

# *Conservation of the 1996 Farm Bill*

# **Social Factors Influencing Implementation of Programs**



**Some obstacles to implementing programs in the 1996 Farm Bill and  
strategies for overcoming these barriers**

**About this publication**

This publication provides to Natural Resources Conservation Service leadership and field office personnel a listing of some of the barriers related to implementing the 1996 Farm Bill programs. With the variety of customer groups that exists within conservation districts, each barrier has an identified strategy for overcoming that barrier, whenever this is possible. However, some barriers require policy and legal changes that are not included in this document.

This publication also attempts to raise the awareness of the variety of customers and show the many barriers that the agency faces in trying to service this range of customers. The obstacles can be considered social, economical, cultural, legal, and institutional barriers. Consequently, the strategies contain several explicit steps not shown before these final strategies can be accomplished.

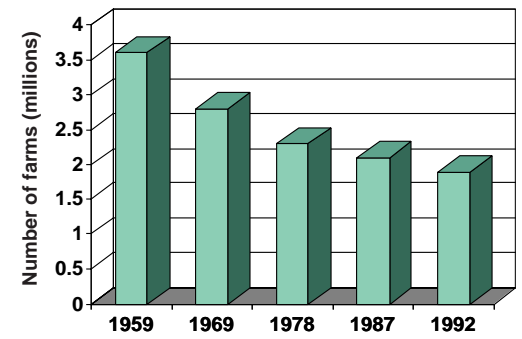
**How to use this publication**

A separate page exists for most of the groups with which NRCS people work. Each group is indicated on one page and the barriers and strategies for that group in implementing 1996 Farm Bill programs are listed on the next page. Landowners or operators, however, may fit into more than one group. For example, assistance may be given to a woman producer, who is new to agriculture and who also leases land. Information about the barriers one might encounter and strategies for overcoming them would be three different groups. Thus, one must be flexible and apply wisdom when using this document.

Each page may be used without reading the previous pages. However, read the first three pages of this document that provide the general barriers and strategies for each Farm Bill program. These are relevant to most NRCS customers. The last page, a blank page gives one an opportunity to list any special group not covered by this document, and to write in program barriers and strategies specifically for district customers.

Producer categories in this display include—

- Owners/Operators
- Operators of Leased Land (Tenant Farmers and Ranchers)
- Small Hobby Farmers
- Operators New to Agriculture
- Non-Operating (absentee) Landowners
- Women Producers
- Historically Underserved Individuals and Groups
- African American Producers
- Hispanic Farmers and Ranchers
- American Indians and Tribes
- Professional Farm Managers
- Southeast Asian Farmers
- Native Alaskan Producers
- Pacific Island Producers



**Producers may fit into more than one category so you may need to consider applying more than one series of strategies. This will require you to exercise flexibility when using this calendar.**

Data for this display is the result of work by the U.S. Department of Agriculture, Natural Resources Conservation Service, Social Sciences Institute —  
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**Farm Bill Programs**

**Your Area**

**General Barriers**

*Conservation Reserve Program*

*Wetlands Reserve Program*

*Farmland Protection Program*

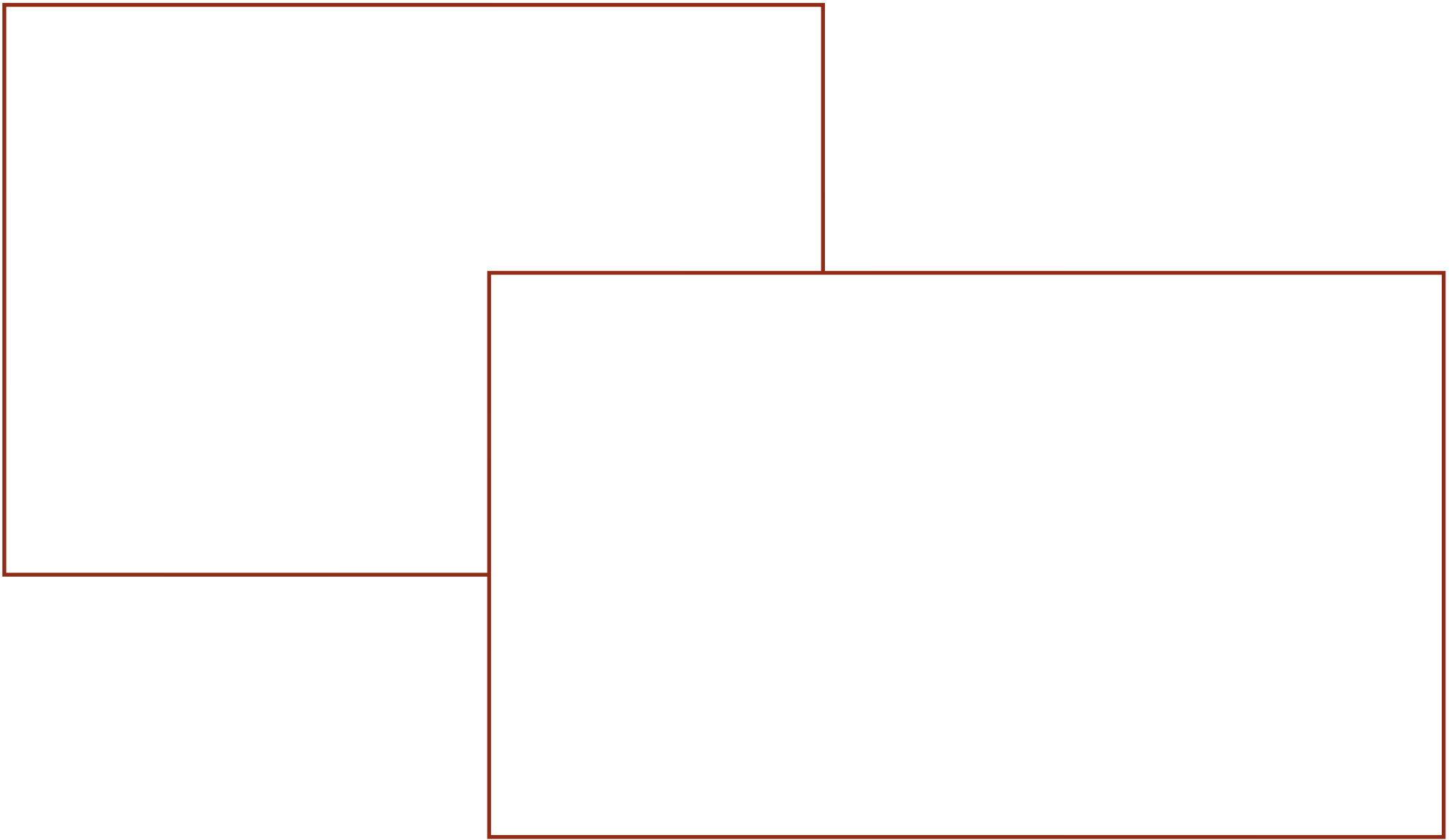
**General Strategies**

*Environmental Quality Incentives Program*

*Wildlife Habitat Incentive Program*

*Grazing Lands Program*

## Social Factors Influencing the Implementation of 1996 Farm Bill Programs



## Your area

### Farm Bill Programs

#### General

General barriers to implementing 1996 Farm Bill programs and strategies for overcoming these barriers are displayed below. On the next two pages are lists of general barriers and strategies for each Farm Bill program that are relevant to all NRCS customers.

#### Barriers

- Reservations about working with government programs or signing contractual agreements with government agencies
- Lack of understanding about specific programs:
  - Traditional sources of information is not sufficient for reaching nontraditional NRCS customers
  - Unequal distribution of and access to information across producer groups
  - Format used to present information not appropriate to educational or social characteristics of all groups (Information is presented in a “generic” form rather than “customized” for a particular group)
  - Information does not apply equally to all producer groups because of major differences in their economic resources or production systems
- Producers unfamiliar with conservation plans and systems and do not perceive need for natural resource planning
- Lack of trained staff to conduct outreach to all groups and insufficient staff to satisfy all requests for one-on-one assistance
- Extra time required by field to work with a nontraditional group is not always supported by management

#### Strategies

- Target outreach programs to unique needs and characteristics of each group
- Use simple language and visual formats to present information; present in practical manner using chronological steps
- Provide information that ties program to personal and community needs
- Use nine-step conservation planning process as a tool for identifying resource problems
- Expand understanding of resource needs first through use of physical, and socioeconomic data (census) and second, through customized outreach efforts
- Reward staff for extra effort required to conduct outreach using one-on-one conservation planning
- Hire staff who possess skills, personality, interests, and attitudes for working with diverse producer groups
- Provide training to field staff on how to deliver assistance to diverse customer groups
- Seek project funding from alternative local sources for anyone not qualifying for USDA programs; grants and loans from foundations, service organizations, recreation clubs, and similar organizations often have less restrictive qualification and performance requirements
- Reward exceptional efforts of field staff



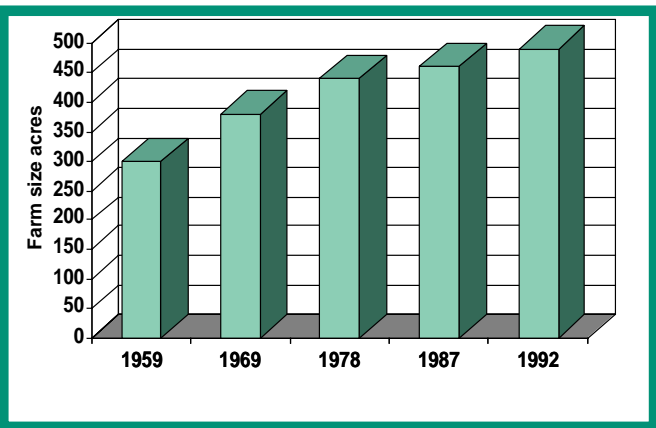
**Conservation Reserve Program**

**Barriers**

- Perceived loss of control of land and resources
- Lack of eligibility for program because of absence of cropping history
- Unaware of the benefits (economic, environmental, and social) of practices such as vegetative cover

