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REPORT
OF THE
USDA
TASK FORCE ON BLACK FARM
OWNERSHIP

September 22, 1983

Executive Summary

Earlier this year the Secretary of Agriculture appointed a Task Force of senior department officials and agency experts to review programs of the U.S. Department of Agriculture for their effectiveness in addressing the special problems of black farmers and to make recommendations for changes in departmental policies and programs to better serve these farmers. This action was in response to concerns raised in a February 1982 report of the U.S. Commission on Civil Rights.

The Task Force began its task by studying the decline in the number of black farms in the context of overall changes in the farm sector. Economic, social and technological changes over the past 50 years have contributed to a decrease in total farm numbers from 6.8 million in the 1930s to 2.4 million today.

The largest decreases occurred among those farms with the weakest economic base which could not compete with the attraction of the cities, could least afford the conversion to mechanization, could not provide an adequate livelihood for its families from farm earnings and could not, for various reasons, supplement farm earnings with nonfarm sources of income. The majority of black farms were in this group.

Nearly three-fifths of all black operated farms sell less than \$2,500 of products annually. Just over 92 percent market less than \$20,000 of farm products annually. Over half of these report farming as their principal occupation. Even with the best of profit margins it is difficult to provide an adequate family income with gross sales of less than \$20,000.

More than half of all black farmers were at least 55 years old in 1978; nearly 30 percent were over 65; less than 8 percent were under 35 years of age. In contrast, among white farmers the number under 35 years is equal to the number 65 and over. Unless conditions change so that more young black people enter farming, the number of black farm operators will continue to decline.

The Department of Agriculture acknowledges its responsibility to serve all U.S. farmers. Removal of any policies or practices of the Department which interfere with the free access of black farmers to USDA programs is a high priority.

Overcoming the special problems of black farmers will require both education and outreach. To aid in addressing these problems the Task Force has made the following recommendations:

1. The Farmers Home Administration should:

- work closely with the Extension Service and the 1890 institutions to provide management assistance to black farmers;
- continue working to achieve county committee representations which reflect the racial make-up of the county population;
- contract with the land grant colleges (1890 institutions where possible) to provide special intensive management assistance to black FmHA farm borrowers;
- continue present outreach and assistance efforts which address concerns raised in the Civil Rights Commission report;
- monitor aggressively the effectiveness of the application of the credit elsewhere test.

2. The USDA as a whole should:

- develop and implement a department-wide outreach program under the direction of national and state Food and Agriculture Councils to provide coordination and focus to individual agency efforts to assist black farmers.
- utilize the "Agriculture in the Classroom" program, in cooperation with black interest groups, to create a more favorable image of farming and other agricultural careers for black youth;

- intensify efforts, through the Agricultural Cooperative Service and the Extension Service, to help black farmers market their products;
 - continue and/or initiate research on new enterprises suitable for small, black farms; publicize and promote adoption of the results of small farm research;
 - study the special problems of financing small farm agriculture with emphasis on black farmers.
3. To strengthen the 1890 institutions' ability to assist black farmers, the USDA should:
- develop special categories of research grants to address special problems of small farmers, including black farmers. Ensure that reviewers of proposals know the special strengths and circumstances of the 1890 institutions;
 - institute more effective uses of the Intergovernmental Personnel Act to promote staff exchanges, enhance understanding of 1890 role, increase liaison between 1890 institutions and USDA agencies;
 - encourage personnel exchanges between 1890 and 1862 institutions as well as between private agricultural industry and the 1890s;
 - enter into contractual agreements with 1890 institutions for research and outreach work on the special problems of black farmers;
 - through the Extension Service, carefully review state extension plans of work to ensure that adequate attention and resources are devoted to the special problems of black farmers.

To assure effective implementation of these recommendations a strong civil rights review and enforcement program is essential. The Task Force can assure the Secretary that concerns raised by the U.S. Commission on Civil Rights are being addressed, that enforcement procedures are in place

and are being refined for improved effectiveness internally and in program delivery oversight. The Office of Equal Opportunity is, in fact, doing a total review of Title VI program management to further assure USDA programs are serving all of the people.

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I. INTRODUCTION

Background

In a February 1982 report entitled The Decline of Black Farming in America, the U.S. Commission on Civil Rights examined problems facing black farmers and the historical and current conditions which the Commission believes has contributed to the decline in black-operated farmland. The report included a review of farm credit programs of the Farmers Home Administration of the U.S. Department of Agriculture. It also evaluated civil rights policies and enforcement activities at various levels within USDA and assessed their impact on loan services to black farmers.

The Commission expressed its belief that FmHA, through its farm credit programs, could provide immediate assistance to black farmers to prevent further loss of their lands. However, it found that FmHA had not given priority to the crisis facing black farmers and that FmHA programs are not fully benefitting them. Furthermore, the Commission charged that the Department and the Farmers Home Administration have not developed an effective civil rights enforcement effort to ensure that minorities benefit fully from its programs.

Based on its findings the Commission made several rather specific recommendations which it felt the Department of Agriculture should take in order to better address the problems of black farmers.

A year later the Commission chairman wrote to the Secretary of Agriculture charging that the concerns expressed in the 1982 report had not been addressed by the Department.

Secretary Block responded that he shared many of the Commission's concerns and recognized the Department's obligation to administer its programs in a nondiscriminatory manner. He announced his intention to appoint a Task Force consisting of senior officials and experts from agencies whose programs most affect farmers to review existing programs of the Department for effectiveness in addressing the special problems of black farmers.

Task Force Goals and Objectives

The Task Force on Black Farm Ownership was asked to (1) examine present policies and programs of the U.S. Department of Agriculture in light of the concerns expressed in the report of the U.S. Commission on Civil Rights, (2) recommend ways in which such policies and programs can be improved or changed to better assist black farmers, and (3) explore the need for additional programs.

Task Force Approach

While the Commission report singled out the Farmers Home Administration and the Office of Minority Affairs (now Office of Equal Opportunity), Secretary Block expressed his belief that solutions to problems in this area require coordinated, across-the-board responses both in the area of programs and civil rights.

Accordingly, the Task Force has reviewed those programs of the Department judged to have the greatest potential for helping black farmers. The Task Force has also taken the position that problems of black farmers must properly be viewed in the context of recent conditions as well as long term trends in the entire U.S. farm sector. It further took the position that the problems of black farm operators must be viewed as broadly and objectively as possible if effective, long range methods of dealing with these problems are to be found.

II. BLACK FARMERS AND U.S. AGRICULTURE

Black farmers today are part of a U.S. agricultural system that has changed dramatically since World War II. This chapter opens with a few words about the structure of U.S. farming. It continues with a more specific discussion of black farmers and their farms and concludes by identifying several problems confronting the black farm operator.

