have been introduced in the Congress that would restructure the Food Safety and Inspection Service, but the Congress has not taken action on the issue.

The Secretary has proposed legislation to the Congress which is presently under consideration in both the House and Senate Agriculture Committees. Under this legislation meat and poultry inspection programs remain under the jurisdiction of USDA.



# POLICY STATEMENT

93/24

## National Organic Standards

### Summary

The Organic Foods Protection Act of 1990, Title XXI of P.L. 101-624, prohibits the sale of agricultural products labeled as organically produced after October 1, 1993, unless the product meets USDA standards for organic production. State departments of agriculture will be responsible for certifying organic products and will need time to implement organic certification programs before the October 1, 1993 deadline.

### Policy

Resolved that the National Association of State Departments of Agriculture urges the U.S. Department of Agriculture to adopt national organic standards as soon as possible so that state departments of agriculture can meet the October 1, 1993 deadline for certifying organic farm products to move in interstate commerce.

*September 1993*

## National Organic Standards

### Comments:

The United States Department of Agriculture (USDA) understands the concerns of the State Departments of Agriculture and their desire to have the national organic standards program implemented as soon as possible. The Organic Foods Production Act calls for the establishment of a National Organic Standards Board (NOSB) to develop a National List of approved and prohibited materials and advise the Secretary of Agriculture on other aspects of implementing the program. The NOSB is working hard to provide its recommendations to the Secretary by June 1994, and USDA will try to implement the standards with a current target of February 1995. The States should be aware that this program came with no startup funding for either the NOSB or for USDA staff support, with the first funding for staff support provided after the October 1, 1993, implementation deadline established in the Act. Furthermore, concerning the October deadline, USDA has no intention of enforcing provisions of the Act until standards are in place and the program is implemented. USDA will begin the process of approving State programs prior to implementation to ensure smooth transition to the national organic program.

February 1994



# POLICY STATEMENT

93/02

## Retention of Funding for the Federal Seed Act

### Summary

An example of where differences exist in philosophy and procedural use which could lead to problems by application of multiple guidelines is vigor testing.

AOSTA, Inc., is in agreement with the American Seed Trade Association, ASTA, that both groups not promote the use of vigor tests for labelling or marketing purposes. Litigation has resulted in the USA where vigor was used for representation of product quality. The current recommendation given for this procedure by AOSA and ASTA is for use only in-house on product evaluations by one lab. The stated recommendation was made since research work has not yet led to the development of a repeatable or a collaborative test method for vigor.

International Seed Testing Association (ISTA) Rules and ISTA members current evaluation techniques will shortly recognize labelling and other utilizations of vigor tests. At their November 92 congress session in Buenos Aires, Argentina, ISTA, has proposed to move vigor tests as adopted ISTA procedure. The result of this action is that vigor can now begin appearing as an ISTA label component.

A second example of where philosophy differs on procedural use and labelling interpretation deals with how the multiple guidelines for Canada, the United States and Mexico are used to classify product components, label products and conduct exams for undesirable components.

AOSA Rules for Testing, individual State Laws and the USDA's Federal Seed Act all state that noxious weed labelling must be based on the number of undesirable weed seeds found per pound of product. Weed seeds are further categorized into secondary, undesirable but allowable within stated limits, and primary, prohibited from distribution on any product if found. Under Canadian Rules for Testing Seeds, the actual number of undesirable weed seeds found in the analysis weight must be stated on labelling. the analysis weight varies and is also a metric measure.

Using Canadian Rules, products are subdivided in three categories. Any undesirable weed/seed components are also subdivided into categories. Under International Seed Testing Rules, methods already stated for Canadian procedures are used to classify and label the undesirable components.

(more)

In addition to application of the guideline tolerances, each countries' port of entry standards must also be met. USA port of entry standards appear in the Federal Seed Act Noxious List. Inspections are made by USDA's APHIS branch for the presence of specific undesirable components stated in the Federal law.

Since 1939, the Federal Seed Act has served in partnership with state seed laws in enforcement of truthful labeling of seed resulting in incalculable benefit to farmers, seedsmen, and all agricultural interests of this nation. Continuation of funding for the Federal Seed Act is in question for the FY94 USDA budget. The loss of funding for the Federal Seed Act would be of serious consequence in the efficient and orderly marketing of seed in this country, and the United States would lose the only agency that can speak to the international seed trade and testing community. Further, the United States would lose its central clearing house for resolving disagreement about misrepresentation and substandard quality of seeds and would lose the national coordinator for labelling of the genetic identification of seeds. The withdrawal of funding for the federal Seed Act would result in the loss of a laboratory which provides a significant amount of teaching and training, and perform important mediation function in interstate disputes by its application of the Federal Seed Act.

#### Policy

Resolved, that the National Association of State Departments of Agriculture affirms its support for the Federal Seed Act and all programs administered under the Act.

*March 1993*

## **Retention of Funding for the Federal Seed Act**

### **Comments:**

The Department of Agriculture (USDA) appreciates NASDA's support of the Federal Seed Act (FSA) and the programs administered thereunder. USDA has no plans to eliminate funding for programs conducted under the FSA. The cooperative Federal-State seed enforcement effort under the FSA has been very successful in providing the seed buyer in the United States with low cost, truthfully labeled seed. Federal-State cooperation in promoting uniform testing and labeling procedures has benefited both the seed industry and the seed buyer.

While USDA recognizes that vigor testing is a valuable in-house tool for the seed industry, it (USDA) has no plans to require that the results of vigor testing be included on seed labels. To date there has been no proposal to add vigor tests to the International Seed Testing (ISTA) rules. ISTA, like the Association of Official Seed Analysts, has a vigor testing handbook but it is not part of the ISTA rules. Even though ISTA might adopt vigor testing as an official method of testing, such adoption would not mandate the labeling of seed for vigor testing. Seed labeling information is determined by the laws of each country and ISTA does not regulate such labeling. USDA supports a position that ISTA should confine its activities to the development of seed testing procedures and not address labeling requirements.