**Strategies**

- Provide information sheets on modifications of CRP under new Farm Bill: eligibility criteria, terms, and conditions
- Distribute information in print (fact sheet, newsletter) and visually (video, television, demonstrations)
- Develop information sheets showing alternative economic value of CRP contract land
- Distribute information on recreation, esthetics, and wildlife benefits



**Environmental Quality Incentive Program**

**Barriers**

- If target group is not a priority area: Members of some target groups do not participate in priority area-setting process because—
- They are not invited
  - If invited, may not attend because they are unaware of program implications
- If target group is in a priority area:
- Target group and their neighbors lack personal experience with conservation practices and systems
  - Project ranking criteria sheets may bias selection towards large farms/ranches
  - New participants lack opportunity to build trust in government personnel because program requires early long-term commitment
  - Cost for implementing each practice is complicated and difficult to understand (payment sequence)
  - EQIP reimbursement may be slow, which may cause cash flow problems

**Strategies**

- Identify all customer groups in district and invite their representatives to attend locally led planning efforts
- Write EQIP announcements in practical language appropriate to local usage
- Provide field days and tours to demonstrate value of conservation systems to prospective applicants; select sites that are similar to applicants' farming conditions
- Assign a local staff person to assist producers who need extra assistance to apply to EQIP program

**Wetland Reserve Program**

**Barriers**

- Lack understanding of easement concept
- Lack understanding that WRP is concerned with wetland enhancement and restoration versus preservation
- Lack knowledge of functions and values of wetlands
- Concern that delineated wetlands might become subject to additional regulations

**Strategies**

- Develop information about easement options and land uses permitted within easements
- Inform people through local demonstrations on the values of wetlands and compatible economic uses and opportunities
- Information must address recreation, esthetics, chemicals in the surface and ground water, moisture reserve during drought, grazing, and related subjects
- Put information about program in familiar terms (bogs, swamps, bayous, marshes)

**Farm Bill Programs**

**Pacific Islander Producers**

**General**

The Pacific Islander population does not easily lend itself to generalizations. The NRCS provides technical assistance to a geographic area which includes over 24 islands, native peoples from scores of Pacific islands, most of which have built distinct societies and economies, speak many different languages, practice an assortment of religions, and live by customs unique to their indigenous homelands.

**General Barrier**

- Many Pacific Islanders are intimidated, afraid or otherwise reluctant to work with a U.S. government agency
- They don't trust USDA, NRCS as a reliable source of information

**General Strategies**

- Identify, contact and work with those farmers least resistant to working with the government
- Recruit these farmers to distribute information and demonstrate the opportunities available through ongoing programs and Farm Bill programs
- One characteristic Pacific Islanders share with farmers in North America is that they are more likely to participate in a government program if they can see positive results locally or if their neighbor speaks highly of it
- When NRCS does provide information it should be written in the dominant language of the region and be accompanied with pictures and graphics
- Keep the messages simple and visual; ensure that the process for participation in Farm Bill programs is direct and simple

**Conservation Reserve Program**

*Not applicable.*

- Farmland is small, frequently less than 2 acres.
- Land is too scarce for this program to benefit Pacific Islanders.

**Barrier**

- Most of the farm programs, as they are currently written and being implemented, are not applicable to Pacific Island agriculture. For example, many Pacific Islanders have annual incomes of only \$5,000. As such, NRCS must be realistic concerning the kind of investment in conservation these people can afford. Any investment in conservation must have a high probability of success and a significant return

**Strategy**

- Authorize the director of the Pacific Basin to customize the programs to meet the particular needs of Pacific Islanders in the areas of eligibility, technical assistance, and contractual requirements

**Environmental Quality Incentives Program**

- EQIP has the most potential to help Pacific Islanders but because there is no Farm Service Agency in the islands, with the exception of Hawaii, the program will be difficult to promote in the rest of the Pacific Island. On Hawaii, the application process is long and complicated, and the percentage of cost-share payments are inadequate for many in the Pacific Islanders' situation.

- On the islands, many farmers are afraid of long-term contracts; they are not part of SWCD. EQIP is simply unfamiliar to them. They neither understand the program nor see a need for it.

**Strategy**

- Establish an FSA office in the Pacific Basin. Staff it with someone who has local knowledge and respect. Authorize them to make the program fit local agricultural, geographic, economic, social, and cultural conditions.

- Actively pursue the involvement of native islanders in SWCD activities and the EQIP priority-setting process. Recruit islanders to disseminate information about EQIP and encourage other local farmers to participate

**Wetlands Reserve Program**

*Not applicable.*

- Frequently, Pacific Islanders don't own the land they farm or their land holding is so small that they cannot afford to lose productive land. The incentive payment isn't high enough to be an incentive.

**Wildlife Habitat Incentive Program**

*Not applicable.*

- Most Pacific Islanders don't have enough land to capture any of the benefits of wildlife enhancement nor can they afford to divert resources to what is perceived as non-productive uses.

**Farmland Protection**

*Not applicable.*

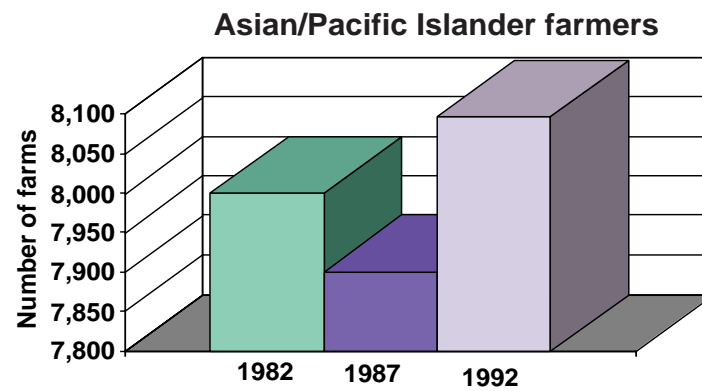
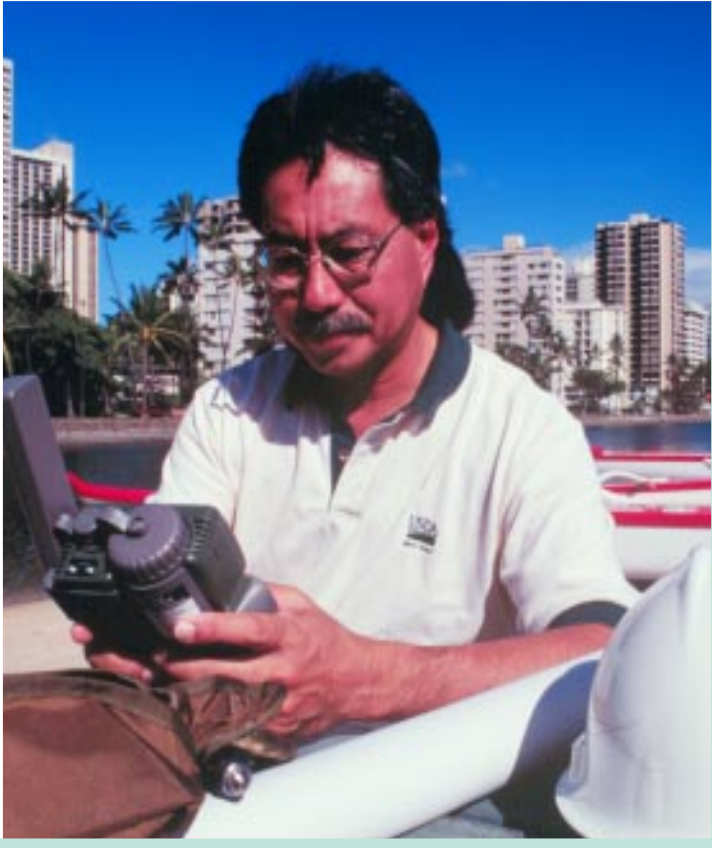
**Grazing Lands Program**

*Not applicable.*

- Recommended NRCS technology is mostly inappropriate because of Pacific Islanders' small, subsistence operations.