Farm Structure in the United States

U.S. agriculture has undergone a striking transformation in little more than two generations. The number of farms dropped from a high of 6.8 million in the mid-1930s to 2.4 million at the time of the last Agricultural Census. Average farm size more than doubled, and productivity--measured as output per unit of input--rose 100 percent. Much of the change has been due to rapid developments in agricultural technology that have enabled fewer and fewer people to produce more and more. Human labor--the production factor probably most available to the small, limited resource farmer--has become less important in agriculture. Capital and credit have grown considerably more significant, and this has greatly increased the managerial requirements of commercial farming. The growing U.S. involvement in international markets which are often highly unpredictable has placed even further demands on the farmer's ability to manage.

In terms of goals and strategies, today's commercial farm sometimes seems to resemble a nonfarm corporation or manufacturing firm. The farm operation's focus is like a nonfarm business, generating cash flows and capital gains. The sizeable capital gains that many farmers accrued from rising farmland prices during the 1970s has probably contributed to this orientation.

Using a rough rule of thumb that net farm income is one-fifth of cash receipts, a farm producing net annual income of \$20,000 needs \$100,000 in gross sales. This level of sales requires an investment of about \$600,000 in assets, a scale of investments beyond the scope of most Americans.

Increasingly, the U.S. farm sector has divided into two groups. At one extreme, with annual sales over \$100,000, are 298,000 highly capitalized operations--about 12 percent of the total--that account for 70 percent of all agricultural sales and realize nearly all of the agricultural sector's net farm income. At the other extreme, with annual sales under \$40,000, are 1.7 million farms--over 70 percent of the total--that account for roughly 13 percent of all agricultural sales and operate at a net loss. (Table 1) The great majority of black-operated farms fell into this second group.

Clearly, most families living on farms with sales under \$40,000 depend on nonfarm sources of income. (Figure 1) Older operators draw mainly on savings, rents, and transfer payments, while younger farm families in this group tend to rely on off-farm jobs. Without nonfarm income, the number of operations in the under \$40,000 sales category would probably dwindle rapidly. Black operators as a group are at a disadvantage, however, in that they have less nonfarm income than do their white counterparts.

Farms in the smaller sales classes generally have less debt, proportionately, than larger operations. (Figure 2) But they nevertheless represent substantial accumulations of wealth and equity. Assets of farms in even the smallest sales class averaged \$143,000 as of January 1982. Asset values for all farms increased substantially in the 1970s. Inflation accounted for most of the rise, but an appreciable portion of the gain was real growth.

Between the small number of big commercial farms and the much larger number of noncommercial operations is a third group--396,000 farms with annual sales of \$40,000 to \$100,000. These places account for about 19 percent of all sales and 7.7 percent of net farm income. Too small in itself to yield an adequate farm income, a place of this size may be too large to allow the operator to work off farm. The small scale farmer in this class is quite likely under pressure either to expand his scale of operation or to reduce his

Table 1. Cash Receipts, Net Income and Farms by Sales Class, 1981

	Cash Receipts	Net Income	Farms
	Million dollars		Thousands
Farms with annual sales of:			
\$200,000 and over	72,583	16,961	112
\$100,000 - \$199,000	28,150	2,949	186
\$ 40,000 - \$ 99,999	27,983	1,509	396
\$ 20,000 - \$ 39,000	9,042	-244	278
\$ 10,000 - \$ 19,999	4,686	-292	286
\$ 5,000 - \$ 9,999	2,778	-331	335
Less than \$ 5,000	2,110	-963	843
All Farms	147,332	19,589	2,436
Percent of total			
	<u>pct.</u>	<u>pct.</u>	<u>pct.</u>
\$200,000 and over	49.3	86.6	4.6
\$100,000 - \$199,000	19.1	15.1	7.6
\$ 40,000 - \$ 99,999	19.0	7.7	16.3
\$ 20,000 - \$ 39,000	6.1	-1.2	11.4
\$ 10,000 - \$ 19,999	3.2	-1.5	11.7
\$ 5,000 - \$ 9,999	1.9	-1.7	13.8
Less than \$ 5,000	1.4	-5.0	34.6
All Farms	100.0	100.0	100.0

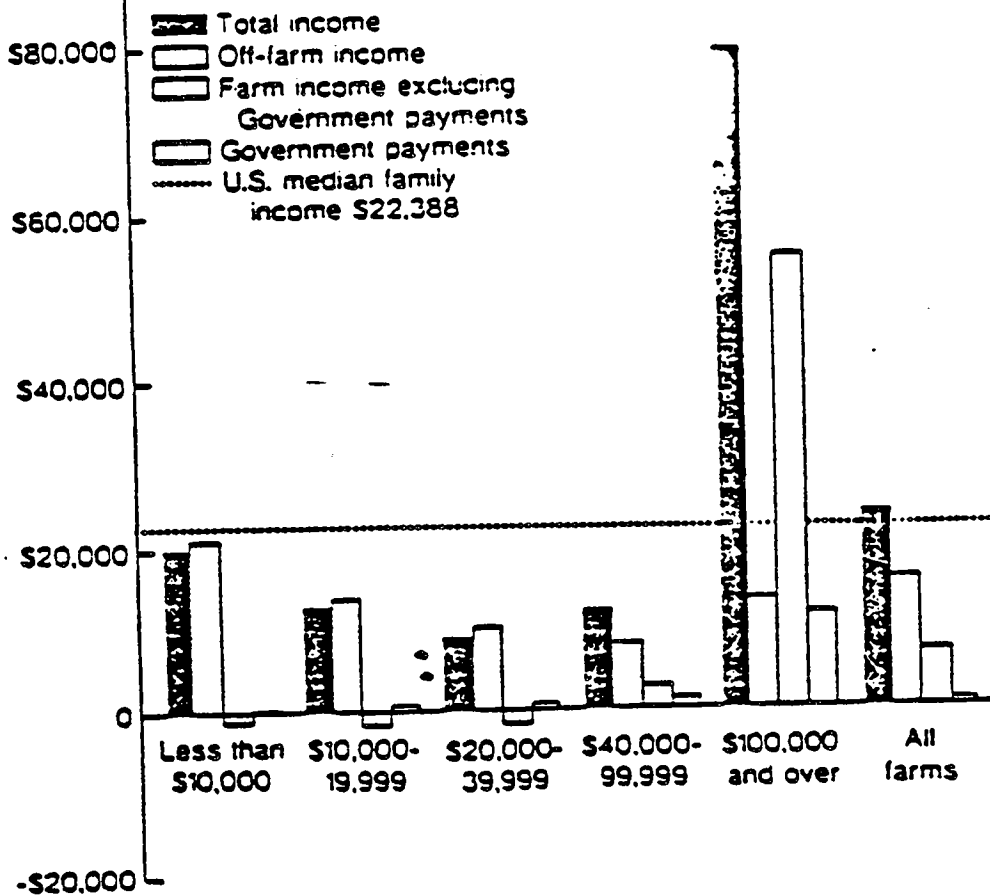
Source: Economic Research Service, USDA.

