

People and Resources

The human element — agriculture's number one resource

The United States produces the safest, healthiest, most abundant and least costly food and fiber products on Earth. Consequently, the nation has the capacity to feed not only its own people but also millions of others. Given the pivotal role of the United States in a world where concerns about food supplies and development of natural resources are becoming increasingly prominent, it is in the country's national security and economic interests to maintain a strong, dynamic agricultural sector.

Central to a healthy agricultural system are the nation's millions of land users, many of whom work the land through family-owned or family-held corporations and partnerships (Figure 1 and Table 1). These farmers, ranchers and other landowners are backed by state and federal food-safety regulations and food-health inspection systems in their efforts to produce safe and healthy food and fiber products. And they know best that their success depends on the condition and quality of the land's soil and water resources. Their active cooperation is essential to conserve high-quality land and water resources that, in turn, are key to healthy urban and rural communities and viable wildlife habitat as well as many other environmental values.

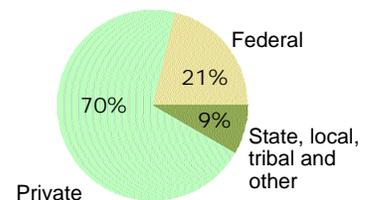
LAND FACTS

Almost 1.5 billion acres (about 76 percent) of land in this country outside Alaska are owned by private individuals and state, local and tribal governments. Most of that amount is "working land" — cropland, pastures, rangeland and private forest tracts.

See Appendix A for more land facts.

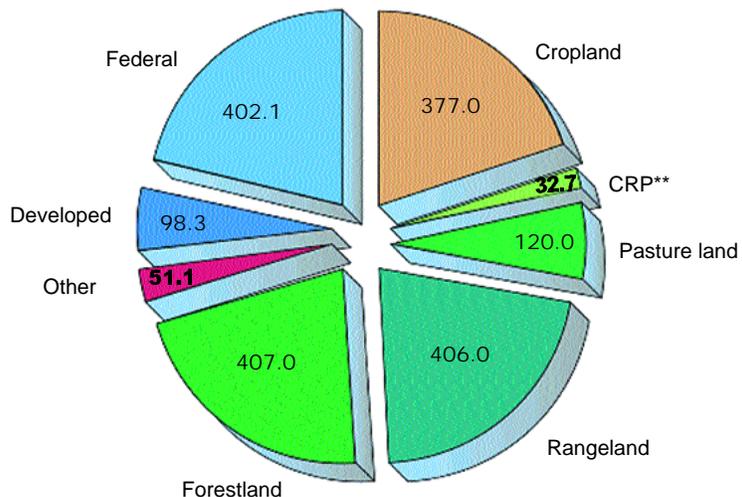
Keeping land, water and air resources healthy is one of the greatest conservation challenges facing this nation in the foreseeable future.

FIGURE 1.
Percent of U.S. land ownership



How the land is used

Millions of Acres



*Non-federal Land: 1,491.1 million acres, including conterminous United States, Hawaii, Puerto Rico and U.S. Virgin Islands.

**Conservation Reserve Program Land

Source: USDA, Natural Resources Conservation Service 1997 National Resources Inventory Revised December 2000

Changing social and economic conditions

The total amount of land in farms, which peaked at about 1.2 billion acres in 1950, declined to a little more than 930 million acres in 1997 (Appendix A; Note: in this discussion, “farms” includes ranches). But the amount of land on U.S. farms used for crops has remained about the same since the 1920s.

The number of farms in the United States has steadily dropped over the years, from 6.5 million in the 1920s to less than two million in 1997. The average size of farms increased from about 300 acres in 1959 to approximately 470 acres today.

Most — more than 99 percent — of all U.S. farms remain as family-owned, family-held corporations or family partnerships. Non-family corporations own only 0.05 percent of this country’s farms.

Economic forces have played a lead role in the declining number of farms. The nation’s overall farm balance sheet looks deceptively strong because of non-cash assets and ongoing or emergency federal payments. But these factors mask the true financial difficulties faced by many agricultural operations. According to the National Agricultural Statistics Service (NASS), the ratio of prices that farmers receive for their crops today compared to what they spend on production is 40 percent of what it averaged between 1910 and 1914.

USDA statistics indicate that the average farm household income in 2000 was \$64,658, slightly higher than non-farm household income. Only \$4,600 of that income came

from on-farm activities, however. The average net income from farming on small farms is actually negative. It is non-farm income that brings the total farm family income to near community averages.

More than half of U.S. farms, accounting for just 14 percent of all farmland, average less than \$10,000 in sales a year. About 23 percent of all farms, accounting for half of farm acreage, have sales between \$50,000 and \$500,000 a year, but the number of these middle-sized farms is dropping. The 70,000 farms with sales of more than \$500,000 a year account for 56 percent of total farm sales.

One of the most important social factors currently influencing traditional uses of land and water resources, including farming, ranching, forestry, wildlife habitat and drinking and irrigation water, is the conversion of land for housing and commercial development.

Between 1960 and 1990, metropolitan-area populations grew by 50 percent, while the amount of developed land for housing and commercial enterprises rose 100 percent. The National Home Builders Association forecasts an expansion of 1.3 to 1.5 million new homes per year through 2010. If current trends continue, these will be larger homes on larger lots located further from the central cities (HUD 2000).