## Social Factors Influencing the Implementation of 1996 Farm Bill Programs



# Pacific Islander Producers

### Wildlife Habitat Incentive Program

#### Barriers

- Concerns about loss of productive land
- Concerns by citizens about reduced income and tax base and other community impacts
- Information on sign-up process is not evenly distributed throughout community groups
- Environmental and social benefits have not been well documented or provided to landowners
- For small farms with small areas enrolled, there is less opportunity to capture economic benefits from recreational use of land
- Fear that noxious animal, insect, or weed species will be preserved and enhanced that could cause problems for agricultural operations
- Fear of creating habitat for threatened and endangered species, which would limit ability to farm other land

#### Strategies

- Develop and provide information that shows value of practices to productive operation, the environment, and the community; make WHIP relevant to the producer
- Identify areas of environmental sensitivity for possible consideration in WHIP and target landowners in these areas for program participation
- Assure that all producer groups are represented in the setting of priorities

### Farmland Protection Program

#### Barriers

- Targeted land usually located on urban fringe and is classified as prime and unique agricultural land
- Excludes most Indian reservation lands and marginal lands farmed by minority groups and historically underserved individuals and groups
- Small size rural and urban fringe parcels are often overlooked or receive low priority
- Fear of easements and permanent loss of options for land
- Huge opportunity to build houses on farmland that is an economic windfall to owners

#### Strategies

- Encourage states to look at unique tracts, including small tracts which warrant protection
- Work with State to redefine unique farmland
- Expand program application to include land parcels outside of urban areas
- Develop options for pooling several adjoining small acreages to compete for limited funding

### Grazing Lands

#### Barriers

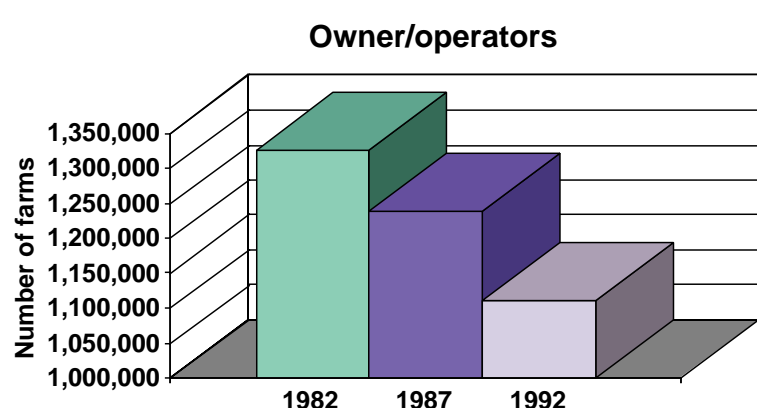
- Perception that grazing land is only rangeland
- Difficult to work with small-scale farmers and ranchers with grazed pastures
- Lack of information about the existence or terms of the program

#### Strategies

- Expand awareness of program opportunities, both within agency and for eligible producers
- Promote program nationally to mixed livestock/crop producers, not just rangeland operators
- Form "Special Grazing District" to bring added technical assistance to grazing lands of nontraditional producer groups



## Social Factors Influencing the Implementation of 1996 Farm Bill Programs



# Owners/Operators

### Farm Bill Programs

### Native Alaskan Producers

#### General

Eskimos, Athabascans<sup>1</sup>, Aluets, and Southeast Indians (numerous tribes), and others are direct descendants from Native cultures. While some similarities among these cultures exist, it is important to note that there are many critical distinctions that make generalizations from one native Alaskan culture to the next challenging.

<sup>1</sup> Alternative spellings include Athapaskan, Ahtapaskan, or Athabaskan.

#### GENERAL STRATEGIES

- Possibly the greatest of needs is to develop inventories of natural resources; the Native Corporation lack basic benchmark data, management experience, and resources to appropriately manage them.
- A second Native Alaskan need is to provide planning assistance in the areas of soils, biology, geomorphology, hydrology, socio-economics, forestry, and general planning
- A third need is for the NRCS to provide a practical flood hazard studies

Best means for NRCS to provide assistance to the Native Alaskans is through the USDA Resource Conservation and Development program. This program has been established in Alaska, and is enormously successful. It works to deliver NRCS services to Native Alaskans, their Native Corporations, and local, tribal government entities.

#### Conservation Reserve Program

- Because many Native Alaskans use their land and resources for subsistence activities, they generally don't own enough land for this program to be relevant to their needs
- As a rule, CRP runs counter to the needs of Native Alaskans

#### Environmental Quality Incentives Program

- Alaska's SWCD's did not apply for EQIP funds through the geographic priority area system

#### Wetlands Reserve Program

- WRP is not relevant to most of Alaska

#### Wildlife Habitat Incentive Program

- WHIP is not relevant to most of Alaska because most Native Alaskan lands are already in a natural state

#### Farmland Protection Program

- The FPP is not relevant in most of Alaska because the demand for land is so great in some areas that commercial and residential investors are willing to pay highly inflated prices
- In contrast, agriculture is a small part of Alaska's economy
- As important, the FPP runs counter to Native Alaskan cultural practices because it protects agricultural lands and frequently creates conflict with traditional subsistence practices such as hunting, fishing, picking berries, and so on
- Native Alaskans are traditional hunters and gatherers, not farmers

#### Grazing Lands Program

- Reindeer herding is the most likely activity for the Grazing Lands program
- Unfortunately, because of the massive number of acres the reindeer graze on, grazing land management practices most commonly recommended are not practical (cross-fencing the tundra)
- NRCS's typical Grazing Lands Program technology is inappropriate for Alaska and Native Alaskans
- Native Alaskans who herd reindeer do not have the resources to move herds (they do not have the helicopters possessed by larger reindeer herders)



## Social Factors Influencing the Implementation of 1996 Farm Bill Programs



# Native Alaskan Producers

### Farm Bill Programs

#### General Barriers

- Relevance of program to operation is not presented in a practical and simple format
- Reservations about new conservation provisions because of changing markets
- Loss of control of land and individual choice
- Market changes creates risk when signing up for any long-term contracts
- For some, excessive or short-term debt creates problems for new conservation investments

#### General Strategies

- Develop individual and watershed outreach plans that explain changes in the Farm Bill and new opportunities; demonstrate how program participation will meet their needs, address their concerns, or help meet their goals
- Describe the Farm Bill changes that will affect them since much of the Farm Bill is new; this may need to be done several times
- Keep the explanation of the changes simple and describe details as owner/operators show interest; emphasize the benefits of program participation to their particular situation and needs

#### Conservation Reserve Program

##### Barriers

- Lack of information on continuous sign-up process
- Frequently, the money received for program participation is insignificant when compared to what land presently is yielding

##### Strategies

- In addition to economic benefits of CRP, emphasize other benefits such as time-savings, compatibility with retirement plans, convenience, esthetics, recreation, or wildlife habitat

#### Wetland Reserve Program

##### Barriers

- Highly competitive, about 8 to 1 ratio of application to funding thus decreasing opportunities to participate
- Concern that delineated wetlands might become subject to additional regulations and a fear of easements on their property
- Lack of knowledge of functions and values of wetlands for their operation
- Landowner is frequently not familiar with restoration practices

##### Strategies

- Provide a step-by-step explanation of WRP applications and implementation process participation
- Provide simple explanation of how easement titles are filed
- Establish demonstration site for restoration practices suitable for owner's agricultural conditions, needs, and goals
- Encourage owner to put land into CRP, rather than WRP, if desire shorter term contracts

- Put information about programs in familiar terms using local language (bogs, swamps, bayou, marsh)

#### Environmental Quality Incentives Program

##### Barriers

- Information about EQIP is new, and appears complicated to many
- Do not want government involvement, resource assessment, community input on their farming practices (locally led process is threatening for some)
- District required to take on additional roles; new partnerships may cause anxiety to traditional farmers
- Contract and payment schedule is complicated

##### Strategies

- (See general comments)
- Provide field days or field trips to demonstrate value of long-term conservation planning and practice benefits

#### Grazing Lands Program

##### Barriers

- Perception is that Grazing Lands program is only for rangeland
- People do not see the vast number of opportunities for small land parcels in the Grazing Lands program
- Unaware of the potential benefits for their land and operation

##### Strategies

- Provide detailed information about the Grazing Lands program and describe the changes in grazing lands as a result of Farm Bill
- Form special grazing district. Special grazing district is based on a petition that can bring

### Owners/Operators

- added technical assistance to grazing lands within the designated district

#### Wildlife Habitat Incentive Program

##### Barriers

- Concerns about loss of productive land and community impacts (taxes)
- Owner may not be familiar with practical habitat enhancement or restoration practices
- Lack of information on continuous sign-up process
- Uncertain market and possibility of new, higher markets reduces willingness to lock up land
- Are not aware of economic, environmental, and social value of WHIP conservation practices

##### Strategies

- Identify and target areas suitable for wildlife, including fish, enhancement, protection or restoration
- Explain through educational materials how the use of native plants and species are encouraged
- Make restoration activities easy to maintain

#### Farmland Protection Program

##### Barriers

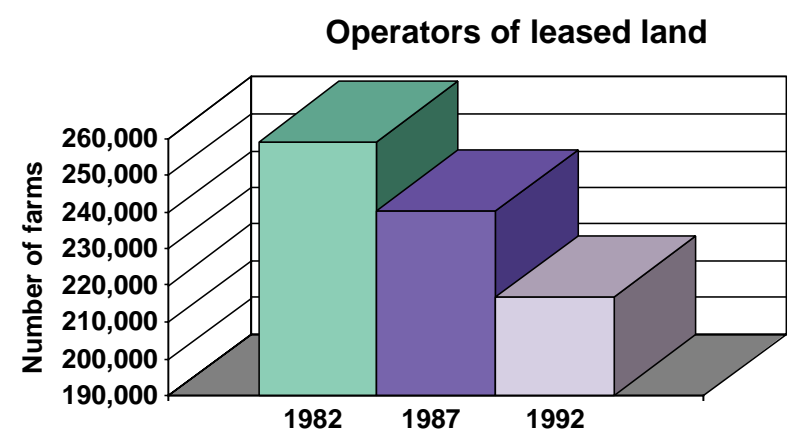
- Lack of understanding about prime and unique soil classification
- Fear of easements and permanent loss of options for land

##### Strategies

- Provide an easy to understand fact sheet on how land is determined to be prime and unique
- Address the fear of easements by providing detailed information which addresses the most common concerns expressed by landowners



## Social Factors Influencing the Implementation of 1996 Farm Bill Programs



# Operators of Leased Land

(Tenant Farmers and Ranchers)

## Farm Bill Programs

### General Barriers

- Do not rely on government representatives for information
- Language barrier can prevent effective communication
- Most do not like going to Government meetings
- Written material is not an effective outreach tool

### General Strategies

- Become familiar with the Southeast Asian extended family structure as it affects decision-making, pooling of resources, and information exchange
- Use existing family, clan, or ethnic organizational networks to make contact and build credibility with the group
- Obtain support of ethnic community members and have them propose new projects to formal ethnic organizations
- Visiting the Asian community can more readily bring about the desired results