Figure 1.

Average Farm Family Income, by Source of Income and Sales Class, 1981

Realized income

\$100,000

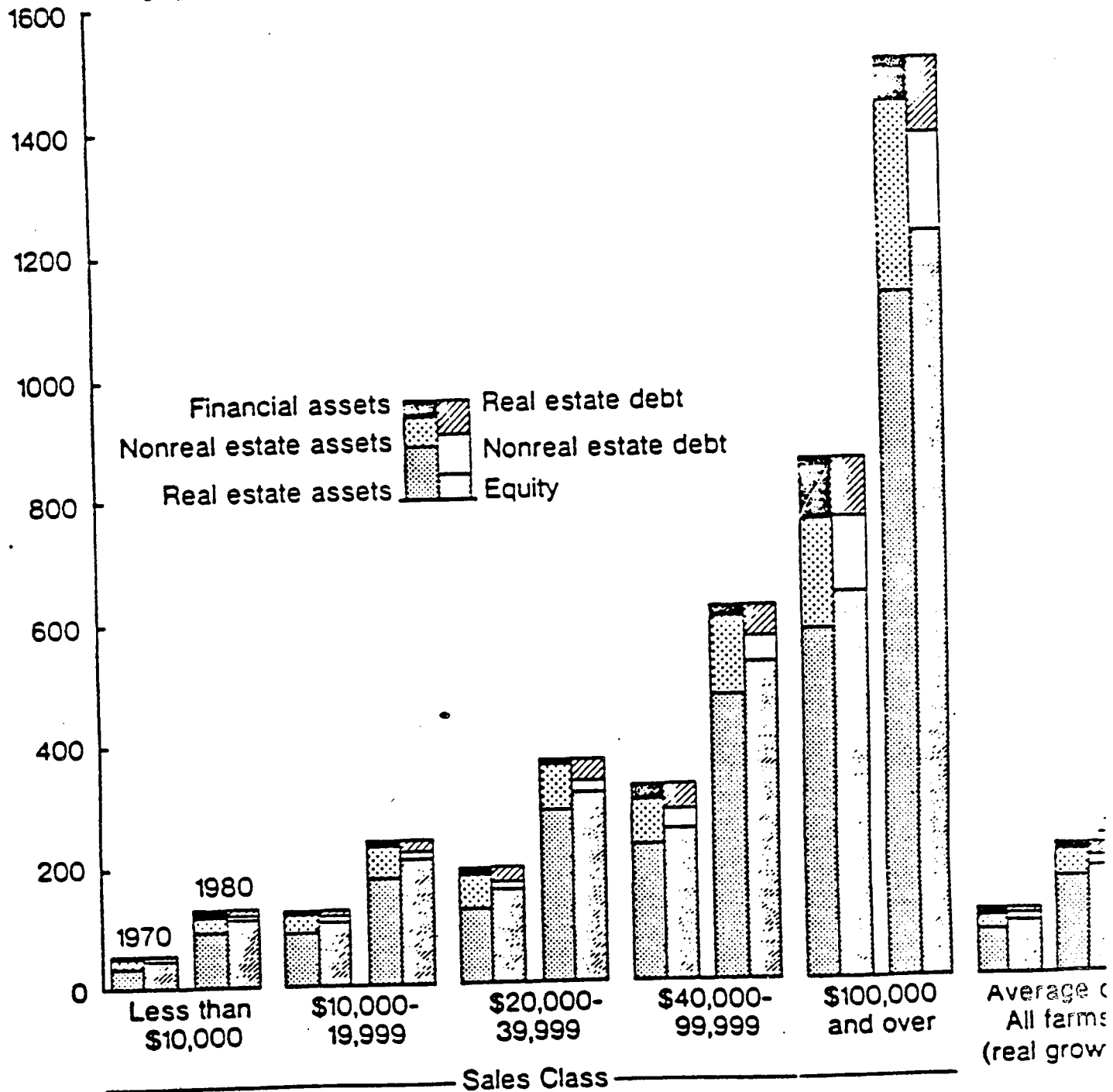


Source: Economic Research of the Farm Sector, Income and Expense Sheet Summary, 1981, ERS, 11 August 1982

Figure 2.

Balance Sheet of Average Farms by Sales Class, 1970 and 1980

\$Thousand



1/ 1980 in 1970 dollars; converted by using GNP deflator.

farming activities in order to work more time off farm. The principal drop in farm numbers in recent years has apparently been in this group of small commercial operations. Their decline emphasizes the contrast between the farms that remain--the small number of commercial operations, on the one hand, that produce most of the food and fiber in the U.S. and the much larger number of farms, on the other hand, that produce relatively little and whose operators rely on nonfarm jobs for their livelihoods. The welfare of the first group is tied closely to agricultural markets and traditional farm programs. The welfare of the second group is essentially linked to the health of the nonfarm rural economy.

Although labor-saving developments in agricultural technology have done much to shape the structure of modern U.S. agriculture, other factors have also been at work. Federal price and income support programs have reduced the risks of expansion for many operators. Until the last few years ample supplies of credit have provided the means for expansion and facilitated adoption of new technologies. Income and estate tax rules relating to farming have made farmland an attractive investment and eased the burden of passing sizeable estates from one generation to the next. These elements together have encouraged the concentration of agriculture's productive resources into progressively fewer hands. At the same time, however, nonfarm jobs have increased in rural areas and this has undoubtedly allowed many small-scale producers to remain in farming on a part-time basis.

Black Farmers and Their Farms

In 1920, when the number of farms in the United States was still near its peak, there were about 925,000 black-operated farms; by 1978, the last date for which an actual count is available, there were only 57,000. To some extent, the change is not as drastic as it seems. The definition of a farm, any place that produces at least \$1,000 in sales of agricultural products, is more

restrictive today than it was in 1920. If the old definition--any place of less than 3 acres that produced at least \$250--were still in use, there might well be twice as many black farmers counted today as there are--perhaps even more.

In addition, it must be kept in mind that about three-fourths of the black operated farms of 1920 were tenant operated portions of larger white-owned operations. The tenants typically had no management responsibilities and possessed no equipment of their own. Except for the fact that they worked for a share of the crops rather than for wages, they were more like hired farm workers.

But even after these qualifications are made, the change is dramatic and much greater than that occurring for Southern white farmers whose numbers dropped from 2,340,000 to 955,000 from 1920 to 1978. The fate of the tenants was predictable once mechanization and other modernization of Southern farming took place. What appears to have surprised and disturbed people is the continuing loss of black owner-operated farms. In 1920, there were about 220,000 of them, owning 15 million acres of farmland. There was very little change in the number of owners until after World War II, but by 1964 they had dropped to 100,000 and by 1978 only 57,000 were left.