Metropolitan expansion has spilled over onto adjacent lands to such an extent that populations in suburban counties are growing much more rapidly than in core cities. This pattern may prove especially hazardous to the best farmland. Roughly 50 million

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acres — or one-fifth — of prime cropland are within 50 miles of the 100 largest U.S. cities.

As urban and suburban populations increase and metropolitan areas continue to encroach on the

surrounding countryside, financially strapped farmers, owners of private forest tracts and other landowners may well be enticed by attractive prices that developers offer for the land.

TABLE 1.
Today's farmers and ranchers

| | 1987 | 1997 | % change |
|--|---------|---------|----------|
| Full-time farmers and ranchers (no off-farm employment) | 844,476 | 755,254 | - 10.6 |
| Farmers and ranchers who work off farm 200 days or more a year | 737,206 | 709,279 | - 3.8 |
| Average age of all farmers and ranchers | 52 | 54 | + 3.8 |
| Operators under 25 years old | 35,851 | 20,850 | - 41.8 |
| Operators 25 to 34 years old | 242,688 | 128,455 | - 47.1 |
| Female | 131,641 | 165,102 | + 25.4 |
| African American | 22,954 | 18,451 | - 19.6 |
| American Indian | 7,134 | 10,638 | + 49.1 |
| Spanish/Hispanic/Latino | 17,476 | 27,717 | + 58.6 |
| Asian or Pacific Island | 7,900 | 8,731 | + 10.5 |

Adapted from the 1997 Census of Agriculture (NASS 1998)

Farming and ranching continue to be difficult industries for young people to enter because of high capital expenditures for land, the cost of production and initial outlays for equipment. Today, there are fewer people farming and ranching who are less than 35 years old than at any time in the history of U.S. agriculture. The average age of farmers and ranchers, currently 54, keeps rising. The number of part-time farmers and ranchers is also increasing.

In recent years, the number of women who operate farms and ranches continued to rise. The number of African American farmers and ranchers decreased, while the number of Spanish/Hispanic/Latino, Asian-American and American Indian farmers and ranchers increased.

Conservation partnerships

Urban sprawl, erratic prices for crops, the ups and downs in international trade — all and more contribute to the decisions that farmers, ranchers and forestland owners must make every day.



Locally led conservation efforts emphasize the importance of local communities and landowners in identifying and addressing natural resource needs and opportunities.

They do not have to make those decisions alone. Motivated during the Great Depression and Dust Bowl years, individual landowners have joined local, state and tribal officials and the federal government in forging partnerships to improve the quality of the land's soil and water resources.

Locally selected and governed soil and water conservation districts are central to the partnerships. For six decades, the districts have served as the fundamental link among state and federal agencies and landowners.

Agreements between the conservation districts and USDA and government-to-government agreements with tribes spell out the responsibilities of the partners.

Since the inception of the conservation districts, USDA and the conservation partners have built a solid base of conservation programs and technical expertise in soil, water and other environmental issues. In many areas, the partnerships include state and local natural resource agencies, watershed associations, environmental organizations and communities. The programs and technical assistance developed and delivered through the partnerships incorporate a voluntary, incentive-based approach that is designed to minimize burdens on landowners and maximize conservation of natural resources.

Together, landowners, local and state advisors and USDA's technical specialists conduct risk management assessments and tailor conservation programs suited to each individual's needs through "whole-farm" management that takes into account the larger environment where the farms and ranches are located. Emphasis on whole-farm management is based on the belief that the benefits of sound land stewardship flow beyond the property lines of farms, ranches and private forest tracts. What is good for soil and water on the nation's working lands is also good for the land

One size does not fit all

On each farm, ranch or forest tract, technical assistance from conservation partnerships focuses on the best mix of a wide range of solutions. The site-specific solutions might include reduced tillage and efficient irrigation practices, efficient use of nutrients, effective crop and grazing rotations, placement of land in easement and reserve programs and planting of vegetated windbreaks or grassed buffers along waterways.

Economic incentives, including cost-share initiatives and financial assistance, play a vital role in the conservation programs, as does expert technical assistance.

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user, and it usually translates into cleaner water and air for nearby communities and wildlife habitat.

As the industrial base of agriculture changes, emerging issues face the conservation partnerships. The Agriculture Fact Book (USDA 1997) indicates that many farms are turning into large-scale, high-tech, specialized businesses, at least partly because of the rising influence of farm-management firms and corporate contracts for farm products (especially in the livestock industry).

This trend is important to conservation of natural resources, and it is altering the relationships among farmers and conservation planners in the field. The challenge is to devise sound land and water conservation strategies that serve an increasingly complicated mix of larger high-tech operations, traditional low-tech and part-time farmers, the growing number of female and minority farmers and other land users across the nation.

Partnerships at work: Stuart Farm

Stuart Farm in Stratham, New Hampshire, sits on the banks of the Squamscott River, which is a major tributary of the Great Bay Estuary. The long history of this farm, now a working dairy, earned the site a place on the National Register of Historic Places, but it is also known for the willingness of its owners to experiment with and practice new conservation tactics.