In reference to different testing and labeling requirements of noxious-weed seeds in the United States and Canada, USDA continues to work with Canadian seed officials to remove any barriers to seed movement between the two countries. The objective of the Seed Issues Technical Working Group of the United States-Canada Free-Trade Agreement has been to harmonize or eliminate regulations that would inhibit the free movement of seeds between the two countries. While presently there is no mechanism to resolve seed testing and labeling differences between the United States and Mexico, the North American Free-Trade Agreement may provide a means whereby such differences may be resolved.

February 1994





# POLICY STATEMENT

93/19

## Agricultural Quarantine Inspection User Fee Authorization

### Summary

- A. The National Plant Board supports additional appropriations from the user fee account. Also it is in the best interest of all citizens of the United States to prevent the introduction of new plant pests that can devastate our forests, landscapes and farms, and exotic animal diseases that negatively impact on farms, ranches and wildlife.
- B. The greatest impact is on our farmers affected by the pest and state/federal government workers involved with eradication and/or control of the pest. However, it ultimately can affect everyone including consumers.
- C. Introduced plant pests and animal diseases cost the United States millions of dollars annually. Some recent plant pest examples include Asian Gypsy Moth in the Pacific NW, Exotic Fruit Flies and Chrysanthemum White Rust in California, Pine Shoot Beetle in six Northcentral/Northeastern states and the New Sweet Potato White-fly Biotype (Poinsettia whitefly) in the South.
- D. An alternative would be to take no action and continue to allow the introduction of exotic pests at the recent alarming rate.
- E. It is in the best interest of the general public to prevent or decrease the introduction of exotic pests and diseases into the United States. One only needs to examine the economic and environmental impact of past introductions such as Chestnut Blight, Dutch Elm Disease, etc., to realize it is necessary to strengthen our first line of defense.

It is well documented that pests and diseases are disseminated long distances through the movement of people and cargo. The movement of millions of people and vast quantities of cargo into the United States places our U.S. agriculture at great risk to introduced exotic pests and diseases.

The United States' first line of defense against the entry of pests and diseases is provided by USDA/APHIS/PPQ's Agricultural Quarantine Inspection (AQI) at Ports-of-Entry. The staffing of AQI has not kept pace with the dramatic increase in foreign cargo and passengers.

While the user fees collected to fund AQI activities have sufficient reserves to support an adequate inspection program, Congressional authorization is needed to appropriate additional funds from the user fee account.

### Policy

The National Association of State Departments of Agriculture urges the Secretary of Agriculture Mike Espy to take immediate action to provide optimal AQI staffing at all U.S. ports.

Further resolved, that the National Association of State Departments of Agriculture urges Congress to authorize USDA/APHIS/PPQ to receive maximum funding from the user fee account and that the user fee spending authorization does not reduce USDA general fund appropriations.

September 1993

## **Agricultural Quarantine Inspection User Fee Authorization**

We appreciate the association's support for increased funding for the agricultural quarantine inspection (AQI) program. The Animal and Plant Health Inspection Service (APHIS) has received an increase in the Fiscal Year (FY) 1994 appropriation for the program and has also been given the authority to exceed limitations on spending user fee revenues by up to 10 percent under certain conditions. APHIS officials expect this increase will enable the Agency to provide AQI services at needed levels.

In FY 1994, APHIS plans to increase inspector staffing at major airports in several States, including California, Florida, and Washington. In addition, the AQI program will expand its x-ray and canine surveillance activities.



# POLICY STATEMENT

93/26

## Red Imported Fire Ant

### Summary

The red imported fire ant now inhabits all or a part of eleven states in the southern portion of the United States and poses a significant risk to human health. These states currently work with the United States Department of Agriculture to enforce the Federal Imported Fire Ant Quarantine to protect the interstate transportation of agricultural products between these and other states. These programs cost states throughout the country hundreds of thousands of dollars each year. Further, while ambitious research initiatives are being undertaken, no immediate relief from the economic burden to the states or agricultural producers brought forth by fire ants is in sight.

The Southern Association of State Departments of Agriculture (SASDA) has made coordinated fire ant research among all affected entities a top priority to provide infested states with the resources to eliminate this costly pest.

- (A) This resolution is needed to extend SASDA's hand of cooperation and to emphasize NASDA's proactive position with regard to the search for a red imported fire ant solution.
- (B) Heighten national awareness to the dangers and cost to human health posed by fire ants. Cooperation with the Centers for Disease Control and other public health agencies may provide increased support for research and control mechanisms.
- (C) The result of a proactive NASDA policy will be as follows:
  - (1) A cooperative foundation for the pooling of resources.
  - (2) A reduced financial burden to agricultural producers, consumers and other sectors. Fire ants have caused millions of dollars in damage to agricultural production, utilities, wildlife, municipalities, recreational parks and the environment, among others.
  - (3) Anticipation of future challenges: containment and eradication efforts. Recent mild winters and flooding throughout the southern portion of the United States are expected to exacerbate the spread of the fire ant, not only within the southern U.S. but westward as well. Immediate action is needed.
  - (4) Additional funding. The states have long been hampered by a lack of adequate funding for research and eradication solutions. The cooperation of the states may provide the impetus for federal action.

The National Association of State Departments of Agriculture will strongly support a cohesive approach to research efforts among the states and the appropriate federal agencies, as well as increased funding for research to identify effective methods to eradicate the red imported fire ant.

### Policy

Resolved, that the National Association of State Departments of Agriculture requests that the Congress require cooperative and coordinated research efforts between the states and appropriate federal agencies in order to find effective eradication means for the elimination of the red imported fire ant.

September 1993

## **Red Imported Fire Ant**

The primary focus of the Animal and Plant Health Inspection Service's (APHIS) efforts to deal with imported fire ants is to regulate the movement of certain articles to prevent the pests from spreading. However, APHIS is involved in some limited research pertaining to imported fire ants. APHIS' Methods Development Laboratory works to improve current treatments and develop new products for use in the regulatory program. APHIS also works with the Agricultural Research Service to screen and develop promising new chemicals and biocontrol agents. In addition, through a cooperative agreement, APHIS is providing \$200,000 this fiscal year to the University of Arkansas to conduct economic research regarding the effects of imported fire ants on agriculture in the United States.



# POLICY STATEMENT

93/67

## Management of Noxious Weeds

### Summary

The control of noxious weeds is critical to the agricultural community and consuming public.