Because of the even heavier loss of black tenants, the owner-operators had become the majority of all black farmers by 1964, and amounted to seven-eighths of all black farmers by 1978. Thus further declines in black operated farms now come largely out of the owner-operator class. After World War II, when changes came to agriculture that led to a rapid general reduction in farms, black farmers, owners as well as tenants, found themselves with farms characterized by conditions (size, scale, type, etc.) that fostered their departure from farming. This continues to be true and makes it useful to review these key characteristics of black-operated farms as they exist today.

Size of farm. Nearly three of every five black operated farms have less than 50 acres of land. By contrast, in the South (where 95 percent of all black farmers are located), only a third of white farmers have less than 50 acres of land. ^{1/} Since the black-operated farms are typically small, their capacity to support a family or their suitability for certain types of farming is greatly limited. On more than 70 percent of the farms with less than 50 acres, the value of products sold by black farmers amounted to less than \$2,500 in 1978.

Scale of farming. The mean value of products sold by black farmers was \$8,000 in 1978, compared with \$44,000 for white farmers. Nearly three-fifths of all black farmers sell under \$2,500 in products. A third of these farms sell between \$2,500 and \$20,000 of products. Many of these are part-time farms. But over half are people who report farming as their principal occupation. Even with the best of profit margins, it is difficult to make an adequate income with less than \$20,000 of gross sales. The remaining 8 percent of black farmers have sales of \$20,000 or more. ^{2/}

Although only five percent of black-operated farms are in the North and West, these tend to be larger than Southern farms, more commercial in nature, and produce about three times as much value as products per farm.

Type of farming. In the past, blacks in American agriculture were closely linked in both image and reality to cotton. In fact, the location of blacks in rural parts of the deep south today still reflects the location of cotton

^{1/} According to the 1978 Census of Agriculture the average white operated farm contained 308 acres, the average black operated farm was 77 acres for the South as a region. For data on average sizes of farm by race for each southern state see appendix table 2.

^{2/} A comparison of farm and farm operator characteristics between blacks and whites is found in Table 1.

production in earlier years. To a lesser degree, blacks were also involved with tobacco and peanut farming, but, aside from a few black farmers in the North, they were not often grain or livestock producers. In 1900, before the boll weevil struck, 70 percent of all black farmers had cotton as their principal source of income. Today, few black farmers produce this crop. In fact, cotton production has largely shifted away from the South to irrigated areas of the High Plains and West where few black farmers are located. In 1978, only 4 percent of black farmers produced cotton and only 2 percent had cotton as their major source of farm income. The decline in cotton production left many black farmers hard pressed to find another product that would provide enough income per acre to make a small farm viable. Some of the greatest declines in number of black farm owners have been in areas of the lower South where extensive growing of grain and soybeans or cattle raising became the logical alternatives to cotton, but only for farmers who had substantial-sized farms.

On the other hand, black farmers were more successful in retaining a place in tobacco farming. Although their numbers dropped, the continued demand for tobacco, the high value per acre, continued relatively high labor requirements, the lack of competition from other farming areas, and the comparative protections of federal tobacco programs have led to the retention of more black tobacco farmers than black cotton farmers. Tobacco was the leading source of income on only 2 percent of black operated farms in 1900, but it occupied this position on 14 percent of them in 1978.

On the very small scale farms that comprise a majority of all black operated farming units (those selling under \$2,500 of products annually), two thirds of the farmers now have sales of livestock (cattle or hogs) as their leading activity. But among farms with higher levels of sales, the relative importance of livestock drops and tobacco, grain (mostly corn), and soybeans

are more important. Among the larger scale black farmers (selling \$20,000 or more of products annually), a third have their principal reliance on tobacco and a fifth on grain and soybeans. Only a ninth of this group are livestock producers. ^{3/}

Thus, there is a major difference in the sources of farm income of small scale and larger scale black farmers.

Productivity. On the average, black operated farms are not as productive per acre as are white operated farms. Yields of cotton, tobacco, soybeans, and cotton per acre are all significantly lower for black farmers, as is the total value of products sold per acre. Some of this probably reflects poorer quality land. Some of the lower productivity may result from less intensive or poorer management of the land. The productivity differences between small scale and larger scale black farmers are very wide--much wider than the average differences between black and white farmers as a whole (Table 2). In addition, black farmers have a higher percentage of cropland that is neither harvested nor pastured. A majority of this land is idle, although the category also includes crop failure and land in cover crops. Nearly a fifth of all cropland on black operated farms with sales of less than \$2,500 was neither harvested nor pastured in 1978. In effect, low productivity and low intensity of use of existing land resources contribute to the poor economic condition of this group.

Age of farmers. Nothing is more critical in its implications for the future of black farmers than the age composition of those who are now farming. In pre-World War II days, black farmers were typically somewhat younger in average age than white farmers. Since that time, much of the reduction in

^{3/} Selected characteristics of black operated farms, by value of sales, may be found in table 3.

their numbers has occurred through the failure of young people to enter the farming business. Given the low level of opportunities available to younger blacks in farming as compared with the prospects in urban or other nonfarm jobs, the trend is not suprising. But, it has led to such a high proportion of older farmers among blacks that it is now impossible to prevent substantial further decline in the number of black farmers unless there is a major increase in the number of young blacks who decide to go into farming.

At the last census, there were 37 black farmers who were 65 years or older for each 10 who were under 35 years old. By contrast, among white farmers, the number under 35 years fully equalled the number 65 and over. Nearly 3 of every 10 black farmers were 65 or older. Older farmers are particularly numerous among the farms that are low in total output or productivity. In essence, many of these farmers are already in semi-retirement and constrained in their ability to farm at a commercial level.

Generally black farmers have had large families. There is no shortage of heirs. However, only a very small fraction of these heirs has been attracted to farming in the last generation. With few exceptions, the vast majority of farmers in the United States are the sons and daughters of farmers. Therefore, unless conditions arise or are created that persuade more black farm children to enter agriculture, the ranks of black farmers will continue to decline.

Land ownership. As noted earlier, black farmers once owned 15 million acres of farmland. By 1978 this had dwindled to 3.2 million acres, an average of 67 acres per owner. The average acreage per owner is no higher than it was in 1920. It is not possible to account precisely for the net of 12 million acres that have left the ownership of black farmers. Some of it is owned by blacks who are not farming, and some is still in black ownership but is no longer farmland. But a large amount was probably bought by whites or others from black farmers or their heirs.