In the 1970s, Stuart Farm, state partners and the local conservation district completed a shrub planting on the farm to benefit the wild turkey. Now the mature stand is a major draw for hunters and photographers.

In the 1980s, Stuart Farm was one of the first farms in New Hampshire to establish a rotational grazing system, again in cooperation with partners, and thus provided a tangible example of the benefits of sustainable farming.

In 1994, a partnership consisting of Stuart Farm, federal and state agencies and Ducks Unlimited pooled resources to restore ten acres of severely degraded salt marsh. An old tide gate that had completely choked tidal flow to the marsh was removed and a culvert installed to reintroduce tidal flushing. The tidal flow was restored, and within the first year invasive species such as phragmites, purple loosestrife and narrow-leaf cattail were eradicated. Feeder fish and commercial fish species such as herring have returned to the tidal creeks. The success of this pilot effort resulted in expansion to 500 additional acres.

USDA conservation programs

USDA maintains a number of programs to address conservation and environmental needs that are identified by private landowners, state and local governments, conservation districts, tribes and other federal agencies. The programs include technical assistance, financial incentives and research and educational services. Program delivery is accomplished, as described above, through partnerships with state and local governments and conservation districts and government-to-government agreements with tribes.

The principle agency for delivery of direct conservation technical assistance is the Natural Resources Conservation Service (NRCS). Major programs for financial assistance include the Conservation Reserve Program of the Farm Services Agency and NRCS's Environmental Quality Incentives Program, Wetlands Reserve Program, Wildlife Habitat Incentives Program and Farmland Protection Program.

Essential to success of conservation program delivery are USDA's research, educational, resource information and technology development programs. NRCS and the department's Agricultural Research Service, Economic Research Service, Forest Service and Cooperative State Research, Education and Extension Service carry out these programs.

Recent USDA expenditures for major conservation programs are summarized in Figure 2 on page 7 and Table 2 on pages 14 and 15. The following descriptions highlight some

of the principal USDA technical and financial assistance programs devoted to conservation and environmental concerns.

Conservation Technical Assistance Program (CTA)

The primary purpose of Conservation Technical Assistance is to assist land users, communities, units of state and local governments, tribes and other federal agencies in planning and implementing conservation systems to reduce erosion, improve soil and water quality, conserve wetlands, enhance fish and wildlife habitat, improve air quality and pasture and range conditions, reduce upstream flooding and improve woodlands.

CTA is USDA's largest single technical assistance program. Since 1935, NRCS has provided private landowners and local communities with essential direct technical assistance to help solve soil erosion and related natural resource conservation problems through conservation districts under Mutual Agreements signed by the Secretary of Agriculture, state governors and conservation districts and government-to-government agreements with tribes.

Assistance is available to land users who voluntarily apply conservation practices and to those who ask for technical assistance to help them comply with local, state or federal laws and regulations.

To develop effective conservation systems at the local level for soil, water and related resource problems, the CTA delivery system is founded on science-based technology.

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Employees are trained through formal and on-the-job training, technical guides, manuals and handbooks to better assist land users.

Approximately 8,000 technical employees from engineering, resource economics, agronomy, animal husbandry and soils and plant science backgrounds provide conservation technical assistance to about one million private landowners and communities every year.

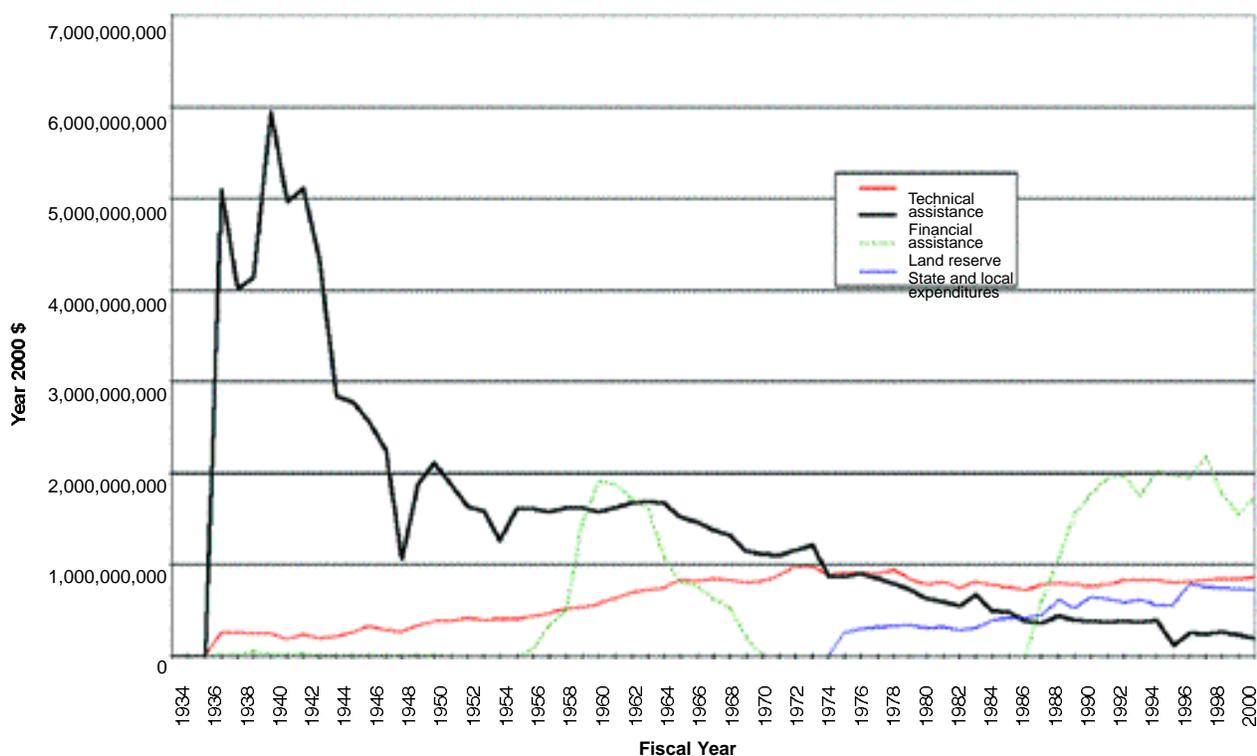
Environmental Quality Incentives Program (EQIP)