The intentional or unintentional distribution of noxious weeds in the United States poses a serious threat to the productivity and economy of the agricultural industry. In addition, it can adversely impact consumers who purchase certain agricultural products for practical, ornamental or other purposes who would unknowingly transport and distribute noxious weeds. The eradication of noxious weed infestations is extremely expensive and cumbersome, and the failure to control such infestations can quickly become a problem of the magnitude that requires action by appropriate governmental entities.

### Policy

Resolved that the National Association of State Departments of Agriculture supports the control of noxious weeds in any manner that is consistent with efficient and prudent management practices. Such methods should include new or expanded legislative authority. Further resolved that cooperation at all levels of industry and government is strongly encouraged.

*September 1993*

## **Management of Noxious Weeds**

In response to concerns expressed by Federal, State, and county land management agencies and various weed groups, the Animal and Plant Health Inspection Service (APHIS) has initiated major actions related to noxious weed management. APHIS has established a steering committee to develop a new noxious weed policy for the Agency. This policy, which has now been approved by the APHIS management team, supports the departmental policy issued on January 18, 1990, identifying the roles of various Federal agencies in noxious weed management. As a result of this new policy, APHIS officials are developing a noxious weed implementation plan to be completed by 1996.

In addition, the Federal Weed Law Committee of the Weed Science Society of America has drafted a bill to amend the Federal Noxious Weed Act of 1974. This bill is expected to be introduced in the Congress this year. Regardless of the outcome of the congressional action on this proposed amendment, APHIS is committed to becoming more active in enforcing the existing noxious weed regulations.



# POLICY STATEMENT

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93/13

## Landspreading of Sewage Sludge on Agricultural Land

### Summary

Regulations recently issued by EPA controlling the land application of sludge and sludge products to agricultural land are based principally on research and technical data peculiar to midwestern and high plains soils, climate and crop systems.

Standards included in the federal regulations permit certain levels of contaminants, particularly heavy metals like mercury and cadmium, to be included in sludge applied to agricultural land. Some of these contaminants are known and declared by EPA to be toxic and, at certain concentration levels, hazardous to humans and to animals.

Climate, soils and crop systems characteristic of agriculture in the Northeastern United States differ significantly from those common to the Midwest and Plains states, especially with regard to the behavior of metals in soils, the maintenance of pH and crop uptake.

Sufficient uncertainty exists in this regard to warrant caution and some degree of alarm in the agricultural community and their lending institutions that landspreading of municipal sludge containing toxic metals and other toxic contaminants on cropland could result in toxicity levels that would render the land worthless for agricultural use and may even create liability for the farmer, landowner and others in the chain of responsibility for the land, including lien holders.

### Policy

Resolved that the National Association of State Departments of Agriculture urges the USDA to collaborate with the EPA, states and municipalities in sponsoring research to determine the characteristics and behavior of these contaminants in sludge and sludge products in the different agriculture soils and climatic regions. This research should include studies of fate, travel, cumulative loading results with multiple sludge applications over a period of years, and plant uptake behavior of different agricultural crop plants.

September 1993

## Land Spreading of Sewage Sludge on Agricultural Land

Although the Agricultural Research Service (ARS) agrees that the United States would benefit from further research on the fate and potential effects of contaminants in land-applied sewage sludge and other wastes, including manures, we are concerned that the NASDA policy statement is based on incomplete understanding of the Environmental Protection Agency (EPA) regulation and changes which have been negotiated by the U.S. Department of Agriculture (USDA), but not yet fully announced.

First, the data from very strongly acidic Coastal Plain soils in Maryland were heavily relied upon in the development of EPA's regulation, as were studies from New York, Rhode Island, Virginia, West Virginia, Maine, and many other States. The soil conditions of these Northeastern States were fully considered by EPA in generating the rule, and by the State universities and ARS scientists in reviewing the rule during the public comment period. The risk assessment method used to develop the rule protects individuals who grow about 50 percent of their lifetime consumption of garden foods on soils which received 1000 tons per hectare of sludges and are managed under worst case conditions for the contaminants. Further, during the final consideration of the rule before its promulgation, USDA provided comments which lowered the concentration of cadmium allowed in sludges used on most land to protect export sales of crops. Many concerns about sludge application have been based on research methods which have been shown to overestimate potential for problems in agriculture or used sludges which would be prohibited by the present regulation. Although intense research on land application of sludge using modern research techniques began about 1970, many sources of soil contamination were considered, including geologically enriched sites which are very old. Although the Northeastern Farm Credit Bank has published a policy which would stop lending to farmers who allow sludge utilization of their land, it is clear that this policy is not based on scientific findings of long-term field studies. Further, this policy does not consider the potential for problems from other sources of the same contaminants such as historic pesticide use, fertilizers, liming materials, and manures. Most of the announced concerns require extremely poor soil pH management not encountered under recommended farming practices.

We agree with NASDA that research on the long term chemistry of phytoavailability and bioavailability of contaminants in land-applied organic and inorganic wastes is needed to improve the management of these wastes, both to obtain maximum agricultural benefit and minimize the potential for agricultural or environmental impacts when soils are poorly managed after sludge application. New benefits have been identified which indicate that agricultural benefits may be substantially increased if research is conducted, including use of lime-containing organic wastes to neutralize subsoil acidity, use of composted organic wastes to suppress soil-borne plant diseases, and correction of microelement deficiencies using mixtures of wastes. Research could also identify further technical bases to limit sludge contaminant concentrations by industrial pretreatment.





# POLICY STATEMENT

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93/14

## Animal Waste Management

### Summary

Traditional methods of animal waste management by commercial agricultural producers pose threats to ground and surface water quality in some circumstances and under some conditions.

Growing public awareness and recognition of this threat is increasing pressure for direct regulation of animal agriculture to control the management of manure.

Established water quality regulatory systems and institutions are not equipped or qualified to address agricultural animal waste management effectively.

Producers in the dairy, poultry, hog, beef and equine sectors need education, technical assistance and financial help to rearrange their manure management practices in order to correct and prevent water pollution.

Established federal, state, local and Land Grant College programs designed to train and provide technical and financial assistance to farmers do not include policies and programs suited to the requirements of designing and financing comprehensive alternate systems of animal waste management in agriculture.