It is important not to confuse the land owned by black farmers with total black land ownership. An additional 3.1 million acres of farmland was owned in 1978 by blacks who were not farming. This is about as much as that owned by black farmers. Blacks also own approximately 4 million acres of non-farmland, exclusive of city lot-sized parcels. The only historical data available are those on farmland owned by farmers. Our information on other land holdings is derived from one survey in 1978. It is not possible, therefore, to say with certainty whether total black land ownership has increased or decreased in recent years. It is clear, however, that total black land ownership today (10 million acres) is less than that owned by black farmers alone a half century ago. ^{4/}

Aspects of the Problem

A number of investigations into the conditions among black farmers have been undertaken since the mid-1960's by scholars, public interest advocates, and journalists. Their work points to several interrelated problems affecting the black farm operator, some of which are indicated by the previous analyses of black farmers and their farms.

Size of Farm and Scale of Operation. As mentioned earlier, black farmers for the most part are small scale operators. As such, they have been greatly affected by the technological transformation of U.S. agriculture since World War II. Technological change is impersonal in its impacts; the effects of the post-War revolution in U.S. agriculture have been basically the same for all small operators, regardless of race. The difference is that blacks have been concentrated in the class of farming most adversely affected.

^{4/} Lewis, James A., Landownership in the United States, 1978. Agriculture Information Bulletin No. 435, U.S. Department of Agriculture, April 1980.

Table 1--Farm and Farm Operator Characteristics by Race, 1978

Item	Unit	Race by operator	
		Black	White
Total Farm	Number	57,271	2,396,671
Regional Location:			
Northeast	Percent	0.5	6.2
North Central	Percent	3.0	42.7
South	Percent	95.4	39.8
West	Percent	1.1	11.4
Sex of operator:			
Male	Percent	90.0	95.0
Female	Percent	10.0	5.0
Age of operator:			
Under 35 years	Percent	7.9	16.4
35-54 years	Percent	35.2	43.8
55-64 years	Percent	27.9	23.6
65 years and over	Percent	29.0	16.2
Median age	Years	57.5	50.8
Operators reporting days of work off farm			
None	Percent	39.2	42.4
1-49 days	Percent	6.3	8.0
50-99 days	Percent	4.1	3.2
100-149 days	Percent	4.9	3.3
150-199 days	Percent	6.7	4.9
200 days or more	Percent	38.7	38.3
Land in farms	Acres	4,743,619	975,230,654
Percent of total		0.5	94.7
Farms by value of agricultural products sold:			
\$100,000 or more	Percent	0.9	9.2
\$40,000 to \$99,999	Percent	2.4	15.0
\$20,000 to \$39,999	Percent	4.4	12.6
\$10,000 to \$19,999	Percent	7.2	12.6
\$ 5,000 to \$ 9,999	Percent	11.2	13.4
\$ 2,500 to \$ 4,999	Percent	15.3	13.4
Less than \$2,500	Percent	58.6	23.8
Average market value of agricultural products sold	Dollars	8,000	44,000

Source: Published and unpublished data from the 1978 Census of Agriculture.

PREPARED BY: Population Section
Economic Research Service
USDA

Table 2--Selected Characteristics of Black Operated Farms, by Value of Sales, 1978

Characteristic	Black-operated farms				All Southern farms
	Total	Under \$2,500 products sold:	\$2,500-19,999 products sold	\$20,000 or more prod. sold	
Number of farms	57,271	33,584	19,285	4,402	--
Average size - acres	83	43	96	326	213 ^{1/}
Pct. of farmland that is:					
Cropland	55	44	53	67	53 ^{1/}
Pasture and range	14	13	12	16	19 ^{1/}
Woodland	25	34	28	13	24 ^{1/}
Pct. of cropland not harvested or grazed	13	19	14	9	5
Pct. of cropland grazed only	29	54	30	10	28
Pct. of farmers by tenure:	100	100	100	100	100
Full owners	60	69	54	24	62
Tenants	16	15	16	23	12
Median age of operators - years	57.5	58.3	57.4	52.3	54.9
Pct. operators under age 35	8	7	9	11	14
Pct. operators 65 or over	29	32	27	11	19
Pct. with farming as principal occupation	44	31	55	86	45
Pct. having:					
Cattle	44	47	43	35	59 ^{1/}
Hogs	53	60	46	41	21 ^{1/}
Laying hens	33	41	22	13	14 ^{1/}
Corn	36	31	40	55	22 ^{1/}
Soybeans	21	10	18	54	19 ^{1/}
Cotton	4	2	7	11	5
Tobacco	16	5	31	41	18
Peanuts	5	2	7	16	3
Vegetables	6	4	7	9	3
Average yields per acre:					
Corn - bu.	56	31	47	73	72
Soybeans - bu.	19	14	17	21	22

--Continued

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Table 2--Selected Characteristics of Black Operated Farms, by Value of Sales, 1978

Characteristic	Black-operated farms				All Southern farms
	Total	Under \$2,500 products sold	\$5,500-19,999 products sold	\$20,000 or more prod. sold	
Average yields per acre: (continued)					
Tobacco - lbs.	1,663	1,037	1,464	1,890	1,989
Cotton - bales	.76	.45	.60	.86	.98 ^{2/}
Peanuts - lbs.	2,315	1,055	2,004	2,518	2,855 ^{3/}
Farms by type - pct.	100	100	100	100	100
Cash grain (inc. soybeans)	17	14	20	21	15
Cotton	2	1	4	6	1
Tobacco	14	4	27	34	17
Other field crops	4	2	6	8	4
Vegetables	3	2	3	3	1
Fruit and Nut	1	1	1	1	2
Horticultural	0	0	0	1	1
General - primarily crop	3	2	3	6	3
Livestock	52	68	34	11	46
Dairy	1	0	1	4	3
Poultry	1	2	0	4	4
General - Primarily Livestock	2	3	0	1	1
Value of land & bldgs. per farm	\$74,500	43,600	80,900	273,800	175,000 ^{1/}
Pct. of harvested cropland operated by part owners	55	28	44	68	58

^{1/} Except Texas^{2/} North Carolina to Arkansas^{3/} Virginia, North Carolina, Georgia and Alabama

PREPARED BY: Population Section
Economic Research Service
USDA

An operation of limited scale frequently imposes a series of related restrictions on the farm family. A limited resource base may mean limited access to credit. Income from farming tends to be lower. Commodity program benefits are usually less. The pool of appropriate technology may be shallower than it is for larger operators. An operation with little capital investment offers little opportunity to take advantage for a tax structure that rewards capital investment.

In short, the odds are long against the typical small scale operation, black or white--if the owner relies exclusively on farming for a living. The situation may be eased considerably if the operating family is able to supplement its income through nonfarm employment. Thus, the increase in rural nonfarm job opportunities, notable in recent years, should have a stabilizing influence on small farm numbers.