The Environmental Quality Incentives Program is a voluntary conservation program for farmers and ranchers who face serious threats to soil, water and related natural resources. EQIP provides technical, financial and educational assistance in priority areas where significant natural resource problems exist. In general, priority areas are defined as watersheds, regions or areas of

FIGURE 2.

Major USDA conservation expenditures, 1934-2000

Funding for technical assistance, financial assistance, land reserves, state and local governments



In the early 1940s, federal investments in financial and technical assistance to agriculture topped \$6 billion (constant year 2000 \$). Combined financial and technical assistance along with land reserve incentives totaled \$3.5 billion in 2000.

The National Association of Conservation Districts (2001a) reports that state and local funding for conservation on private lands grew from almost nothing in the 1930s and 1940s to more than \$1.3 billion in 2000 and that private sector contributions now exceed \$1 billion.

special environmental sensitivity or where significant soil, water or related natural resource concerns exist. These concerns could include soil erosion, water quality and quantity, wildlife habitat, wetlands, forestland and grazing lands.

EQIP is implemented through a locally led process involving State Technical Committees and local working groups that direct the program to meet the most serious resource concerns.

EQIP offers 5- to 10-year contracts that provide incentive payments and cost sharing for conservation practices called for in site-specific conservation plans. Landowners develop the plans in cooperation with local conservation districts and NRCS. The plans specify the manner in which the planned conservation systems will be implemented, operated and maintained on enrolled acres.

Applications for participation in EQIP are ranked according to the environmental benefits achieved weighted against the costs of applying the practices. Plans to treat priority resource concerns at a sustainable level receive higher rankings. Total cost-share and incentive payments are limited to \$10,000 per person per year and \$50,000 for the length of the contract. Contracts average about \$7,500.

Since EQIP began, agricultural producers have entered into 82,200

EQIP contracts totaling approximately \$613,336,000. At least 50 percent of these funds will target natural resource concerns related to livestock. The remaining balance focuses on irrigation water management and efforts to reduce soil erosion, improve water quality and enhance wildlife. In addition, approximately \$19 million has been expended on activities to educate farmers about the need for installation and management of conservation practices.

Conservation Reserve Program (CRP)

Congress initiated the Conservation Reserve Program in Title XII of the Food Security Act of 1985. The Food, Agriculture, Conservation and Trade Act of 1990 extended the program as did the Federal Agriculture Improvement and Reform Act of 1996. CRP is a voluntary cropland retirement program administered by the Farm Services Agency with a current maximum enrollment of 36.4 million acres.

CRP is USDA's single largest conservation financial assistance program. It provides farmers an annual rental payment on land enrolled through 10- to 15-year contracts. The enrolled land is placed in permanent cover, and parcels are selected based on the magnitude of the likely environmental gain relative to rental payments. Environmental gains from enrollment in CRP include wildlife habitat improvements, improved water and air quality and soil productivity and carbon sequestration.



Strip cropping in Wisconsin.

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Conservation Reserve Enhancement Program (CREP)

The Conservation Reserve Enhancement Program was authorized in the Federal Agriculture Improvement and Reform Act of 1996. It is operated by the Farm Services Agency through a state-federal conservation program. CREP addresses specific state and nationally significant water quality, soil erosion and wildlife habitat issues related to agriculture. The program offers financial incentives beyond those in CRP to encourage farmers and ranchers to enroll in 10- to 15-year contracts to retire land from production. Currently, 15 states — California, Delaware, Illinois, Maryland, Michigan, Minnesota, Missouri, New York, North Carolina, North Dakota, Ohio, Oregon, Pennsylvania, Virginia and Washington — participate in CREP. Arkansas, Iowa and Kentucky are expected to establish programs in 2001. Seven other states have submitted proposals for participation.

Farmland Protection Program (FPP)

The Farmland Protection Program is a voluntary effort that helps farmers keep their land in agriculture. The program provides matching funds to state, local and tribal governments with existing farmland protection programs to purchase conservation easements. The statutory goal of the program is to protect between 170,000 and 340,000 acres of farmland.