### Conservation Reserve Program

#### Barriers

- Most own no land or only small acreage, no cropping history, farming is primary livelihood

#### Strategies

Not applicable

### Environmental Quality Incentives Program

#### Barriers

- 5 to 10-year contracts exceed farmers' planning horizon
- Unwilling to sign up for practices that they have not tried or seen in operation within their own cultural context
- Contract and payment schedule is difficult to understand and threat of repayment poses an unacceptable risk

#### Strategies

- Identify key leaders of the Southeast Asian community organizations, and invite them to take part in the locally led planning process
- Prepare information and establish demonstrations of short duration practices (1 to 3- year life span) for which Southeast Asians can apply
- Plan projects that focus on annual resource management practices that show quick results rather than structural improvements

### Wetlands Reserve Program

#### Barriers

- Most own no land or only small acreage and cannot afford to give up farmland

#### Strategies

Not applicable

### Wildlife Habitat Incentive Program

#### Barriers

- Few Southeast Asians own land; they control only small acreage and can not afford to give up farmland

#### Strategies

Not applicable

### Farmland Protection Program

#### Barriers

- Most Southeast Asians do not farm their own land

#### Strategies

- Educate customers on the benefits of the program for long-term protection of prime farmland close to their primary (urban) markets
- Encourage individuals with small acreage to pool their farms and make joint applications for program participation

### Grazing Lands Program

#### Barriers

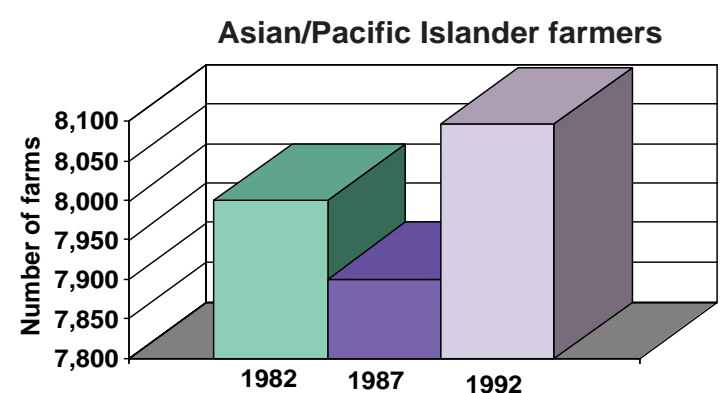
- Southeast Asians are not typically involved in livestock production

#### Strategies

Not applicable



## Social Factors Influencing the Implementation of 1996 Farm Bill Programs



# Southeast Asian Farmers

## Farm Bill Programs

### General Barriers

- Short-term leases preclude longer-term contract requirements of programs
- Landowner may be unwilling to request HEL or wetland determinations in order for tenant to meet USDA compliance requirements for program participation
- A common reason for tenant unwillingness to participate in Farm Bill programs is that "the landowner will not or does not want to cooperate"
- Much Farm Bill information is targeted to landowners. Consequently, tenants lack understanding or have disregarded program information targeted for landowners
- Tenants lack a long-term interest in program participation because of uncertain lease renewal agreement
- Contracts quickly become complicated when working with a landowner(s) and tenant

### General Strategies

- Clarify the tenant-owner relationship before approaching either individual about program participation
- Identify and target amenable landowners for expanded partnership with tenant and encourage landlord/landlady to co-sign contract with tenant
- Describe program benefits in terms that are relevant to the landowner and operator needs and concerns
- Create conservation plans which are directly relevant to operator's and owner's interests, concerns, and goals
- Tenant farmers are more likely to prefer management related conservation systems (crop residue management) rather than structural practices (terraces)

### Conservation Reserve Program

#### Barriers

- Tenants lack understanding of benefits of enrolling environmentally sensitive land into CRP
- Typically tenants engage in farming for production, not to retire land to CRP

#### Strategies

- Identify responsibilities and opportunities for the landowner and tenant in changing land use and the resulting maintenance costs, labor, benefits, and monitoring requirements
- Prepare to negotiate CRP contracts among parties with different interests using creativity, diplomacy, and patience

### Environmental Quality Incentives Program

#### Barriers

- Landowner concern about tenant carrying out the maintenance requirements of the contract
- Renter is concerned that landowner will pass maintenance costs on to them; renter concerned about future hassles and potential for hidden costs
- Multi-year plan and scheduled payments are complex
- Unwillingness of either party to commit to plan which may exceed the duration of the lease
- Program requires at least 5-year commitment and control of land; oftentimes this exceeds lease arrangements

### Strategies

- Persuade landowners and operators through a joint workshop to provide longer leases if tenant will invest in land improvements
- Terms of agreement must be spelled out in detail to clarify roles and responsibilities of landowner and tenant; spell out terms only after the benefits of program participation have been described for both operator and owner

### Wetland Reserve Program

#### Barriers

- WRP benefits for the tenant are frequently limited
- Takes land out of production and tenant may not share in easement or cost-share payment, limiting benefit to tenant

### Strategies

- Work with landowner and renter to establish mutually acceptable practices and financial arrangements, resulting in a *win-win*
- In many cases, there are no effective strategies

### Wildlife Habitat Incentive Program

#### Barriers

- Perception is that large parcels of land are removed from production
- May reduce farmable acreage below optimal size forcing tenant to find new land
- Payment may not go to the tenant

## Operators of Leased Land

### Strategies

- Work with landowner and tenant to determine mutually acceptable enhancement, restoration, and maintenance practices along with financial arrangements

### Farmland Protection Program

#### Barriers

- Applies to landowners, not tenants

### Strategies

- Not applicable

### Grazing Lands Program

#### Barriers

- Perception is that Grazing Lands programs are only for range land
- Lack awareness of relevance of Grazing Lands to their operation

### Strategies

- Convince and change perceptions that Grazing Lands are not just rangeland through targeted promotional campaign
- Explain income generating alternatives and work to gain mutual agreement



## Social Factors Influencing the Implementation of 1996 Farm Bill Programs



# Small Hobby Farmers

### Farm Bill Programs

#### General Barriers

- Serve in a broker role between owner and tenant; a primary goal is to increase farm income for the owner
- Cover multicounty area and work with several district offices
- Ignored by NRCS/FSA mailings and outreach efforts, therefore do not participate in local community activities
- Work with both landowner and tenant for decisionmaking; work directly with tenant for installation

#### General Strategies

- Develop multicounty mailing list of Professional Farm Managers
- Directly involve farm managers in developing conservation plans
- Use current technical information to present bottom-line, dollars and cents for short- and long-term conservation application
- Mail fact sheets and other information on Farm Bill provisions and conservation standards

#### Conservation Reserve Program

##### Barriers

- Tying up pieces in a 10-year program lessens marketability of the land
- Small sections may not be worth the manager's time to enroll
- Piece-meal CRP sections like border strips may lessen the renter's interest to rent the land

##### Strategies

- Provide information that shows value of practices to productive operation; make it relevant to manager by using cost/benefit worksheets
- Use cost benefit worksheets to demonstrate income generating capacity of CRP relative to local case rentals

#### Environmental Quality Incentives Program

##### Barriers

- Unequal distribution of and access to information among various producer groups serviced by the managers can be an obstacle in planning for EQIP funding

##### Strategies

- Target professional farm managers for active participation in locally led, community activities

### Professional Farm Managers

#### Wetland Reserve Program

##### Barriers

- Manager's job is primarily to increase farmland income for the owner

##### Strategies

- WRP must be marketed to professional farm managers with income generation for long term conservation for the owner as the primary goal

#### Wildlife Habitat Incentive Program

##### Barriers

- Farm managers do not typically have information or experience with enhancement, protection, or restoration of wildlife
- Perception by managers and tenants that they do not have the flexibility in operations to participate
- Practices can separate large fields, large fields are easier to rent or manage

##### Strategies

- Develop and provide information that shows value of practices to productive operation, the environment, and the community: make it relevant to the producer
- Develop mailing list of farm managers in district and mail fact sheets on WHIP

#### Farmland Protection Program

##### Barriers

- Manager would not receive program benefits
- Program not relevant to operating goals of managers
- Absent landowners may not have information on program specifics

##### Strategies

- Should appeal to the landowner through the farm manager and appeal to landowner who has an emotional attachment to farming
- Provide manager to work with details of FPP through fact sheets, which are distributed through mail-outs

#### Grazing Lands Program

##### Barriers

- If an operation is primarily cropland, farm managers and absent landowners will not want to work with small grazing areas

##### Strategies

- Education and promotional campaign to change perception that grazing lands practices are not just rangeland practices
- Provide educational, technical, and financial assistance (dollars must be through other programs)



## Social Factors Influencing the Implementation of 1996 Farm Bill Programs



# Professional Farm Managers

### Farm Bill Programs

#### General Barrier

- Distribution of information frequently bypasses small acreage, part-time recreational farmers

#### General Strategies

- Provide conservation planning as a tool for increasing social and economic benefits to the small hobby farming operation
- Find out what media and what type of information they prefer
- Schedule meetings, demonstrations, and workshop at times they can attend (weekend or evenings)

#### Conservation Reserve Program

##### Barriers

- Hobby farmers enjoy farming as a recreational activity; generally do not want to limit use of land
- Do not want to give over land to Government programs and thus limit their individual choice for use of the land

##### Strategies

- Demonstrate how CRP can become part of their recreational and production activities
- Work with established communication networks in the community to persuade them to adopt CRP as a form of land management
- Emphasize wildlife and esthetic benefits of CRP
- Call a neighborhood meeting to present a model of how CRP rules operate and how to combine fields to be eligible

#### Environmental Quality Incentives Program

##### Barriers

- Frequently, inappropriate because of small acreage
- Do not typically participate in traditional local community conservation and farming activities; would not be involved in locally-led priority setting process