### Policy

Resolved that the National Association of State Departments of Agriculture urges the United States Department of Agriculture to restructure its existing programs of technical and financial assistance to agricultural producers and its relationship with Land Grant Colleges, cooperative Extension and Soil and Water Conservation institutions to provide guidance and forms of assistance to commercial animal agricultural producers which are tailored to the needs of planning and implementing environmentally safe alternative systems of animal waste management on each farm.

*September 1993*

## Animal Waste Management

Significant progress has been made in dealing with the issues of animal waste. The attached summary provides some insights. We believe that research programs must assist in the development of environmentally safe alternative systems of animal waste management, and development of pollution prevention strategies is a high priority in USDA's research and technology transfer agencies. The National Association of State Departments of Agriculture (NASDA) is correct in recognizing additional progress can be made, and we support the intent of their policy. We suggest that the following revisions would serve to clarify their position and would provide reasonable suggestions.

### Suggestions and Comments:

The fifth paragraph under Summary could be revised to more nearly reflect both producer need and current conditions. A suggested revision would be,

"Current federal, State, and local programs designed to train and provide technical and financial assistance to farmers to design, manage, and finance comprehensive alternate systems of animal waste management are neither extensive nor intensive enough to meet the needs of animal agriculture."

The Policy Statement could be revised to reflect a more positive/constructive suggestion. Revisions would include,

"Resolved that the National Association of State Departments of Agriculture urges the United States Department of Agriculture to strengthen its existing programs of education, technical, and financial assistance to animal agriculture producers as well as relationships with Land Grant Colleges and Soil and Water Conservation institutions to provide education, guidance, and forms of assistance to animal agriculture which are tailored to produce environmentally safe alternative systems of animal waste management on each farm."

We would also like to mention that one of our goals in the reorganization of USDA is to carry out a coordinated national research and education program that is responsive and accountable to public needs. NASDA's Policy Statement on animal waste management provides strong support for USDA's goal.

We appreciate the viewpoint of NASDA and its many members in shaping the forthcoming Clean Water Act and the 1995 Farm Bill. Animal waste management will be an important provision in both pieces of legislation.



# POLICY STATEMENT

93/30

## Digitation of Soil Maps

### Summary

Soil information is used for many purposes including agricultural planning, natural resource management, land use planning, and agricultural property tax assessment. Soil information, however, is often not available in a form that permits easy interpretation or analysis, especially if it must be analyzed together with other resource data. A Geographic Information System (GIS), can be used to display and combine different data sets for decision makers.

GISs are designed to input, manage, analyze and output geographic data. The capabilities of GISs make it easier to compare and combine different information maps. For example, a tax parcel map and a soil map could be combined to determine Soil Productivity Index acreage for each parcel.

In order to use soils information in a GIS format, the soil data must be computerized or digitized.

### Policy

Resolved, that the National Association of State Departments of Agriculture requests the USDA Soil Conservation Service to make the digitization of soils maps a high priority in its soil survey mapping program, and that the service provide necessary funds to match state and local funds for carrying out an accessible soils map data digitization program.

*September 1993*

## Digitizing of Soil Maps

The Department of Agriculture (USDA) has concurred on the importance of digitizing soil survey maps for agricultural applications and for the numerous non-agricultural applications.

The Soil Survey Program in USDA has provided soil surveys for the United States through the National Cooperative Soil Survey Program. It has included providing the necessary soil experience to implement the other programs of the Soil Conservation Service (SCS); has provided a source of expertise to the American public on the proper use of soil survey information; and has developed and improved the science and technology needed to convey more timely and usable soil survey information.

In the United States, there has been a soil survey conducted on approximately 80 percent of private land. Some of these surveys have been conducted over 40 to 50 years ago. The policy of SCS has been that any new soil survey and any update of an old survey should include digitizing as a routine step in the production of these soil surveys. Other existing soil survey studies that have been considered up-to-date have been given priority for digitizing, and these studies have been accomplished with matching funds wherever possible. Older soil survey studies that are not considered up-to-date have been modernized and then digitized. Soil maps for about 10 percent of the United States have been digitized.

The demands for digitizing of soil surveys have far exceeded the finances available to SCS to meet matching funding. However, it has been the policy of SCS to provide the technical expertise necessary to ensure that all soil surveys have been digitized by State and local organizations to meet Federal standards whether or not the agency can afford to match funding.

Soil survey digitizing to date has been accomplished with strong partnerships between local, State, and USDA offices. These cooperative efforts have been greatly accelerated to meet the growing demand for digital soil information. SCS has been working with the farm service agencies of USDA and with other Federal agencies through programs such as the Federal Geographic Data Committee and USDA's Info Share project. These projects have helped to set Federal standards and have accelerated the production of digital information. Such efforts have been seen as essential to USDA in carrying out its responsibilities within its budget.



# POLICY STATEMENT

93/43

## National Resources Inventory

### Summary

The National Resources Inventory (NRI) is conducted every five years by the USDA Soil Conservation Service. It provides updated information on the condition of the nation's soil, water and related resources on rural non-federal land. This information is unique in that it provides a nationally consistent database for all non-federal rural lands which can be correlated with soil data.

The NRI provides data on land use, land cover, erosion by wind and water, prime farmland, water bodies, cropland use, irrigation and conservation treatment needs for various land uses. The data provides information that is extremely valuable for making wise land management decisions.

The NRI is based on the collection of data in scientifically selected sampling sites in each state. In most states, the number of sampling sites will provide data which is statistically accurate at the state level only. More sampling points could provide more accurate and statistically reliable data for use by decision-makers in making land use decisions.

### Policy

Resolved that the National Association of State Departments of Agriculture requests that the USDA Soil Conservation Service expand the NRI in 1997 to include sufficient sampling sites to enable the data to be used with accuracy at the county level in each state.

*September 1993*

## National Resources Inventory

The Soil Conservation Service (SCS) of the Department of Agriculture has released a new and comprehensive National Resources Inventory (NRI) database. This database, based upon the 1992 NRI, has included site-specific natural resource information for 800,000 scientifically selected sample sites. It has provided a temporal as well as spatial record of the Nation's resources. The NRI has linked the agency's extensive soil interpretations database, and data has been integrated with the NRI through spatial linkages, in a geographic information system.