As of April 2001, 63,710 acres of mostly prime, unique, statewide or

locally important farmland on the urban fringe have been permanently protected from conversion to non-agricultural uses, with more acres to be protected pending closure of additional easements.

Since FPP's inception in 1996, 19 states have received more than \$33.5 million in FPP financial assistance. Remaining funds have supported technical assistance for landowners to process easements and develop and implement conservation plans. To date, FPP conservation easements have been granted on approximately 367 farms, with an estimated easement value of \$126.5 million (average cost per acre — \$1821). For every federal dollar, an additional \$3 has been contributed by participating state and local governmental entities.

Any local or state agency, county or group of counties, municipality, town or township, soil and water conservation district or American Indian tribe or tribal organization that has farmland protection programs to purchase conservation easements for the purpose of limiting conversion to nonagricultural uses can participate. To be competitive, applicants must have pending offers with willing landowners. Individual landowners apply to the state, tribal or local government programs to participate in FPP. To date, all acquired easements and proposals for acquisition are in perpetuity.

Cooperating entities process the easement acquisition and hold and manage the acquired easements. The federal share for any easement acquisition is limited to the maximum of 50 percent of the purchased easement price, not to exceed the fair

market value. A contingent remainder right must be incorporated in each easement deed to protect the federal investment.

Current demand for the program far exceeds available funds, by nearly a 7:1 ratio.

Wildlife Habitat Incentives Program (WHIP)

The Wildlife Habitat Incentives Program was initially authorized in 1996 and first funded in 1998. It is a voluntary program that consists of technical and financial assistance to eligible participants for creating or maintaining habitat for upland and wetland wildlife, threatened and endangered species, fish and other wildlife species in an environmentally beneficial and cost-effective manner. The purpose is to create high-quality wildlife habitats that support wildlife populations of local, state and national significance. The goals of WHIP relate to the overall USDA goal of achieving healthy and productive lands.

WHIP emphasizes wildlife and fishery habitats that are identified by local and state partners in each state, habitats and wildlife species that are experiencing declining or significantly reduced populations and conservation practices that are beneficial to fish and wildlife and that may not otherwise be funded.

Any practice that NRCS determines is necessary to create important habitat for a target species is eligible. Priorities are established at the state level. Examples of practices authorized under WHIP are native grassland restoration and management,

management of field-edge habitat for wildlife, restoration of riparian areas and establishment of aquatic habitat.

Cost-share payments pay eligible participants up to 75 percent of the cost of installing conservation practices. Conservation districts, NRCS and other partners provide technical assistance. Wildlife Habitat Development plans are prepared to identify the cost-share practices that will be installed as well as the operation and maintenance requirements for the life of the agreements, which last from 5 to 10 years.

When WHIP was first established, state estimates of need exceeded the available funds almost four to one. Demand is expected to increase as the program becomes more broadly known.

Forestry Incentives Program (FIP)

The Forestry Incentives Program is a voluntary program that provides technical and financial assistance to landowners in their efforts to accomplish tree planting, timber stand improvements and other related practices on non-industrial private forestlands. The purpose is to increase the production of sawtimber and pulpwood while simultaneously ensuring effective management of natural resources.

Currently, state foresters provide technical assistance. They are supported by FIP funds allocated to the U.S. Forest Service by NRCS. The state foresters are responsible for the technical phase of planning and installing practices. Tree planting, forest stand improvement and site

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preparation for natural regeneration can be funded through cost sharing up to 65 percent of the cost. The maximum payment is \$10,000 per landowner in a given fiscal year.

FIP outlays were \$10.2 million in fiscal year 1989, serving 5,048 program participants. In fiscal year 1998, the corresponding numbers were \$6.1 million and 3,863 participants. In fiscal year 1998, requests from across the country for FIP funds exceeded the actual allocated amount by 300 percent.

Forest Stewardship Program (FSP)

The Forest Stewardship Program, administered by the Forest Service in conjunction with state forestry agencies, supports the sustainable management of non-federal forestland. The primary goals are to: (1) assist forestland owners in achieving sustainable forest management through planning and implementation of riparian restoration, wildlife habitat enhancement, forest stand improvement and other aspects of forest management; and (2) improve supplies of high-quality, genetically improved tree seed and planting stock for reforestation.

Private forestlands produce more than 60 percent of the U.S. domestic timber supply. However, only about 10 percent of private forestlands are covered by forest management plans. On a voluntary basis, private forestland owners can take advantage of FSP's technical information and assistance to develop multi-resource plans that establish the basis for future management, protection and

improved practices. State forestry personnel or private forestry consultants work with forestland owners to prepare the plans. A recent survey of participants indicated that more than 80 percent are carrying out their multi-resource plans and that both technical and financial assistance have been a significant factor in their ability to do this.

Another service of FSP is the nursery component that supports more than 55 state forest nurseries that produce about 30 percent of the total forest seedling supply in the United States. State nurseries are the primary source of native species tree seedlings for reforestation of private forestlands and in planting trees that enhance ecosystem integrity.