Income. The available evidence indicates that blacks tend to work less time off the farm than do whites, even though their income from farming is less. Lower levels of off-farm employment among black farmers are almost certainly due in part to the age of the black farm population. But other factors also seem to contribute. Joseph F. Brooks, President of the Emergency Land Fund, an organization that works with black landowners in the South, gave the Task Force this assessment:

Explanations for the fact that blacks report less off-farm work and less dependence on off-farm income could include personal preference for farm work and farm income; personal handicaps, such as age or lack of significant off-farm skills and experience; or the fact that much of the recent industrial growth in the

non-metropolitan South has been outside the area with heavy concentrations of blacks. The extent to which these possibilities explain the difference is not clear. ^{5/}

Whatever the explanation, the result is a median income for black farm families that is substantially lower than for white farm families: \$8,610 compared to \$19,666 at the time of the last census. Total income for black farm families also lagged significantly behind incomes of black nonfarm families.

Low income reduces the farm family's options, which has implications not only for personal living standards but also for the family's ability to expand or upgrade the farming operation. The low incomes and high investments associated with agriculture also make farming relatively less attractive to younger blacks who might otherwise enter the profession.

Education. The average schooling of the black farm population 18 years old and over was about 7.3 years in November 1979 compared to 11.3 years for the same white farm population. Only 28 percent of adult black farm residents had completed high school. As recently as 1979 about one-fourth of the black farm population 25 years old and over had not completed even five years of school.

These low educational levels put black farmers at a severe disadvantage in a profession that has come to rely heavily on information and technical training. Understandably, farm operators with minimal education may have difficulty devising management strategies, acquiring credit, understanding federal programs, or taking advantage of the services potentially available from public and private sources.

^{5/} Presentation Before USDA Task Force on Black Farm Ownership, June 3, 1983, pp. 6-7.

Writing in 1976, Calvin Beale, a demographer with the U.S. Department of Agriculture, noted that the black farm population's educational problem was due partly to the inclination of educated black youth to seek careers in the cities. In Beale's words:

Black county extension agents are almost unanimous in saying that it is very difficult to interest rural high school students in farming. The good student usually associates the widespread poverty of the population from which he comes with agriculture, and sees the city as the avenue of opportunity. 6/

The Land Base. Historically, the better land has remained in the hands of whites who have sometimes been reluctant to sell to blacks. Limited resources have further reduced black farmers' ability to compete for what land is available; and distrust by blacks of traditional credit institutions has compounded the problem. Finally, land commonly has been passed down through the generations of blacks without the use of wills. It is thus distributed among family members in a division of ownership that may be extremely complex and made all the more difficult if the heirs have dispersed. One study has found that 27 percent of all black-owned land was heir property owned by an average of eight people. 7/ With ownership spread among so many individuals, the land becomes susceptible to partition and tax sales. Partition may easily result in loss of black-owned land to outside bidders.

6/ "The Black American in Agriculture" in Mable M. Smythe (ed.), The Black American Reference Book (Englewood Cliffs: Prentice-Hall, Inc., 1976), p. 305/

7/ Emergency Land Fund, The Impact of Heir Property On Black Rural Land Tenure in the Southeastern Region of the United States (January 1981) p. 62.

Credit. Credit is an essential tool of modern agriculture, but one used less by blacks than whites. Some observers cite credit needs as an independent problem for the black farmer. But to a significant extent the lack of credit, or the failure to use credit among black farmers, appears to be a consequence of some of the factors already mentioned. A limited resource farmer, poorly educated, with low income, low productivity and marginal land has not traditionally been regarded as a good credit risk, race notwithstanding. If the farmer is black and a victim of discrimination, his prospects for a loan are even more remote.

Age. This factor, discussed earlier, bears emphasis. Given the age composition of black farmers today and the modest rate of entry into the profession by younger blacks, further declines in the number of black farm operators seem inevitable.

The Role of the Department

While it is not the Department of Agriculture's job to promote any particular racial composition in the ownership and operation of U.S. farms, it is a departmental obligation to ensure equal access to its programs. This carries with it the responsibility to reach out to those who are unaware of those programs or uncertain about how to take advantage of them.

A review of the problems facing black farmers indicates that many of these are outside USDA's immediate scope. To the extent obstacles confronting the black farmer are obstacles of age, education, or poverty, they can be dealt with imperfectly, if at all, through USDA programs. However, the Department does have a role and an obligation. The Secretary of Agriculture has the responsibility to act as an advocate for rural interests to other federal

agencies and to develop strategies and goals as required by the Rural Development Policy Act of 1980. These rural development responsibilities are especially important with respect to black farmers, who tend to be older, small scale operators, and whose well-being is often as much a product of the rural community as it is of the farm sector.

III. FARMERS HOME ADMINISTRATION

Purpose

The Commission stated a number of concerns about black farmers which it felt could be alleviated through better operation of Farmers Home Administration's (FmHA) agricultural credit programs. Outlined in this chapter are FmHA's responses, and actions taken which address those concerns and recommendations. In order to place the issues in perspective, this chapter also contains a brief discussion of the mission and organization of FmHA and examines some of the factors and conditions which have had an effect on FmHA operations. ^{1/}

Mission and Organization

FmHA is the largest direct lender in the Federal government. Its portfolio of loans outstanding, more than \$60 billion, makes it the equivalent of the third largest bank in the country. FmHA is a lender of last resort--for those who cannot obtain credit elsewhere--serving rural residents and small towns with farm, housing, community facility, and business and industrial loans. In fiscal year 1983, an estimated \$8.7 billion in loans and grants will be made by FmHA in rural America. Farm loans will comprise about half of this total.

Insofar as credit lending is concerned, FmHA's mission is to provide agricultural credit along with supervisory and technical assistance in order to help applicants become owner-operators of family farms, to make efficient use of land, labor and other resources, to carry on sound and successful operations, and to enable farm families to maintain a reasonable standard of living.

^{1/}See Appendix 1 for a description of FmHA loan programs.

FmHA is a highly decentralized agency comprised of a national office, 46 state offices, about 230 district offices and about 1,950 county offices located in 50 states, the Pacific Trust Territory, Guam, Puerto Rico, and the Virgin Islands. FmHA has about 10,000 permanent full-time federal employees in its work force. The 1,950 county offices are the primary point of contact for most rural individuals and organizations seeking farm assistance; and most individual loans are approved or disapproved at the county level.

Conditions Affecting FmHA Operations

Regardless of the effects of the socioeconomic influences on the total agricultural environment, there are certain existing conditions and factors which directly and/or indirectly affect FmHA operations, or affect outside perceptions of FmHA operations. These conditions merit consideration in relation to the issues raised by the Commission on Civil Rights.

Loan Program Activity and Staffing Levels

FmHA has evolved from a small lender of last resort for family farmers to one of the largest financial institutions in the nation. In the past decade, FmHA's total loans have increased from about \$12.4 to \$65 billion, and the amount of dollars for which one FmHA employee is responsible has grown from \$1.4 million to \$5.8 million per year. During the same period, the number of borrowers has increased from about 720,000 to about 1.3 million.