The NRI database has been designed to provide data that has permitted an analysis of land use and natural resource issues at a sub-State (multi-county) level. In addition, the NRI database has been augmented to include more intensive sampling for specific geographical areas and has included supplemental data items. For 1992, NRI data has been collected at a "county level" in 50 counties. Efforts have been underway in several regions which have augmented the base-line NRI data, particularly relative to watershed boundaries. Data collection for these special studies has been funded through local sources.

SCS has supported the augmentation of the NRI database as long as confidentiality and integrity of sample locations have been maintained. SCS has worked with the Iowa State University Statistical Laboratory, through a cooperative agreement, that has provided specialized samples to States and local governments. Instructions, training, and materials have been provided or developed jointly. In some cases, data collection teams have been provided, depending upon availability of local funds.



# POLICY STATEMENT

93/34

## Prices Paid Indices

### Summary

As agriculture shifts to reduce its reliance on federal farm programs for price and income support, farmers and agribusiness will have to rely much more heavily on information about business and economic conditions in order to make sound business decisions, including the pricing of their products.

The Consumer Price Index and other leading indices are widely used in commerce in making decisions relative to pricing and contracting. With the shift away from government intervention, agriculture needs accurate and prominently featured indices that monitor crop and livestock production expenses.

Current Prices Paid Indices issued by the National Agricultural Statistics Service (NASS) are defined for purposes of calculating parity prices and are not provided separately for crops and livestock.

Secretary Espy has indicated that the USDA will be undertaking efforts to make USDA information more useful and more accurately descriptive of farm economic conditions. As part of these efforts, USDA should develop separate crop and livestock Prices Paid Indices that accurately reflect monthly and yearly changes in production costs. USDA should work with NASDA and the major crop and livestock commodity groups to develop useful indices, which should then be prominently featured in USDA's information reporting. Farmers and agribusiness can use these composite indices to improve their business decisions.

### Policy

Resolved, that the National Association of State Departments of Agriculture work with USDA and major commodity groups to develop separate composite Prices Paid Indices for crop and livestock, in order to help guide farmers and agribusiness in their decision making. USDA should prominently feature these indices when distributing farm price, farm cost and farm income information.

September 1993

## **Prices Paid Indices**

The National Agricultural Statistics Service of the Department of Agriculture has initiated a project to update the prices received and paid index series by 1995. The prices paid index series has been expanded to include separate indexes for the crop and livestock sector. These sector indices use weights obtained from the annual Farm Costs and Returns Survey and will be published in the monthly Agricultural Prices report beginning in 1995.





# POLICY STATEMENT

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93/65

## Federal Crop Insurance

### Summary

The National Association of State Departments of Agriculture recognizes that in any given year national catastrophes will occur that threaten or destroy agricultural crops. These disasters may occur locally, statewide or throughout broad regions of the country. America's farmers produce the safest, most varied and cheapest food in the world on very low margins of profitability. Even while employing the most advanced production practices — irrigation, erosion prevention, etc. — farmers are at the mercy of the weather.

### Policy

The National Association of State Departments of Agriculture supports a crop insurance program whose goal is to enlist large participation of mainstream agriculture by offering an affordable program that will allow farmers to sufficiently recover losses and be able to remain in business.

*September 1993*

## Federal Crop Insurance

The Administration's proposed 1995 budget for the Department of Agriculture includes a major reform of the Nation's crop insurance system. The thrust of the reform will be to increase participation and make crop insurance the primary source of disaster relief for farmers. This reform would build on efforts already underway to improve the actuarial soundness of the program.

The proposal is designed to replace the current crop insurance system, which has been criticized for being inadequate and too expensive. The current system has limited participation and encouraged farmers to become dependent on ad hoc congressional relief appropriations.

Under the Administration's proposal, effective for the 1994 Spring seeded crops, prevented and delayed planting coverage was included as a standard feature of all major grains and cotton policies. This feature will be expanded to other crops as applicable. Many producers who had insurance and had paid premiums for years but were unable to plant due to flooding or excessive rainfall did not receive crop insurance payments because the previous policies only covered them if they had planted a crop.

USDA will propose legislation this year that will provide for a basic level of insurance against catastrophic loss which would be available at negligible cost to producers. This level of coverage will be based on 50 percent of normal yield with eligible losses reimbursed at 60 percent of the expected price for the crop. Normal yield will be determined for each individual producer's actual production history. There will be a processing fee of \$50 per policy, limited to \$100 per producer and subject to waiver for limited resource producers. Producers participating in the commodity price support and farm loan programs would be required to obtain such coverage.

Catastrophic coverage would be available, at the producer's option, either through the Farm Service Agency or a private company.

Higher levels of coverage would continue to be available, but only through private companies. Producers would pay a portion of the risk premium on these levels of coverage. However, those producers who elected to buy up to at least 65 percent of normal yield would receive a subsidy equivalent to having their losses at the basic level of coverage reimbursed at 75 percent, rather than 60 percent, of expected price. In addition, delivery expenses would continue to be subsidized.

Also under the proposal, disaster assistance will be provided where crop insurance is not available but only when area-wide production falls below 65 percent of normal production.



# POLICY STATEMENT

93/66

## Measuring Agriculture Through Value-Added Approach

### Summary

Agriculture is historically valued at the farm-gate level. Although this is a useful base for establishing the farm value of agriculture, it undervalues the full contribution of agriculture to the economy. For example, increased production at the farm stimulates purchases of fertilizers and other inputs as well as requiring more marketing functions such as wholesaling and retailing. These contributions are not fully captured by farm-gate sales. In order to help calculate the true value of agriculture, the concept of "value-adding" has been promoted as the means to provide a more complete picture of agriculture's worth to our economy.

"Value-adding" is an economic concept that traces the final value of products and services purchased by consumers back through the marketing chain where the value was created, either through processing or packaging, information (promotional materials, trademarks), location or time (transportation, scheduling, storage), or other means.

A method to allow the uniform calculation of adding value to commodities is needed. Many jurisdictions have conducted research on value-adding and have attempted to provide this data for their local agricultural industries. However, states have approached the issue differently and the point at which value is calculated varies. Insuring that double counting is avoided as the product moves through marketing channels is difficult. While the issue is indeed a complicated one, the ultimate benefits to the industry nationwide require that we take on the challenge with vigor.