##### Strategies

- Work to educate what EQIP is about, explore alternative practices that are compatible with the *recreational* perspective on farming
- Encourage them to join in on conservation activities which would apply to their type of operation or land use

- Schedule workshops or meetings when convenient
- Recruit retired hobby farmers to work as volunteers

#### Wetland Reserve Program

##### Barriers

- May be unaware of how easements can be used within program boundaries
- Cannot grow crops on designated wetlands, thus may be incompatible with hobby farming
- Acreage is often small and typically the landowner would not want to tie up land as an easement or for a 10-year contract
- Do not own large contiguous areas that are desired to meet wetland restoration goals

##### Strategies

- Target information about WRP at owners of larger parcels of land and absentee hobby farmers
- Identify areas of compatibility between the WRP and interests of the hobby farmers and emphasize these in information and education activities

#### Wildlife Habitat Incentive Program

##### Barriers

- If a locally-led process is used to establish wildlife priorities, hobby farmers may not be involved in the priority setting activities
- Contract commitment may be incompatible with operator's goals
- Small hobby farmers, in all likelihood, would not have familiarity with enhancement or restoration practices

### Small Hobby Farmers

#### Strategies

- Show that landowner can earn money while at the same time addressing recreational farming interests and environmental issues
- If they own woodlands, demonstrate social and/or economic benefits of enhancement
- Demonstrate how WHIP practices can improve both fish and wildlife habitat
- Esthetics and quality of life factors can be an important outreach component to this group

#### Farmland Protection Program

##### Barriers

- In all likelihood, would not have knowledge of program; lack information on eligibility requirements

##### Strategies

- Demonstrate that program goals and individual goals can be similar, that is to conserve land for farming

#### Grazing Lands Program

##### Barriers

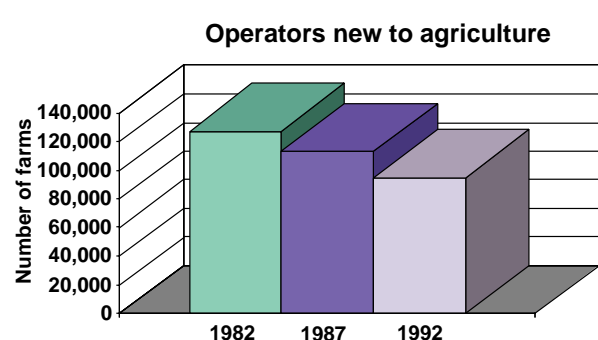
- Perception that grazing land is only for rangelands

##### Strategies

- If grazing, illustrate through cost return data that rotation of grazing land saves time, money, and improves the quality of land while simultaneously allowing for the more enjoyable aspects of ranching
- Provide educational, technical, and financial assistance to demonstrate alternative land uses



## Social Factors Influencing the Implementation of 1996 Farm Bill Programs



# Operators New To Agriculture

Owner/operator for less than 5 years, small acreage, involved in alternative agriculture, such as organic farming and specialty crops

### Farm Bill Programs

- Indian landowners and the Tribes commonly are not active in traditional Farm Bill activities and are not typically part of the local agricultural community
- Indian landowners and Tribes are reluctant to enter into long-term contracts with the U.S. government
- Contractual agreement with U.S. Government may violate Tribal constitution
- Federal regulations may preclude contractual agreements on Indian Trust Land

#### General Strategies

- Provide cultural training and on-going coaching for NRCS managers and field staff, SWCD, and our Partners to enable field staff to build effective working relationships with the Indians and Tribes
- Promote conservation and program participation by appealing to Indian and Tribal appreciation of land, wildlife, and other natural resources
- Provide Indian landowners and Tribes with means to generate immediate income from agricultural lands. However, their long-term planning horizon frequently extends many generations. This is a critical factor affecting Farm Bill participation
- Begin to gain the respect and trust of American Indian landowners and the Tribes by doing more listening than talking
- Resist the temptation to offer recommendations to solve resource problems too quickly
- Acknowledge, and do not judge, the resource management practices and systems that are currently being used
- Use visual media as much as possible. After use, ask if this is a good way for them to receive information; modify media communication techniques according to their response

#### Conservation Reserve Program

##### Barriers

- Lack awareness of CRP benefits such as wildlife habitat restoration
- Short deadlines are difficult for some parcels of Indian land, if they must take tribal consensus, which takes additional time
- Typically, do not receive USDA stream of information

##### Strategies

- Promote CRP participation by emphasizing benefits to wildlife habitat restoration and protection of land for future generations
- Show how CRP can be used to meet the unique cultural, financial, and management needs of each Tribe
- CRP has been made available in the past for livestock grazing. This is positive selling point but one with no guarantees

#### Environmental Quality Incentives Program

##### Barriers

- Priority area setting process inappropriate for working with American Indian Tribes and their leaders, as leaders of Sovereign nations
- Tribes and American Indians are not comfortable with the USDA, NRCS community planning process
- Confusion over who can legally enter into EQIP contracts (Tribe or individual landowner or leasee)
- Tribes and American Indians not comfortable with the USDA

#### Strategies

- Identify who (Tribe, individual landowner, or leasee) can enter into EQIP contracts and who will benefit from program participation
- Actively involve tribal representatives in identifying local resource concerns, establishing priority areas, and implementing EQIP

#### Wetland Reserve Program

##### Barriers

- Unaware of the benefits of WRP for recreation, fish, and wildlife
- Tribes frequently lack experience to successfully compete for a limited number of WRP contracts

##### Strategies

- Focus on the benefits of WRP for fish and wildlife habitat and for the particular landowner(s)
- Enlist people experienced and skilled at writing successful WRP contracts to help Tribes compete for WRP
- Develop visual information that indicates potential benefits for tribal participation and present to agricultural leaders

#### Wildlife Incentive Program

##### Barriers

- Lack of awareness and understanding of program intent and benefits to meet the American Indian interests in restoration and protection of wildlife habitat
- Are not typically involved in priority-setting process at the local level

##### Strategies

- Focus promotion of the program on how WHIP can satisfy American Indian interests in wildlife habitat improvement

### American Indians and Tribes

- Ensure that American Indians' interests are included in the priority-setting process
- Visually display benefits of WHIP in similar areas

#### Farmland Protection Program

##### Barriers

- Requires contract with U.S. Government which is generally unacceptable
- Most reservation lands are not classified as prime or unique

##### Strategies

- Target reservation land for its unique features or potential as prime agriculture land for inclusion in the FPP
- Allow Tribes to hold and manage FPP easements

#### Grazing Lands Program

##### Barriers

- Historically, technical assistance on American Indian Grazing Lands Program has been minimal

##### Strategies

- Identify the Tribal contact person for natural resources and request their advice on ways to educate and implement this program
- Assess condition of American Indian Grazing Lands Program and identify opportunities for grazing lands Program technical assistance
- Provide education, technical and financial assistance to demonstrate alternative land uses for small units such as recreation, hunting, protection of other vital resources (such as riparian areas)
- Form Special Grazing District applicable for nontraditional clientele (Special District is based on petition by farmers or ranchers)

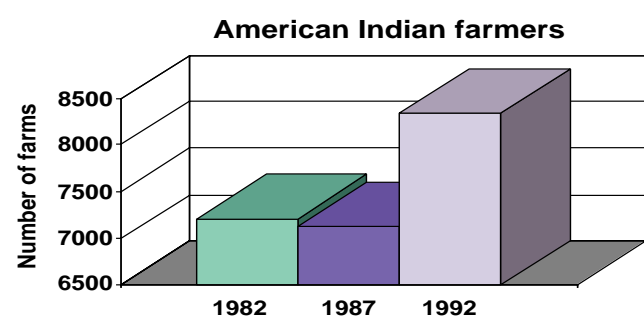


## Social Factors Influencing the Implementation of 1996 Farm Bill Programs



### General Barriers

- Field staff, SWCD's, and other partners are often not familiar with American Indian culture or organization of Tribal Government.
- NRCS and their partners oftentimes lack skills in the use of the appropriate protocol in working with American Indians, their formal and informal leadership, organizations, or agencies
- A credible, mutually respectful, and effective working relationship between American Indians and NRCS may not exist



## American Indians and Tribes

### Farm Bill Programs

#### General Barriers

- Distribution of information generally bypasses this group
- Unfamiliar with how natural resource systems are linked
- Lack well formed relationships with field staff

#### General Strategies

- Address landowners' resource problems, needs, and concerns when developing and providing information about Farm Bill program participation
- Create a mailing list by checking property transfers and plat books to ensure that this group is included in agency mailings
- Invite these landowners to participate in the locally-led community activities
- Set up demonstrations based on the characteristics and conditions of this group, rather than using a *generic* county mode
- Determine and use the main sources of information for this group
- Develop promotional materials based on the characteristics of small acreage, specialty growers new to agricultural

#### Conservation Reserve Program

##### Barriers

- Generally do not want to take land out of production
- Perceived loss of control of scarce land and limited individual choice
- Lack of eligibility for program because of absence of cropping history

##### Strategies

- Generally, this program would not meet the need or achieve the landowner's goals

#### Environmental Quality Incentives Program

##### Barriers

- Approved practices may not be compatible with specialty crops
- May not have experience in participating in cooperative community planning activities or with locally-led planning processes

##### Strategies

- Create new operator list by tax records, word of mouth, and discussions with other agencies
- Seek out new operators through outreach to encourage participation in *locally-led* activities
- Have *successful* operators provide testimonials or use their farms as demonstrations if they apply conservation plans

#### Wetland Reserve Program

##### Barriers

- Smaller than average size acreage would not warrant enrollment for specialty crop producers
- Length of easement is too long and would forego income
- Must own land for 1 year before enrollment