Although loan and dollar numbers have increased substantially, the FmHA full-time personnel ceilings has increased by less than five percent in the past decade. ^{2/} Outside sources have expressed concerns that the increased workload without commensurate staffing level increases has impaired FmHA's ability to provide the full range of loan processing and servicing of borrowers' accounts.

^{2/} See appendix 2 for actual staffing patterns for 1977-1982

The U.S. General Accounting Office (GAO) in a 1981 report on loan processing and servicing activities and the USDA Office of Inspector General (OIG) in a 1983 review of limited resource farm loans found that rapid expansion in volume and types of loans had adversely impacted FmHA's capability to carryout its legislative mandate and related regulations.

Likewise, work escalation and understaffing could reasonably be seen to affect other FmHA operations such as pursuing minority outreach efforts, providing and increasing technical and supervisory services to existing and new borrowers, and processing loan applications in a timely manner. These conditions in turn could reasonably contribute to some of the black farm ownership concerns expressed in the report such as instances of Limited Resource loans being awarded to ineligibles, the perception of discrimination being practiced by FmHA relative to farm credit program administration, and could contribute to, or be construed as contributing to, foreclosures and loss of black-owned farmland.

FmHA recognized the need to increase its staff in field offices and requested approval for 300 additional full time personnel in Fiscal Years 1983 and 1984. This scheduled increase which is expected to continue over the next several years will allow for assimilation and training. Congress has concurred. During the 1984 Congressional appropriations hearings, both the House and Senate agreed on an additional 250 staff-years in 1983 for FmHA, and an additional 314 staff-years during 1984.

As the dollar volume of loans grew so did FmHA's loan authorities. During the past decade, the Rural Development Act of 1972, the special Emergency Livestock Credit Act of 1974, the National Housing Act in 1975, and the Agricultural Credit Act of 1978 added programs to FmHA's loan portfolio, raised existing loan ceilings and broadened eligibility criteria. This

expansion of loan programs and the multiple changes in eligibility added to the complexity of the loan processing and servicing expected of FmHA.

The county workload further escalated in 1977 and 1980, when over 2,000 counties were designated as natural disaster areas in each year.^{3/}

Dual Role

FmHA's role has two facets which, while they are not mutually exclusive, does make FmHA a target for criticism from two different camps. According to a 1979 U.S. District Court decision, FmHA is responsible for ensuring that loan recipients are financially reliable and for preventing imprudent loans. According to the same court decision, FmHA also operates under a form of social welfare legislation, designed to assist farmers and businesses. A recent Wall Street Journal article puts the issue in this way: "As the rural lender of last resort, the agency (FmHA) is trying to balance two goals: firm management of nearly \$60 billion in loans and maintenance of its good Samaritan role to farmer borrowers during hard times."

The Agriculture Department's Office of Inspector General, in two recent audits, pictures FmHA as an often inefficient and understaffed agency that is more interested in keeping farmers afloat than in managing taxpayers' dollars. Along this same line, other groups like the American Farm Bureau Federation and American Bankers Association believe that keeping farmers solvent when they should go bust prolongs the farmer's pain, uses resources inefficiently and adds to the crop surplus problem.

Many farm groups and farm-state lawmakers want FmHA to be more generous. There has been strong Congressional support to sharply expand the agency's lending activity and postpone foreclosures as long as there is a reasonable

^{3/} See appendix 3 for number of designations between 1968 and 1982.

indication of repayment. Likewise, the Center for Rural Affairs, a pro-family farm group has accused FmHA of favoring big farms over small farms. The Center feels the agency has already shown this bias by FmHA's failure to disburse in 1982 its ~~full~~ allotment of loans to farmers of limited means.

Responses to Report Concerns/Recommendations

Summarized below are the concerns and recommendations of the U.S. Commission on Civil Rights which pertain to FmHA operations. Included are the steps taken by FmHA to address those concerns and recommendations.

Distribution of FmHA Farm Loans

The Commission's general concern was that the assistance provided for most black farmers has not been commensurate with needs which have been dictated by their average educational levels, management abilities, scale of operation and experience in dealing with government processes. In response to this concern tables for FmHA farm ownership and farm operating loans for 1978-1982 are provided in appendix 5. These tables also display the universe of black and white farm operators by state. The 1978 Census of Agriculture count of farms provides a reference for the racial analysis of the number of FmHA loans. For a complete analysis, each of the 16 southern states was considered both individually and collectively. County data would have been more revealing, but at this time it is unavailable from FmHA. By the spring of 1984, FmHA will have a management information system in place which will allow for analysis on a county level.

The 1978 Census of Agriculture show the average black farm is one-fourth the size of the white farm in the south. The value of land and buildings on the average white farm is two and one-half times greater than the black farm. The black farm's average agricultural sales are one-fourth of the agricultural sales for white farms.

The average loan amount provided by FmHA to black borrowers is lower than the amount for white borrowers. However, when compared to farm size, farm property value, and agricultural sales, on a percentage basis black loans are equal to or above the loan amount for white borrowers.

The number of loans made to black borrowers for the five year period shows that FmHA generally made a higher percentage of loans available to black farm operators than to white farm operators. In 11 southern states (those with over 2,000 black farms) only the state of Texas consistently shows a lower percentage of loans to black farmers.

Administration of FmHA Loan Programs

The Commission cited concerns that FmHA's regulations regarding credit-elsewhere tests (a determination that an applicant cannot obtain credit from a lender other than FmHA) and limited resource loan definitions were inadequate to ensure that farm loans are made only to those whom Congress had intended. The report recommended that FmHA revise its regulations to strengthen the credit-elsewhere tests in the areas of consistency, self-certification and specific criteria. In addition, the Commission recommended FmHA obtain and evaluate data on minority participation in the Limited Resource Loan Program and provide a more specific definition of eligible limited resource borrowers.

In response to these concerns and recommendations, on December 17, 1982, FmHA issued a memorandum^{4/} to state, district and county offices requiring clear documentation for the credit-elsewhere test, realistic farm plans and other procedures for making farm loans to new applicants.

^{4/} See appendix item 6.

FmHA issued an administrative notice dated December 28, 1981, to all state directors, county supervisors and farmer program chiefs, directing that certain remedial actions be taken:

- County Supervisors were directed to complete analyses of all existing and subsequent limited resource borrowers in accordance with FmHA Regulation 1924-B, Section 1924.60. In addition, county supervisors were directed to give more attention to the supervisory and management needs of all limited resource borrowers and applicants. This included emphasis on long range planning and additional supervisory farm visits and security inspections in accordance with existing agency instructions.
- Farmer Program Chiefs and District Directors were directed to schedule program reviews of county offices to insure that the intent of the Limited Resource Program was met. These reviews were to concentrate on those offices with the largest limited resource loan and servicing activity.
- State and District Offices were directed to provide training to employees who demonstrated insufficient knowledge in farm and home planning, loan making, supervision and servicing.