### Policy

Resolved, that the National Association of State Departments of Agriculture requests the U.S. Department of Agriculture's Economic Research Service to establish a standard formula or format which all the states can use to calculate "value-added," reviewing the information developed by individual states as a starting point, and also requests the Agricultural Statistics Service of the U.S. Department of Agriculture to collect this data from the states and make the information an integral part of their reporting program.

September 1993

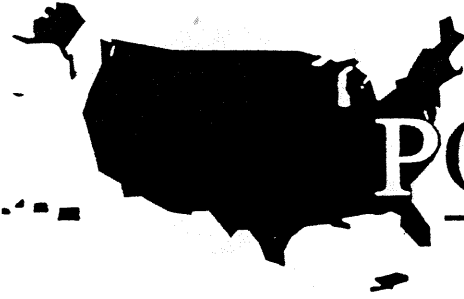
## Measuring Agriculture Through Value-Added Approach

The Economic Research Service (ERS) recognizes the potential value of state level estimates of value-added to farm products. ERS already maintains two data series that measure "agriculture" utilizing a more inclusive definition. The first series provides annual estimates of the income and employment of the U.S. food and fiber system using a value-added approach. The second series, while not a value-added series, measures annual employment in farm and farm related industries for states.

As recognized in the NASDA policy statement, the measurement issue is complicated. In its work, ERS uses indirect measures to estimate value added to farm products. It uses economic models to work backwards from the final sales of products originating on farms (e.g. food purchases by consumers and export sales) to the farm level. While this is a widely used procedure, the economics profession has not yet reached a consensus on the best procedure to use in measuring value added.

In an interrelated economy like that of the United States, it is difficult to establish a "clean" survey point to identify a "value-adding" transaction. This is because the type of final product demanded by consumers and exporters affects the strength of the linkages to the nonfarm economy. For example, at the National level, a dollar of farm production may be associated with \$3.20 of nonfarm economic activity for domestic consumers but only \$.31 of such activity for exports of raw products. And the relationships change over time. At the state level, measurement problems increase substantially. For example, analysts would have to properly allocate to the individual states the value of the bread consumed in the District of Columbia that was baked with flour from Minnesota that was milled from wheat produced in Montana. Thus, in ERS's view, it is premature to require the use of survey data to get the economic information needed for making state level estimates of value-added agriculture. In addition, increased survey costs coupled with declining real survey budgets is already challenging USDA's ability to provide reliable state level farm income estimates. These estimates are a critical component of any state level estimate of value-added agriculture and are part of the procedures used by the Federal government to allocate Federal domestic program funds to states in the Gross Domestic Product accounts maintained by the U.S. Department of Commerce.

An alternative approach might be for ERS to continue to estimate a national control total for value added by the food and fiber system using its current estimating procedures, and then develop a consistent means of distributing the National total to states.



93/11

**Agricultural Trade with Russia and the other  
Newly Independent States for the Former USSR**

**Summary**

The National Association of State Departments of Agriculture endorsed a Partners in Economic Growth Initiative in March 1992 to promote United States' interests in the former Soviet Union, much of which was ultimately adopted by Congress and the previous Administration. Stabilizing the political and economic situation in Russia and the other newly independent states is in our national, economic and strategic interest.

The acute economic problems facing Russia will make it increasingly difficult for Russia to make timely payments on the USDA credits extended. But Russia and the other former Soviet Republics have been major markets for US grains and offer significant future markets for US value-added food products. The recent loss of this market has had and can have a significant effect on United States' grain prices and profitability for U.S. farmers, affecting rural America,

**Policy**

Resolved that the National Association of State Departments of Agriculture urges President Clinton, USDA Secretary Mike Espy, and the U.S. Congress to develop and adopt an alternative food policy for Russia and the other newly independent states that takes into account the current economic crisis facing this region and the long term economic implications for the United States, a policy which might include a longer term repayment obligation, and/or a variation of P.L. 480, Titles I and II, which specifically addresses the Russian situation.

*March 1993*

**Agricultural Trade with Russian and the other  
Newly Independent States for the Former USSR**

We recognize the importance of agricultural exports for the well being of the U.S. farm economy, and we appreciate your ideas on the need for alternative food policies to develop and maintain strong trade ties with the countries of the former Soviet Union. As we prepare for the 1995 farm bill, we will be reviewing a number of options to address the changed circumstances in some of our major export markets including the countries of the former Soviet Union. The upcoming farm bill debate will give U.S. farming interests an opportunity to design more lasting policies for the challenges ahead. We welcome your input and guidance on USDA export policies and we will give your views serious consideration.



# POLICY STATEMENT

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93/33

## Cargo Preference Act

### Summary

The Food for Peace program mandated the donation or sale of surplus stocks of U.S. grain as a form of aid and the development of foreign markets for U.S. programs. The U.S. courts have ruled further that U.S. ocean cargo carrier preference is extended to "blended credit" and similar programs. During the 1985 Farm Bill negotiations, maritime interests agreed to relinquish claims to cargo preference in exchange for congressional Food for Peace sales that move in American vessels from 50 percent to 75 percent. Great Lakes ports suffer lost wages since there are not enough U.S. flag ship vessels calling at their ports to transport food.

### Policy

Resolved, that the National Association of State Departments of Agriculture urges Congress to repeal the Cargo Preference Act and replace it with more clearly identified support for the U.S. maritime industry.

*September 1993*

## **Cargo Preference Act**

With respect to the Cargo Preference Act, USDA shares your concerns about the Act's effects on U.S. agricultural programs. We are also aware of the difficulties encountered by Great Lakes ports in seeking to participate in our overseas food aid programs. The Administration will soon be submitting legislation that will improve the efficiency of U.S. maritime programs.