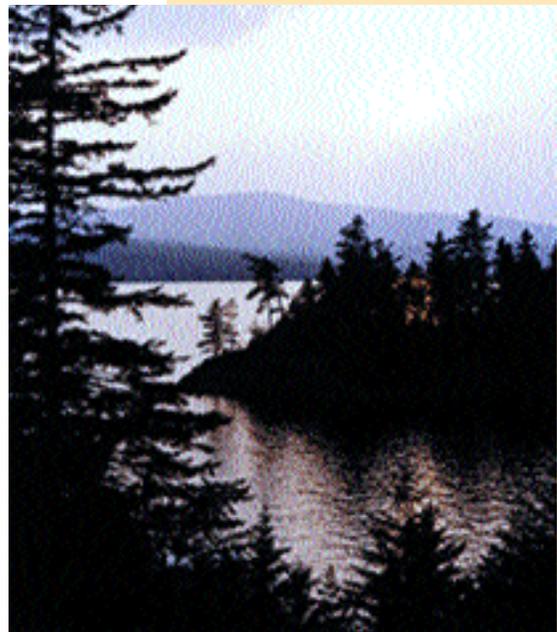
Demand for the program outstrips available funds by nearly 4 to 1.

Forest Legacy Program (FLP)

Through conservation easements and other mechanisms, the Forest Legacy Program assists state and private forestry programs in protecting private forestlands from conversion to non-forest uses. The primary emphasis is to reduce forest fragmentation and loss of forested landscapes.

Based on the premise of "willing seller/willing buyer," FLP is completely voluntary and nonregulatory.

To maximize the public benefits it achieves, the program acquires partial interests in privately owned



Nearly 1,300 acres of private forestland along Cupsuptic and Mooselookmeguntic lakes in Maine have been protected through a conservation easement funded by the Forest Legacy Program.

land through conservation easements. The federal government may fund up to 75 percent of the cost of the easements. These easements allow landowners to continue to manage the land for forestry uses while restricting development of the land.

Private forestland within state-designated Forest Legacy Areas is eligible for program participation. To be considered, a landowner is required to prepare a multiple resource management plan as part of the conservation easement acquisition.

Current demand for the program exceeds available funds by a 3:1 ratio.

Urban and Community Forestry (UCF)

Urban and Community Forestry helps people in urban areas improve natural resource management of trees and forests in urban areas and community settings.

Administered by the Forest Service, UCF assists selected cities, towns and communities to assess, retain and protect their natural environments as well as to develop and distribute scientific information about protecting, managing and maintaining community forest resources.

Planning, demonstration projects and technical assistance are aimed at retaining and placing trees, forests, urban parks, green spaces and related vegetation to: reduce (1) air, water, soil and noise pollution; (2) energy use; (3) heat island effects; and (4) stormwater flooding. The program demonstrates and delivers state-of-the-art urban ecological assessment and other technologies and awards grants

to cities and towns for the purpose of building capacity to protect and improve their natural environments.

Community grants are made available on a matching basis. Nearly four dollars' worth of donated private funds and in-kind services match every federal dollar spent through the program. More than 10,000 communities and 7,000 volunteer organizations participate in the program each year. The number of requests for federal assistance and grants exceeds the capacity of the existing program by eight fold.

Wetlands Reserve Program (WRP)

The Wetlands Reserve Program addresses wetlands, wildlife habitat, soil, water and related natural resource concerns on private lands through technical and financial assistance to eligible landowners. The goal is to achieve the greatest wetlands function and value, along with optimum wildlife habitat, on every acre enrolled in the program. At least 70 percent of each wetlands and upland area will be restored to original natural conditions to the extent practicable. The remaining 30 percent of the project areas may be restored to other than natural conditions. For example, rather than restore a bottomland hardwood site to all trees, a portion of the site could be restored to an emergent marsh condition if the landowner or agency wanted to create habitat for certain wildlife species. This flexibility allows landowners to achieve their objectives while maximizing benefits to wildlife.

WRP concentrates on enrolling marginal lands with a history of crop

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failures or low yields, restoring and protecting values on degraded wetlands, maximizing benefits to wildlife, achieving cost-effective restoration with a priority on benefits to migratory birds, protecting and improving water quality and reducing the impact of floods.

To be enrolled, lands must be restorable and suitable for wildlife benefits and meet any of the following eligibility criteria:

- wetlands degraded by farming, pasture or timber production,
- lands adjacent to restorable wetlands that contribute significantly to wetlands functions and values,
- previously restored wetlands that need long-term protection,
- upland areas needed to buffer the wetlands area or that contribute to a manageable easement boundary,
- riparian areas that link protected wetlands or
- certain lands that have been substantially altered by flooding.

NRCS and its partners have restored more than 700 acres of salt marsh in New Hampshire. The Wetlands Reserve Program provided a significant portion of the funding for this cooperative effort.