##### Strategies

- Provide technical and economic information on the values and uses of wetlands
- Ensure that *good faith* rule is in operation

#### Wildlife Habitat Incentive Program

##### Barriers

- May not have complete information about improvement of both fish and wildlife habitat on the use of native plants.
- Parcel size tends to be too small to capture desired program benefits
- Reluctant to lose production options for land over 10-year life of contract in case crop prices increase in future
- Mortgage operating loans are typically high in the startup years for new farmers

##### Strategies

- Demonstrate to landowners how they can earn money while at the same time addressing environmental issues through WHIP
- If land includes woodlands, demonstrate enhancement benefits

### Operators New To Agriculture

#### Farmland Protection Program

##### Barriers

- Small acreage is usually not considered for protection

##### Strategies

- If located on a rapidly developing area, illustrate the benefits of farmland protection

#### Grazing Lands

##### Barriers

- Perception among these operators is that grazing management requires more land and time than they have

##### Strategies

- Ensure that this group is aware that the formation of Special Districts may be a benefit
- Market the program by providing a convenient visit to farms using grazing lands and attempt to broaden their perspective of grazing land management as a means for saving time, money, and land



## Social Factors Influencing the Implementation of 1996 Farm Bill Programs



# Non-Operating (Absentee) Landowners

## Farm Bill Programs

### General Strategies

- Use personal contacts and radio to most effectively reach the Hispanic population
- Provide information about Farm Bill programs, eligibility, applications, and fact sheets in Spanish and English
- Avoid technical jargon and technical terms in printed and oral communication
- Demonstrate practical applications and benefits of conservation systems targeted to the conditions and needs
- Encourage Hispanic community members who persuade family and friends to adopt conservation practices and systems, and participate in Farm Bill program
- Go to existing groups within the Hispanic community in the initial delivery of assistance rather than waiting for individuals to come for help
- Once an initial relationship has been established, ask to be introduced to other farm family members and friends
- Maintain personal respect of Hispanic farmers and the farming strategies they have adopted to survive
- Be sensitive to Hispanics as landowner or manager of leased land; these positions were achieved with great effort given the language and other cultural barriers

### Conservation Reserve Program

#### Barriers

- Owners are dependent on land for income; unwilling to lose control of land base and future crop income
- Farming identity linked to crop production, not CRP payments
- Prefer to work for income rather than receive what may be considered as a handout

#### Strategies

- Provide summary evaluation for whether land-owner can make more money in the long run from CRP than from cropping on marginal soil

- Work with groups of Hispanic farmers with eligible CRP land to discuss wide range of recreational, esthetic, monetary, and wildlife benefits
- Mail out CRP fact sheets that are written in Spanish and English

### Environmental Quality Incentives Program

#### Barriers

- Farmers frequently are not on USDA's mailing lists
- Usually not invited to the locally-led priority area setting process
- Have not heard about existence of program because of lack of appropriate outreach targeted at Hispanic operator
- Five- to 10-year contract exceeds farmers' planning horizon
- Unwilling to sign up for practices that they have not tried or seen in operation
- Sometimes difficult to afford their portion of the cost share

#### Strategies

- Invite Hispanic leaders to EQIP priority area meetings
- Encourage Hispanics to identify resource concerns within their communities and build support for addressing these concerns
- Target educational outreach and demonstration sites to specific needs and characteristics of Hispanics; visually display the benefits
- Focus on short life-span practices that match the operator's short planning horizon

## Hispanic Farmers and Ranchers

### Wetland Reserve Program

#### Barriers

- Do not own large contiguous areas that are desired to meet program goals
- Many are not landowners
- Unaware of benefits and values of wetlands

#### Strategies

- Encourage neighboring individuals to combine small parcels to achieve large contiguous areas
- Encourage application by meeting individually or in small groups with eligible landowners to discuss land use options
- Encourage putting land into CRP instead of WRP for shorter term commitments and smaller parcels

### Wildlife Habitat Incentive Program

#### Barriers

- Ten-year commitment exceeds ability to plan due to uncertain markets and lease terms
- Primary interest in land is for agricultural production; less value placed on wildlife habitat
- May not be able to come up with their 25% portion of the cost share
- May not have participated in the priority setting process
- Are unaware that the wildlife habitat program includes fish and that native plants can be used

#### Strategies

- Educate through demonstration practices that are compatible with the current farming practices on small parcels

- Demonstrate value of habitat improvement and restoration, compatible economic uses and opportunities, including fish
- Pool parcels with adjacent landowner

### Farmland Protection Program

#### Barriers

- Small size rural parcels on non-prime land do not receive priority for program
- Hispanic lands on prime farmland at urban fringe are usually small acreage and thus overlooked by program
- Fear of easements and permanent loss of options for land

#### Strategies

- Encourage states to look at unique farmland tracts, including small tracts that would offer important values to be protected
- Investigate pooling options for adjacent small parcel
- Promote FPP as a tool to preserve farming as a way of life and reduce tenant uncertainty about fate of leased land

### Grazing Lands Program

#### Barriers

- Lack of awareness that assistance programs exist for Grazing Lands Program
- Lack of experience with practices that could be applied to Grazing Lands Program or small agricultural areas

#### Strategies

- Provide education, technical, and financial assistance to demonstrate alternative land uses on Grazing Lands Program

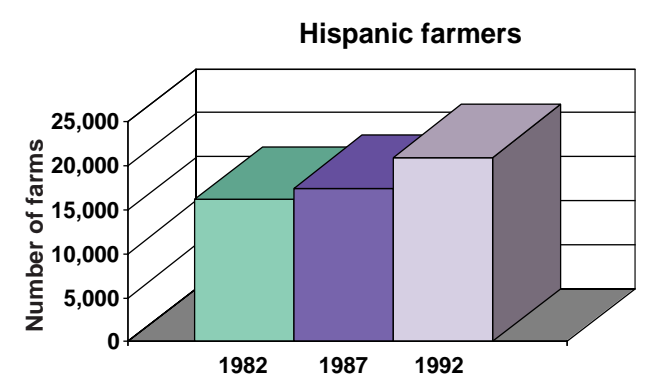


## Social Factors Influencing the Implementation of 1996 Farm Bill Programs



### General Barriers

- For some, written material is not an effective outreach tool; going out to the Hispanic community can more readily bring about the desired results
- For those who speak limited English, language barrier prevents use of English-only information
- Primary trusted sources of information are family and friends, not government advisors
- Participation in most Farm Bill Programs requires contracts, obligations, and commitments which may exceed the planning horizon and immediate needs of many Hispanic farmers and ranchers
- Perceived loss of control of land associated with participation in government programs
- Farming identity linked to crop production, not payments. Prefer to work for income rather than receive what may be perceived as a handout
- No unified voice for Hispanic farming issues caused by a lack of formal Hispanic farming organization



# Hispanic Farmers and Ranchers

## Farm Bill Programs

### General Barriers

- Absentee landowner relies extensively on the operator to identify resource problems and the need for conservation
- Absence of direct communication between landowner and field staff may result in lack of information, misinformation, and untimely information
- Owner typically resides away from operation; extra time is needed to work with dual decisionmakers
- Lack of staff to target absentee landowners; energies are usually devoted to producers who request assistance and are active on the land

### General Strategies

- Increase understanding of resource needs through appropriate outreach efforts; such as teleconferences, faxes, videos, photos, and e-mail
- Appeal to owner's long-term investment in the land to encourage conservation planning
- Provide information that shows program relevance to owner and operator goals
- Encourage operator to enhance communication with landowner about resource management using videos, photographs, e-mail, and other information tools
- As frequently as possible, involve the landowner along with the tenant in all phases of the conservation planning process

### Conservation Reserve Program

#### Barriers

- Owner may perceive that long-term contract will interfere with future operating leases

#### Strategies

- On marginal lands, provide information to owner that compares program benefits to rental payments
- When presenting the program include a discussion of CRP benefits and focus on economics, wildlife, recreation, and esthetics
- Use direct mail as a means to inform landowners about CRP signings and benefits
- Develop mailing list through ownership plats; in some cases, need to use phone and address directories from nearby cities and towns
- Try to reach owner through the operator; if operator feels it's in owner's interest, this may be successful

### Environmental Quality Incentives Program

#### Barriers

- Five-year contracts and maintenance requirements frequently are disincentive to participation because of 1-year leases with tenants
- Landowners do not typically reside in the area and therefore are not able to participate in the local work group and community EQIP activities

### Strategies

- Arrange a workshop owners and leasees to discuss contract length and maintenance issues. (Facilitate the discussion.)
- Ensure that both landowner and tenant are equally informed about resource issues and program opportunities

### Wetland Reserve Program

#### Barriers

- Landowner and tenant do not work out the details of the maintenance agreement for WRP
- Easement payment may be less than current or future rent
- Easements may be perceived to reduce options for future sale or use of land

#### Strategies

- Create opportunities for discussion of WRP through workshops with landowner and tenant. Discuss options for maintenance agreements
- Inform owner that land can be subdivided and that land not covered by the easement or long-term contract can be sold or land-use changed
- Encourage putting land into CRP instead of WRP for shorter term commitments and small parcels
- Demonstrate to the landowner the value of wetlands, compatible uses and economic values
- Use a targeted marketing plan based on landowner goals, needs, and characteristics

## Non-Operating Landowners

### Wildlife Habitat Incentive Program

#### Barriers

- Landowner may perceive that maintenance requirement would interfere with the future land sale or rental

#### Strategies

- Provide information that clarifies program requirements and shows program relevance to owner's goals

### Farmland Protection Program

#### Barriers

- Loss of resale options for speculative landowner

#### Strategies

- If longtime owner or heir, appeal to owner's desire to protect established land use for agriculture
- Mail information on how program operates and what are the benefits to owner