**1992 Action Policy**  
**Approved September 30, 1992**  
**Indianapolis, Indiana**

**Eradication of Tuberculosis, *Mycobacterium bovis***

**Summary**

Tuberculosis, *Mycobacterium bovis*, has been virtually eradicated from both human and animal populations in all but 8 of the 50 states and Puerto Rico. Risks of reinfection in tuberculosis free states continue to seriously increase due to the relaxation by USDA in 1990 of import requirements which allows entry of steers from infected areas of Mexico; the illegal and uncontrolled movement of immigrants into the United States from infected countries and their potential for transmitting the disease to both human and animal populations through their employment in intensive agricultural operations, including dairy work as well as commodity harvesting; and the recent discovery of infection in captive raised deer and elk, and the increasing interest in raising wild ruminants, which is creating a cervidae population established as a potential source of infection to domestic livestock.

**Policy**

Resolved, that the National Association of State Departments of Agriculture, meeting in Indianapolis, Indiana, on September 30, 1992, urges the Administrator of APHIS (USDA) to strengthen its program for eradicating tuberculosis, *Mycobacterium bovis*, from the United States by:

1. Requiring tuberculosis tests conducted by USDA-approved procedures to be performed as a condition for entry on all livestock into the United States from tuberculosis endemic countries.
2. Conducting an extensive study of the pathophysiology of tuberculosis in cervidae and the development of accurate and reliable tuberculosis test methodology in cervidae in order to protect livestock population and the general public from future tuberculosis outbreaks.
3. Including cervidae in the interstate disease control and eradication regulations and to make cervidae eligible for indemnity payments.

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## **Eradication of Tuberculosis, Mycobacterium bovis**

1. Proposed amendments to Title 9 of the Code of Federal Regulations (CFR), Part 92, would require steers from Mexico to be either tested at the border under the supervision of Animal and Plant Health Inspection Service (APHIS) veterinarians; moved to a quarantine facility in the United States and retested after 60 days; or tested at designated facilities in Mexico under supervision of veterinarians of the Mexican Government and monitored as needed by APHIS veterinarians if moving from States participating in the Mexican National Tuberculosis Eradication Program. Under the proposal, Mexican steers from accredited-free herds meeting U.S. standards could enter without being tested. Cattle from other countries must already meet tuberculosis testing requirements to be eligible for entry.
2. APHIS collaborated with Agriculture Canada to evaluate the BTB test for diagnosing tuberculosis in Cervidae. The BTB test was adopted by the United States Animal Health Association (USAHA) as an official test for use as a supplementary test in high-risk herds and in infected herds, and to retest suspects. Other tests will be evaluated upon development.
3. USAHA adopted the Uniform Methods and Rules (UMR) for Tuberculosis Eradication in Cervidae at the 1993 meeting. APHIS has made the UMR for Cervidae available to the States and is working on corresponding amendments to Title 9, CFR.

1992 Action Policy  
Approved September 30, 1992  
Indianapolis, Indiana

USDA-APHIS Regulatory Authority Expansion

Summary

The USDA-APHIS is the federal agency responsible for the protection of American agriculture from exotic pests and diseases of economic importance.

It is of paramount importance for the USDA-APHIS to operate under federal laws and rules that are up to date, effective in providing adequate regulatory power, and afford U.S. agriculture maximum protection from the introduction and establishment of foreign agricultural pests and diseases of concern. Recently, USDA's Office of General Counsel has advised that APHIS lacks the legal authority to destroy or quarantine regulated articles that are or may be harboring certain agricultural pests or diseases. Specifically, APHIS lacks the authority to take action on articles that are in the U.S., but cannot be clearly defined as moving in interstate or international commerce. USDA-APHIS should have the authority to take action on articles that are or may be harboring exotic pest or disease organisms regardless of their disposition.

It is imperative that USDA-APHIS take steps to revise the proposed Consolidated Plant Pest Act to expand its regulatory authority to destroy infested articles or articles believed to be infested in order to eradicate exotic agricultural pests and diseases. Further, this revised Act should be introduced and passed into law during the 1993 session of Congress.

Policy

Resolved, that the National Association of State Departments of Agriculture, meeting in Indianapolis, Indiana, on September 30, 1992, urges USDA-APHIS to take the necessary steps to revise the proposed Consolidated Plant Pest Act to expand its regulatory authority to include provisions to take appropriate actions, including the destruction of infested articles or articles believed to be infested, to eradicate exotic agricultural pests and diseases. NASDA also urges USDA-APHIS to expedite the development of a cooperative program with Russia to achieve the sanitization and preclearance of Russian ships and ships of other flags which visit eastern Siberian ports during the flight season of the Asian gypsy moth (high risk ships), and to encourage the Russian Government to initiate suppression programs against Asian gypsy moths around Siberian ports, that APHIS adopts the necessary regulations to continue monitoring, inspecting and excluding high risk ships until procedures are replaced by an adequate preclearance program. NASDA urges USDA-APHIS to make every effort to have the proposed Consolidated Plant Pest Act introduced and passed into law during the 1993 session of Congress.

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## **USDA-APHIS Regulatory Authority Expansion**

The consolidated plant pest act is currently under Administration review. It includes a provision that would give the Animal and Plant Health Inspection Service (APHIS) authority to take action on plant progeny, and we believe this provision will cover the situations of concern to the National Association of State Departments of Agriculture (NASDA).

In regard to NASDA's concern about the risk of Asian gypsy moths (AGM) entering the United States from ships, APHIS initiated a cooperative AGM program with the Russian Government in 1993. The program includes surveying to determine population levels and flight periods of AGM. APHIS officials considered implementing a ship preclearance program but determined such a program would be impractical because of the magnitude of such an effort. More than 30 Russian ports are in the infested area, and shipping lines from all over the world trade in these ports. However, the Russian Plant Quarantine Inspection Service has initiated a phytosanitary inspection process for vessels. APHIS does not require certification for entry into U.S. ports at this time because AGM population levels in Russia are very low. When the population levels start to increase, phytosanitary certification will likely be required.

**1992 Action Policy**  
Approved September 30, 1992  
Indianapolis, Indiana

**Plant Variety Protection Act Amendments**

**Summary**

The U.S. Plant Variety Protection Act (PVPA) has stimulated significant increase in new varieties of seed available to farmers and urban consumers. Extension of the benefits of the Act to other countries in the world would provide similar benefits to farmers and urban consumers in other countries. The 1991 UPOV Convention has agreed upon regulations that allow for the extension of protection for variety developers selling seed in those countries. The amendment of the PVPA bringing it into accordance with the UPOV Convention would provide for the orderly marketing of varieties in those countries taking part in the convention;

**Policy**

Resolved, that the National Association of State Departments of Agriculture, meeting in Indianapolis, Indiana, on September 30, 1992, supports amendment of the Plant Variety Protection Act in accordance with the 1991 UPOV Convention (International Convention for the Protection of New Varieties of Plants).