TABLE 2.
USDA conservation expenditures by program activity, FY 1994-2001

| Activity/program (\$ Million) | 1994 | 1995 | 1996 | 1997 | 1998 | 1999 | 2000 | 2001 |
|--|-------|-------|-------|-------|-------|-------|-------|---------|
| 1. Technical assistance, extension, and administration: | | | | | | | | |
| Natural Resources Conservation Service (NRCS) programs— | | | | | | | | |
| Conservation Technical Assistance (CTA) | 523.2 | 500.0 | 538.9 | 529.2 | 541.8 | 548.1 | 567.4 | 619.3 |
| Great Plains Conservation Program (GPCP) | 9.3 | 9.1 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| Resource Conservation and Development (RC&D) | 28.3 | 30.4 | 29.0 | 29.4 | 34.4 | 35.0 | 35.3 | 41.9 |
| Watershed Surveys and Planning | 24.4 | 23.5 | 14.0 | 14.0 | 11.2 | 10.4 | 10.4 | 10.8 |
| Small Watershed Program | 10.9 | 10.5 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| River basin surveys | 13.5 | 13.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| Watershed Protection/Flood Prevention (PL566 and 534) | 77.9 | 70.0 | 81.4 | 72.8 | 50.0 | 59.8 | 61.7 | 66.3 |
| Colorado River Salinity Control Program | 5.5 | 3.9 | 0.3 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| Forestry Incentives Program (FIP) | 1.3 | 0.7 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| Water Bank Program (WBP) | 0.4 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| Wetland Reserve Program (WRP) | 3.5 | 8.8 | 6.0 | 12.0 | 17.7 | 12.8 | 14.6 | 14.3 |
| Environmental Quality Improvement Program (EQIP) | 0.0 | 0.0 | 6.5 | 20.0 | 38.0 | 36.9 | 37.0 | 42.0 |
| Wildlife Habitat Incentives Program (WHIP) | 0.0 | 0.0 | 0.0 | 0.0 | 5.0 | 4.5 | 0.0 | 2.4 |
| Farmland Protection Program (FPP) | 0.0 | 0.0 | 0.6 | 0.1 | 0.7 | 0.0 | 0.0 | 0.7 |
| Conservation Farm Option (CFO) | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| Subtotal NRCS | 673.8 | 646.4 | 676.6 | 677.5 | 698.7 | 707.4 | 726.4 | 797.7 |
| Farm Service Agency (FSA) programs— | | | | | | | | |
| Agricultural Conservation Program (ACP) | 11.7 | 6.0 | 4.5 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| Conservation Reserve Program (CRP) | 4.7 | 5.3 | 7.2 | 38.8 | 67.1 | 50.9 | 35.0 | 35.0 |
| Emergency Conservation Program (ECP) | 1.0 | 1.8 | 2.4 | 4.8 | 1.5 | 2.5 | 4.4 | 5.7 |
| Rural Clean Water Program (RCWP) | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| FSA salaries & expenses, conservation | 67.6 | 62.8 | 62.8 | 62.8 | 62.8 | 62.8 | 62.8 | 62.8 |
| Subtotal FSA | 85.0 | 75.9 | 76.9 | 106.4 | 131.3 | 116.2 | 102.2 | 103.5 |
| Extension Service (ES) conservation activities | 32.2 | 32.2 | 31.7 | 31.7 | 29.6 | 29.3 | 19.8 | 19.7 |
| Forest Service (FS) programs— | | | | | | | | |
| Forest Stewardship | 25.8 | 25.9 | 23.4 | 23.4 | 23.9 | 29.4 | 29.8 | 32.8 |
| Economic Action Programs | 15.5 | 16.0 | 14.5 | 17.2 | 11.5 | 17.5 | 20.2 | 42.7 |
| Forest Legacy Program | 6.9 | 0.0 | 3.0 | 2.0 | 4.0 | 7.0 | 24.9 | 59.8 |
| Pacific Northwest Assistance | 16.4 | 17.1 | 16.0 | 16.8 | 15.0 | 8.8 | 7.9 | 0.0 |
| Urban and Community Forestry | 27.0 | 28.3 | 25.5 | 25.5 | 26.8 | 30.2 | 30.9 | 35.6 |
| Forestry Incentives Program (FIP) | 0.0 | 0.0 | 1.2 | 0.6 | 0.6 | 1.5 | 0.5 | 0.0 |
| Subtotal FS | 91.7 | 87.3 | 83.6 | 85.4 | 81.7 | 94.5 | 114.2 | 180.6 |
| Subtotal Tech. asst., ext., and admin. | 882.7 | 841.8 | 868.8 | 901.0 | 941.4 | 947.5 | 962.6 | 1,101.6 |
| 2. Cost-sharing for practice installation: | | | | | | | | |
| FSA programs— | | | | | | | | |
| Agricultural Conservation Program (ACP) | 183.0 | 94.0 | 70.5 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| Conservation Reserve Program (CRP) | 14.5 | 3.7 | 1.2 | 11.0 | 96.1 | 114.9 | 132.7 | 0.0 |
| Emergency Conservation Program (ECP) | 24.0 | 21.2 | 27.6 | 90.3 | 27.0 | 81.6 | 61.3 | 70.3 |
| Rural Clean Water Program (RCWP) | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| Stewardship Incentive Program (SIP) | 10.9 | 12.1 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| Subtotal FSA | 232.4 | 131.0 | 99.3 | 101.3 | 123.1 | 196.4 | 194.0 | 70.3 |
| FS Stewardship Incentives Program (SIP) | 17.9 | 18.3 | 4.5 | 4.5 | 6.5 | 0.0 | 0.0 | 0.0 |
| NRCS programs— | | | | | | | | |
| Environmental Quality Incentives Program (EQIP) | 0.0 | 0.0 | 123.5 | 180.0 | 162.0 | 137.1 | 139.6 | 157.1 |
| Colorado River Salinity Control Program | 8.2 | 0.6 | 2.4 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| Forestry Incentives Program (FIP) | 11.5 | 6.0 | 5.7 | 5.7 | 5.7 | 14.8 | 4.8 | 0.0 |
| Great Plains Conservation Program (GPCP) | 16.4 | 6.1 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| Wetland Reserve Program (WRP) | 7.4 | 9.9 | 8.0 | 14.2 | 0.0 | 13.4 | 41.4 | 25.3 |
| Wildlife Habitat Incentives Program (WHIP) | 0.0 | 0.0 | 0.0 | 0.0 | 25.0 | 15.5 | 0.0 | 10.1 |
| Conservation Farm Option (CFO) | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| Subtotal NRCS | 43.5 | 22.5 | 139.6 | 199.9 | 192.7 | 180.8 | 185.8 | 192.5 |
| Subtotal Cost-sharing | 293.8 | 171.9 | 243.4 | 305.7 | 322.3 | 377.2 | 379.8 | 272.7 |