### Grazing Lands

#### Barriers

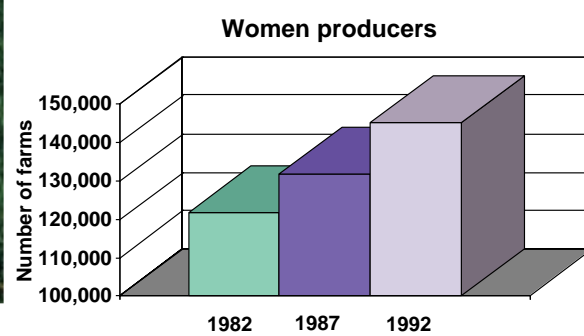
- Frequently, neither owners nor operators have a full understanding of the number of opportunities to improve the land and operation available through participation in the Grazing Lands program

#### Strategies

- Market the Grazing Lands program to owners and tenants, emphasizing the mutual benefits of the program to each
- Demonstrate alternative income generating land uses such as recreation or hunting and protection of critical resources (such as riparian areas)



## Social Factors Influencing the Implementation of 1996 Farm Bill Programs



# Women Producers

### Farm Bill Programs

#### General Barriers

- Participation in most Farm Bill Programs requires contracts, obligations, and commitments which exceed the planning horizon and immediate needs of many African American farmers and ranchers
- With participation in programs, there is a perceived loss of control of their land

#### General Strategies

- Demonstrate practical applications of conservation practices and systems targeted at African Americans' agricultural conditions and needs
- Develop implementation plan emphasizing outreach, which uses existing African American community networks
- Use lead African American farmers to offer testimony about taking part in previous conservation programs
- Identify African American customers in your area and begin to develop an effective working relationship with the key leaders or respected members; this group listens to and then addresses their concerns, problems, and needs

#### Conservation Reserve Program

##### Barriers

- Farming identity linked to crop production, not CRP payments
- Not having land in production goes against agricultural community norms
- Lack of eligibility because of absence of cropping history
- Lack of participation in traditional conservation organization (e.g. Local Conservation Districts)
- Perceived futility of applying for CRP because they have not been accepted in previous programs
- Small plots of land

#### Strategies

- Demonstrate the relative advantage of CRP over current farming practices
- Provide information on esthetics, recreation, resource management, and wildlife benefits
- Policies and rules need to be modified

#### Environmental Quality Incentives Program

##### Barriers

- Lack awareness of, or understanding about the program
- African Americans and their neighbors may lack personal experience with conservation practices and systems
- Limited cash flow may cause problems while waiting for EQIP reimbursement

#### Strategies

- Identify key African American agricultural leaders who can facilitate and encourage others to participate in the locally-led process
- Rewrite EQIP rules in understandable language
- Work with FSA and local bankers to see if they can offer low interest loans to overcome barriers resulting from a lack of cash flow
- Rewrite policy so in-kind work can substitute for a low income farmer's portion of the cost-share payment

#### Wetland Reserve Program

##### Barriers

- African Americans frequently do not farm and ranch large contiguous areas; WRP targets large parcels of land

- Fear long-term easements because of WRP contract requirements
- Are not aware of potential benefits of WRP to them and their operation

#### Strategies

- Distribute information that describes how individual landowners can combine small units to achieve large contiguous areas (pooling agreements)
- When appropriate, encourage putting land into CRP as it offers shorter term commitments and opportunities for the participation of landowners with small parcels
- Develop a social indicators rating system that can be used to complement the rating system of physical resources

#### Wildlife Habitat Incentive Program

##### Barriers

- Less opportunity to capture economic benefits because of small acreage
- African Americans have not seen successful WHIP practices applied
- Cost share portion may be too expensive
- May not have been involved in priority-setting process

#### Strategies

- Demonstrate those practices that would be available and practical
- Actively encourage participation in the locally led and priority setting process
- Encourage landowners to pool parcels of land

### African American Producers

- Encourage FSA and local banks to provide information on low interest loans to address cash flow problems

#### Farmland Protection Program

##### Barriers

- Land that is considered prime and unique tends to exclude African American lands
- General perception is that farm land protection program is focused solely on urban fringe, resulting in a failure to recognize opportunities for land holdings in rural areas

#### Strategies

- Encourage states to look at unique tracts; including small tracts which warrant protection
- Write a brief paper or proposal to state managers to expand program application to include land parcels outside of urban areas
- If grazing land can be pooled, demonstrate alternative land uses such as recreation, hunting, protection of vital resources (riparian areas)

#### Grazing Lands Program

##### Barriers

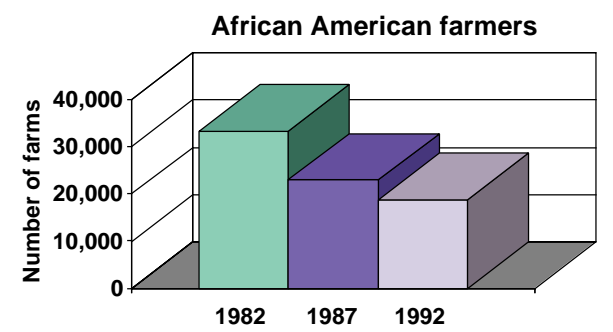
- Perception is that Grazing Lands Program is only for rangeland; small farmers and ranchers have not traditionally been considered

#### Strategies

- Target nontraditional rangeland for program enrollment
- Form Special Grazing District applicable for nontraditional clientele (Special Grazing District is based on petition by farmers or ranchers)



## Social Factors Influencing the Implementation of 1996 Farm Bill Programs



## African American Producers

### Farm Bill Programs

### Women Producers

#### General Barriers

- Some lack of experience and knowledge about working with government programs
- Some areas may lack women role models who participate in farm bill programs
- Traditionally, women producers have not been seen as primary decisionmakers on the farm
- Credit limits are oftentimes lower for women in comparison to male counterparts
- Traditional agricultural communication sources (district newsletters) are not adequate means of disseminating information

#### General Strategies

- Assistance and meetings about Farm Bill programs should be held at times most convenient for the women producers, specifically evenings and weekends
- Encourage equitable representation of women at all Farm Bill-related meetings and activities
- Work with women agricultural groups and other established networks to disseminate information on a regular basis

#### Conservation Reserve Program

##### Barriers

- Rental payments are typically too low
- Women producers on small farms have limited amount of acreage available for nonfarm activities
- Crop values of farmland versus values of CRP payments may favor crops

##### Strategies

- Work with producer to enroll most environmentally sensitive parcels to appeal to their conservation ethic
- Women absentee operators may be receptive to CRP contracts as statistics indicate they are older than male landlords
- Women could potentially benefit from CRP rental income to supplement retirement
- Women are environmentally more sensitive than males

#### Environmental Quality Incentives Program

##### Barriers

- In some areas, women do not have equal access to credit which limits program participation if proposed treatments require capital-intensive (structural) practices
- Land base is too small; program typically is biased toward getting the most for government dollars expended

##### Strategies

- Promote low initial cost practices for those women who have limited incomes
- Develop case studies of successful women participants to serve as role models for future potential program participants
- Through women's organizations and groups, try to get leaders to participate in the locally led process

#### Wetland Reserve Program

##### Barriers and Strategies

- (see General comments for the WRP)
- Small acreage limits opportunities to meet desired restoration goals of the program

#### Wildlife Habitat Incentive Program

##### Barriers

- Because of smaller acreages, women may want to use all their available land

##### Strategies

- Demonstrate practices that are compatible with small acreage
- Appeal to their conservation ethic