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## **Amendment of the Plant Variety Protection Act**

The Department of Agriculture (USDA) appreciates NASDA's support of amendments to the Plant Variety Protection (PVP) Act which will bring the U.S. into conformance with the 1991 UPOV Convention (International Convention for the Protection of New Varieties of Plants). USDA agrees that such amendments would benefit farmers and consumers in the U.S. as well as provide some measure of protection to those U.S. plant variety developers who market their product in other countries. The PVP Act has significantly increased the number and quality of new varieties available to U.S. farmers and consumers. It is hoped that improvements to the PVP Act will further enrich the quality of U.S. agriculture.

Senator Robert Kerrey from Nebraska and Senator Thomas Daschle from South Dakota introduced Senate Bill 1406 on June 30, 1993. S. 1406 was referred to the Senate Committee on Agriculture, Nutrition, and Forestry. This Committee held hearings on September 20, 1993, to invite public comment on the bill. USDA was present at these hearings and has been actively involved in the legislative process. USDA continues to work with the Senate Committee on Agriculture, Nutrition, and Forestry to address concerns and to help finalize the language of S. 1406.

Representative E. de la Garza of the 15th District of Texas has introduced House of Representatives Bill 2927 to amend the PVP Act. Action on H.R. 2927 is expect to follow after passage of the corresponding Senate bill, which is currently before the Senate Agriculture, Nutrition, and Forestry Committee.

Support for amendments to the PVP Act have come from numerous sources. The American Seed Trade Association, the American Farm Bureau Federation, the National Cotton Council, and the Association of Official Seed Certifying Agencies are among those supporting this legislation. The outlook for passage of the legislation which would amend the PVP Act appears favorable at this time.

**World Trade Issue Committee Report**  
Approved September 30, 1992  
Indianapolis, Indiana

**Market & Trade Opportunities in the  
Newly Independent States of the former Soviet Union**

The Committee feels very strongly that there is enormous trade opportunity in the former Soviet Union. We reaffirm the support of the Board of Directors for the Partners in Economic Growth initiative put forward by NASDA's Ad Hoc Task Force on the former Soviet Union. We believe it is essential for our long term economic growth that we promote our US interests in a region with vast market opportunity, especially in the face of a much more aggressive effort by the European Community and the Japanese to develop trade and commercial opportunities in the former Soviet Union.

To this end, we recommend that NASDA, in concert with other agriculturally-related organizations, seek US Agency for International Development funding for state departments of agriculture interested in developing ties with regions of the former Soviet Union. The Task Force and World Trade Committee would work with NASDA staff in developing a proposal for consideration by AID that would seek funds to provide technical assistance while promoting the economic interests of our Nation and respective states.

In addition, we recommend that NASDA, in cooperation with the regional trade associations, FAS, the Commerce Department, and other ag-related organizations, explore a Food and Agriculture Expo in the former Soviet Union to promote our US interests. The Task Force and World Trade Committee stand ready to work with NASDA staff in developing this proposal.

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## **Market & Trade Opportunities in the Newly Independent States of the former Soviet Union**

With respect to trade missions to the former Soviet Union, the Foreign Agricultural Service currently is working with the Southern United States Trade Association (SUSTA) in organizing a sales mission to Moscow and St. Petersburg in November, 1994. The mission, which will feature consumer-ready foods, is to include exploratory meetings with buyers and a 1-day food exhibition in both cities. SUSTA will work with the other three regional trade associations to recruit participants for the mission.



**1992 Action Policy**  
Approved September 30, 1992  
Indianapolis, Indiana

**Expansion of International Market News Reporting**

**Summary**

Improved transportation and storage facilities has made the world the market place for United States food and fiber. United States growers, ranchers, wholesalers, importers, and exporters are relying on international market information to make intelligent marketing decisions. The USDA/AMS Market News branches are moving into international market news reporting. On a trial basis, market news reports for fruits and vegetables are being received from Canada, Mexico and Great Britain. International market news reports for livestock would greatly assist the export of live animals and animal genetics. The implementation of expanded international market news into the Pacific Rim and European markets would provide significant assistance to United States agriculture.

**Policy**

Resolved, that the National Association of State Departments of Agriculture, meeting in Indianapolis, Indiana, on September 30, 1992, encourages the USDA to continue and expand international market news reporting into the Pacific Rim and European markets.

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## Fruit and Vegetable International Market News Service

### Comments:

The Department of Agriculture (USDA) appreciates NASDA's support of our expanding international market news programs. The Fruit and Vegetable Division (FV) of the Agricultural Marketing Service (AMS) is continuing its efforts to expand the reporting of international market news information for fruits, vegetables, and specialty commodities.

Since spring 1992, FV has been publishing its International Market News Report twice a week. The report contains volume and price information collected by the Market News Service on internationally traded fruit, vegetable, and specialty commodities. Periodic direct contact with countries providing input for the International Market News Report is made by AMS representatives to verify information accuracy and ensure continued goodwill and cooperation.

Agreements for the provision of various market news reports have already been established with officials in Mexico, Canada, England, the Netherlands, Germany, and France. (Ultimately, the international market news information obtained by FV is saved in the Market News database for future accessibility.) Additional international market news sources are continually being explored by FV. For example:

- Wholesale fruit, vegetable, and ornamental crop price information from the Rungis Produce Market in Paris, France, will soon be included by FV in the International Report;
- FV will provide information on marketing activity on the Pacific Rim markets of Taipei, Tokyo, Manila, and Hong Kong in the International Report soon;
- Operations are underway that will permit FV to include wholesale fruit and vegetable reports from two markets in Poland (recently begun with assistance from an AMS team) in the International Report;
- FV plans to include an f.o.b. price report on pears from Chile and Argentina in the International Report. If AMS can develop trade support and find sufficient contacts for this project, such information could be added to the International Report in spring 1994.

February 1994