People and Resources

TABLE 2.

USDA conservation expenditures (continued)

| Activity/program (\$ Million) | 1994 | 1995 | 1996 | 1997 | 1998 | 1999 | 2000 | 2001 |
|--|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|
| 3. Public works project activities (NRCS): | | | | | | | | |
| Emergency Watershed Protection | 133.2 | 290.6 | 59.1 | 186.7 | 80.0 | 82.2 | 69.4 | 87.8 |
| Flood Prevention (operations) | 22.9 | 0.0 | 6.0 | 6.0 | 7.5 | 7.8 | 3.3 | 5.5 |
| Resource Conservation and Development (RC&D) | 4.6 | 2.5 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| Small Watershed Program (operations) | 106.9 | 0.0 | 34.0 | 34.0 | 45.0 | 39.8 | 41.3 | 49.4 |
| Subtotal NRCS public works projects | 267.6 | 293.1 | 99.1 | 226.7 | 132.5 | 129.8 | 114.0 | 142.7 |
| 4. Rental and easement payments (FSA and NRCS): | | | | | | | | |
| Conservation Reserve Program (CRP) | 1,728.8 | 1,711.7 | 1,710.0 | 1,659.7 | 1,594.9 | 1,319.7 | 1,342.8 | 1,538.4 |
| Water Bank Program (WBP) | 7.4 | 0.9 | 0.7 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| Wetland Reserve Program (WRP) | 86.9 | 78.8 | 58.0 | 73.0 | 211.8 | 118.1 | 105.6 | 111.8 |
| Farmland Protection Program (FPP) | 0.0 | 0.0 | 14.4 | 1.9 | 17.3 | 0.0 | 0.2 | 16.8 |
| Conservation Farm Option (CFO) | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| Subtotal rental and easement payments | 1,823.0 | 1,791.4 | 1,783.1 | 1,734.6 | 1,823.9 | 1,437.8 | 1,448.6 | 1,667.0 |
| 5. Conservation data and research: | | | | | | | | |
| Agricultural Research Service | 76.7 | 75.5 | 76.0 | 73.5 | 74.7 | 74.5 | 75.4 | 79.0 |
| Cooperative State Research Service | 48.0 | 50.1 | 42.8 | 60.2 | 64.4 | 67.0 | 62.3 | 60.1 |
| Economic Research Service | 5.0 | 5.0 | 5.0 | 5.0 | 5.0 | 5.0 | 5.0 | 5.0 |
| Forest Service (forest research) | 195.0 | 193.5 | 177.9 | 179.8 | 187.9 | 213.2 | 217.7 | 245.1 |
| National Agricultural Library (water quality) | 0.3 | 0.3 | 0.3 | 0.2 | 0.2 | 0.2 | 0.2 | 0.2 |
| NRCS programs— | | | | | | | | |
| Soil surveys | 73.9 | 72.6 | 76.2 | 76.4 | 76.4 | 78.3 | 78.3 | 78.2 |
| Plant materials centers | 8.9 | 8.1 | 8.9 | 8.8 | 8.8 | 9.0 | 9.1 | 9.1 |
| Snow surveys | 5.8 | 5.6 | 5.9 | 5.8 | 5.8 | 6.0 | 6.0 | 6.0 |
| Subtotal NRCS | 88.6 | 86.3 | 90.9 | 91.1 | 91.1 | 93.3 | 93.4 | 93.3 |
| Subtotal conservation data and research | 413.7 | 410.7 | 392.9 | 409.8 | 423.3 | 453.3 | 454.3 | 482.7 |
| USDA total | 3,680.8 | 3,508.9 | 3,387.4 | 3,577.8 | 3,643.5 | 3,345.5 | 3,359.4 | 3,666.7 |

Source: Derived from material provided by the Office of Budget and Program Analysis (OBPA) and the administration's budget request submitted February 2000.