#### Farmland Protection Program

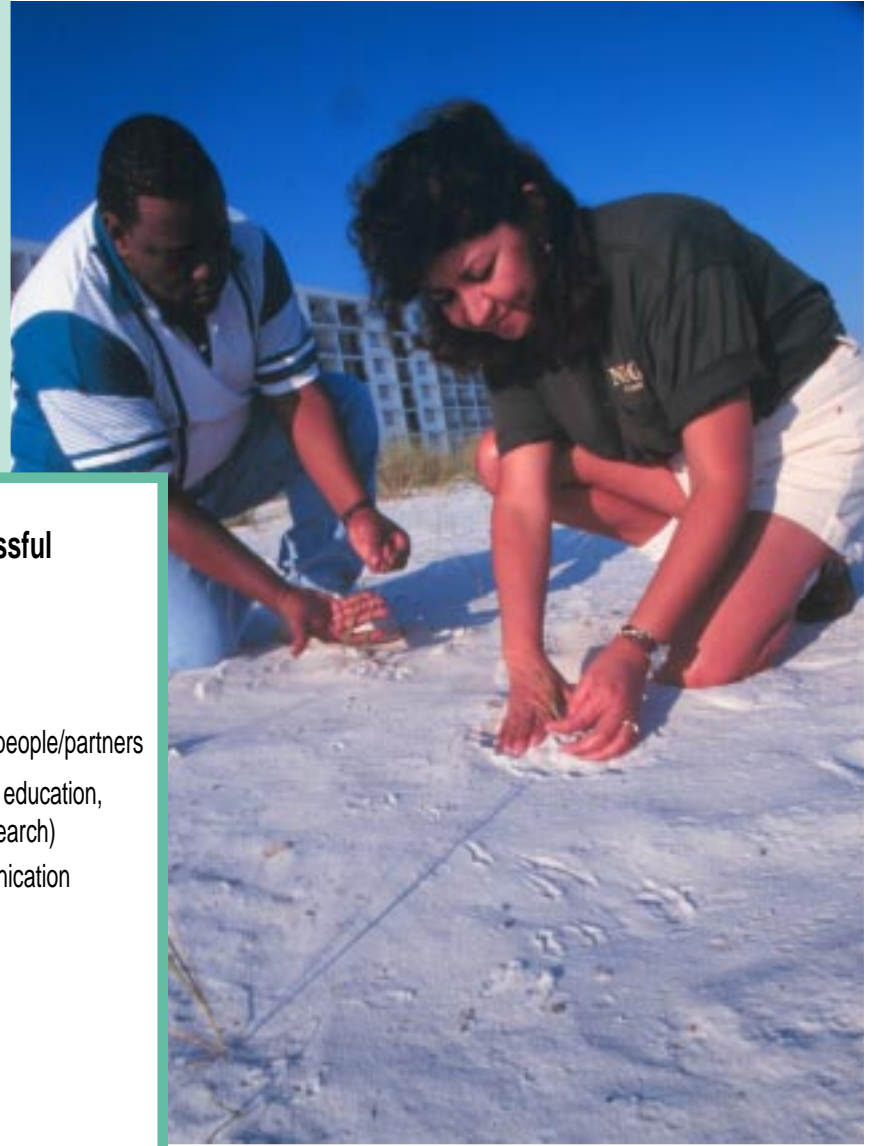
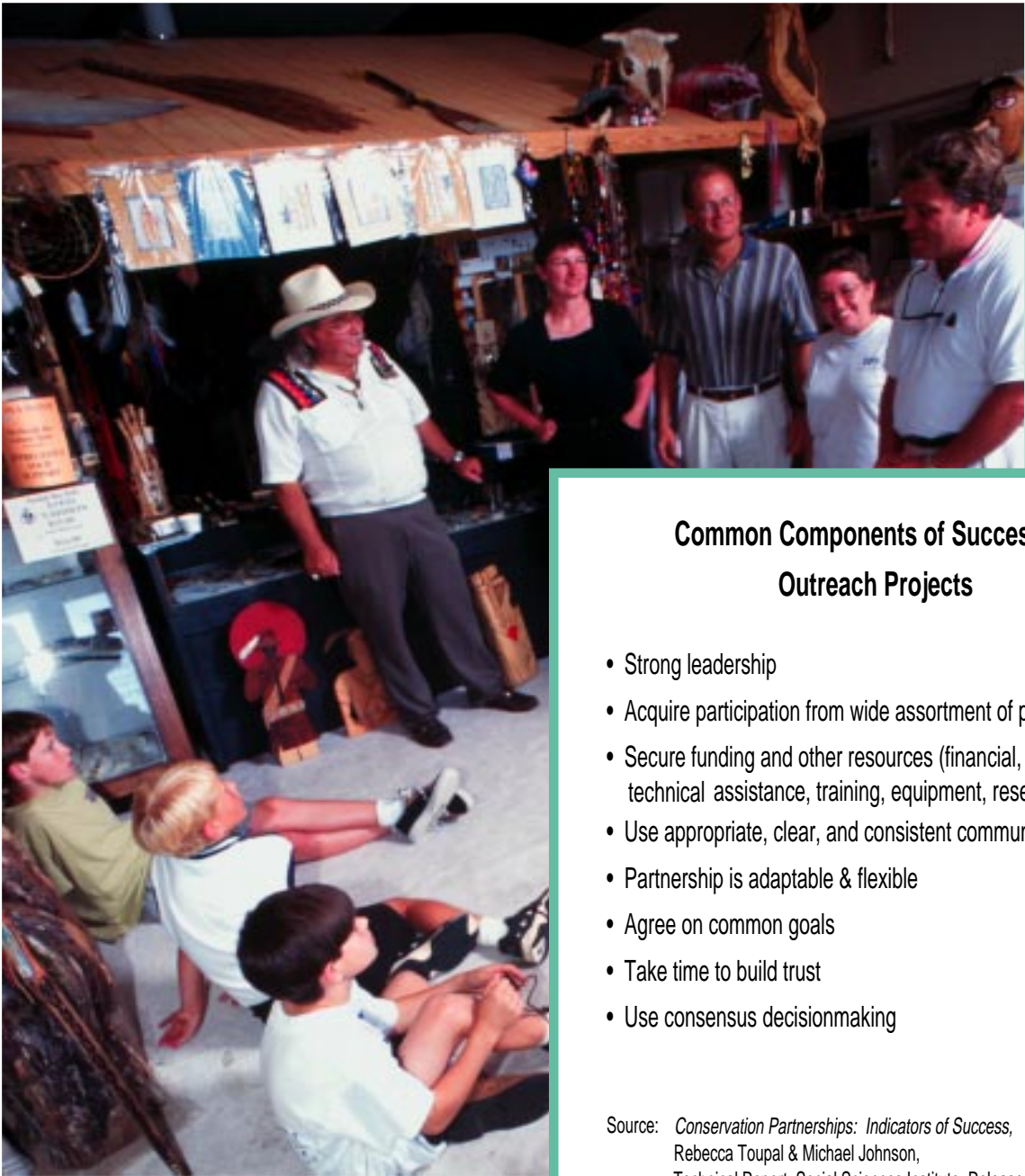
- Barriers and Strategies**  
(see General comments for the FPP)

#### Grazing Lands Programs

- Barriers and Strategies**  
(see General comments for the Grazing Lands Programs)



## Social Factors Influencing the Implementation of 1996 Farm Bill Programs



### Common Components of Successful Outreach Projects

- Strong leadership
- Acquire participation from wide assortment of people/partners
- Secure funding and other resources (financial, education, technical assistance, training, equipment, research)
- Use appropriate, clear, and consistent communication
- Partnership is adaptable & flexible
- Agree on common goals
- Take time to build trust
- Use consensus decisionmaking

Source: *Conservation Partnerships: Indicators of Success*,  
Rebecca Toupal & Michael Johnson,  
Technical Report, Social Sciences Institute, Release 7.1, 1997

## Historically Underserved Individuals and Groups

### Farm Bill Programs

### Historically Underserved Individuals and Groups

#### General Barriers

- Historically Underserved Individuals and Groups (HUIG's) are not usually involved in local conservation organizations or activities
- Traditional Farm Bill language is difficult to understand and confusing to HUIG's
- Participation in most Farm Bill programs requires contracts, obligations, and commitments which exceed the planning horizon and immediate needs of many HUIG's
- When program participation requires taking land out of production, HUIG's frequently perceive a loss of control of their land and their personal identity as a farmer

#### General Strategies

- Rewrite descriptions and rules for all Farm Bill programs in a language appropriate to the local HUIG's vernacular
- Identify HUIG's in your area and the local leaders. Encourage HUIG's and their leaders to participate in local NRCS and SWCD conservation activities
- Demonstrate practical applications and benefits of conservation practices and systems targeted at HUIG's agricultural conditions and needs

#### Conservation Reserve Program

##### Barriers

- Lack of eligibility because of absence of cropping history
- Farming identity linked to crop production, not CRP payments
- Not having land in production goes against HUIG's agricultural community norms

#### Strategies

- Work with groups of HUIG's with eligible CRP land to develop social momentum and acceptance of new agricultural and conservation concepts
- Target and work with next generation who live and may work off farm to demonstrate the advantages of CRP over current practices, especially regarding time-savings and convenience

#### Wetland Reserve Program

##### Barriers

- Lack understanding of competitive process
- Program options are complicated and often do not conform to HUIG's immediate needs
- Landownership is a program requirement; many HUIG's are not landowners
- Frequently, HUIG's lack familiarity with wetland restoration practices
- HUIG's frequently do not farm and ranch large contiguous areas; WRP targets large parcels of land
- Often times HUIG's lack 25 percent of the cost share the program requires

##### Strategies

- Try to get individuals to combine small units to achieve large contiguous areas (pooling agreements)
- Explain the "hidden" process for program participation
- Encourage putting land into CRP instead of WRP for shorter term commitments and smaller parcels
- Establish opportunity for HUIG's to obtain low interest loans for their part of the cost-share
- Demonstrate to HUIG's what practices could be applied to their operation and meet their needs

#### Environmental Quality Incentives Program

##### Barriers

- Rules are complicated and language used for publicity is too confusing
- HUIG's and their neighbors lack personal experience with conservation practices and systems
- Limited cash flow may cause problems while waiting for EQIP reimbursements

##### Strategies

- Seek to establish HUIG's representation in the EQIP locally led process
- Identify key HUIG's who are community leaders and who can facilitate and encourage others to take part in the locally led process
- Develop implementation plan emphasizing outreach which uses existing HUIG's community networks
- Work with FSA and local bankers to see if they can offer low interest loans to overcome barriers resulting from a lack of cash flow

#### Wildlife Habitat Incentive Program

##### Barriers

- Less opportunity to capture economic benefits because of small acreage
- HUIG's are not familiar with practical wildlife enhancement practices applied
- Five- to 10-year contract requirements may not conform to HUIG's farming goals

##### Strategies

- Demonstrate practices that are compatible to HUIG's operational needs

- Encourage FSA and local banks to provide information on low interest loans to address cash flow problems

#### Farmland Protection Program

##### Barriers

- Land that is considered prime and unique tends to exclude HUIG's lands
- General perception is that farm land protection program is focused solely on urban fringe, resulting in a failure to recognize opportunities for HUIG's land holdings in rural areas

##### Strategies

- Encourage state managers to look at unique tracts; including small tracts which warrant protection
- Write a brief paper or proposal to state managers to expand program application to include land parcels outside of urban areas

#### Grazing Lands Program

##### Barriers

- Perception is that Grazing Lands Program is only for rangeland; small farmers and ranchers do not traditionally take part

##### Strategies

- Form Special Grazing District applicable for nontraditional clientele (Special Grazing District is based on petition by farmers or ranchers)
- If grazing land can be pooled, demonstrate alternative land uses, such as recreation, hunting, or protection of vital resources (riparian areas)