According to FmHA, the drastic reduction in the amount of Limited Resource Operating loans made in FY 1982 was attributable criticisms of the program raised in OIC and GAU audits conducted in 1980, 1981 and 1982, and to a statutory change in the interest rate which made the limited resource loans somewhat less attractive. The interest rate charged for Limited Resource Operating loans changed October 1, 1981, to three percent below the regular rate. For the period August 1978 to September 1981, the rate had varied from 3.5 percent to 7.5 percent below the regular rate.

Outreach and Assistance Efforts by FmHA

Basically the Commission's report contained three main concerns in the area of outreach and assistance. First, the Commission felt the efforts to assist small farmers had not been targeted toward minorities; secondly, small farmer activities had lacked direction, specific goals and systematic program evaluation; and thirdly, regulations did not require outreach efforts.

FmHA has taken several steps regarding these issues:

- FmHA is implementing a Visiting Professor Program with Historically Black Colleges and Universities (HBCU's). The program employs 1890 Land Grant Institution faculty members during the summer months for the purpose of (a) establishing closer rapport with 1890 institutions, (b) gaining first-hand knowledge of the problems facing FmHA's black borrowers and applicants, and (c) improving FmHA's relationship with HBCU's for recruitment purposes.
- FmHA is in the process of establishing a pilot training program at a black land grant institution which utilizes students as well as faculty to assist primarily black FmHA borrowers in farm accounting methods and recordkeeping, farm production practices, marketing, small business management and coordinated financial statements for agriculture.
- In a May 11, 1983 memorandum the Administrator directed FmHA State Directors to contact all Presidents of HBCU's to acquaint them with the availability of FmHA loans for constructing and improving college facilities under the Community Facilities Loan Program.
- In various other memoranda and issuances, the FmHA Administrator emphasized to all field offices that loans must be based on realistic farm and home plans, contain plans for supervisory assistance and analyses, and generally emphasize long-range planning, additional supervisory visits and security inspections, and attention to the management needs of all limited resource borrowers.

Enforcement of the Equal Credit Opportunity Act

Most of the findings and recommendations of the Commission regarding this issue pertain to the Office of Equal Opportunity (formerly, Office of Minority Affairs) and the Federal Trade Commission. However, the Commission addressed FmHA's failure to collect racial data regarding black participation in the Limited Resource Loan Program. The Commission recommended that FmHA be required to collect and evaluate limited resource loan beneficiary data by race, ethnicity and sex.

Minority Representation in FmHA

Black representation on county committees decreased from 427 to 257 between 1979 and 1980, a 39.8 percent nationwide decrease in spite of an overall increase in committee membership during the same year.

The Commission recommended that FmHA ensure that county committees are representative of the populations of the counties in which they serve. In response, FmHA has issued directives to field offices through administrative notices and announcements that county committee members should reflect the racial diversity of the county. In addition, FmHA indicated that between 1980 and 1982 black FmHA county committee members increased from 257 to 379.

While it is apparent to the Task Force that FmHA is making an effort to increase the minority representation on county committees, black membership on committees in six states with large black populations continue to remain below the level of membership in 1979, Table 1.

TABLE 1--FmHA Black County Committee Members, Fiscal Years 1979-83,
9 Southern States

<u>State</u>	<u>FY '79</u>	<u>FY '80</u>	<u>FY '81</u>	<u>FY '82</u>	<u>FY '83</u>
ALABAMA	37	19	47	41	41
FLORIDA	14	10	4	9	9
GEORGIA	61	24	44	38	34
MISSISSIPPI	48	21	56	45	51
NORTH CAROLINA	47	31	34	27	26
SOUTH CAROLINA	27	19	39	33	33
TENNESSEE	33	2	9	14	16
TEXAS	33	18	21	58	27
VIRGINIA	<u>49</u>	<u>29</u>	<u>44</u>	<u>32</u>	<u>39</u>
Total, 9 States	349	173	298	297	276

Based on data for 1979 to 1982, there appears to be no direct correlation between the numbers of loans made to blacks in the nine southern states and the number of blacks serving on county committees.^{5/}

^{5/} See appendix table 1 for comparison between loans made and numbers of black committee members.

IV. OTHER USDA PROGRAMS BENEFITING BLACK FARMERS

The Secretary directed the Task Force not to limit its scope to programs of the Farmers Home Administration but to review all programs of the Department which benefit or have the potential to benefit black farmers. This chapter contains a review of programs currently administered by USDA agencies other than FmHA which are available to small and minority farmers. The summary is not an exhaustive list of all such programs administered by USDA; rather, it highlights those programs which most lend themselves to addressing the circumstances faced by small (and consequently by most black) farmers. The programs are briefly described by agency to give an overview of the availability of assistance. It also contains a discussion of the Food and Agriculture Councils, the mechanism for coordinating interagency programs and actions at national and state levels.

Agricultural Stabilization and Conservation Service (ASCS)

ASCS administers commodity and related land use programs designed for voluntary production adjustment; resource protection; and price, market, and farm income stabilization.

How Programs Can Benefit Minority Farmers

ASCS administers farm commodity and related resource conservation and environmental programs designed to:

- Help assure farmers and ranchers a fair financial return from their operations;
- Provide agricultural producers protection against severe declines in market prices;
- Assist farmers and ranchers struck by natural disasters;

- Assure consumers an abundance of food and natural fiber;
- Encourage price stability and reliable supply through a producer-owned and controlled food reserve;
- Encourage production beyond domestic food, feed and fiber needs for servicing an export market and world relief programs;
- Conserve and protect the nation's agricultural resource through cost-sharing conservation methods with farmers and ranchers; and
- Maintain a state of readiness to carry out food and agricultural programs under war time conditions.

To ensure that blacks and other minorities are informed of benefits, minority advisors are appointed to serve in county offices that have populations with ten percent or more minority producers (farmers). The responsibilities of these advisors include:

- Helping to assure that minority group problems are understood and considered in ASCS actions;
- Helping to develop interest and incentives in the minority community for considering ASCS work as a career;
- Addressing the county committee on administrative and program matters;
- Meeting with the committee at each session including executive sessions;
- Participating in all deliberations without having a vote;
- Performing special duties at the request of the county committee.

ASCS has also announced its intention to award a \$50,000 contract for the evaluation of the economic impact of the 1983 Payment-In-Kind program (PIK) on soil and related resource conservation to a Historically Black College or University (HBCU) during FY 1984. The agency has also allocated \$26,885 to finance cooperative education programs for six students at HBCUs. Further discussion of these plans may be found in Appendix Table 19.

Level of Black Participation in ASCS Programs

Because of ASCS's structure at the county level, blacks as well as other groups participate in every facet of ASCS program operations as producers and voters, and, if elected, they can serve as community and/or county committee members. ASCS collects data on the numbers of persons who (1) operate as owners, landlords, tenants, or sharecroppers, are entitled to share in the crops available for marketing or in the proceeds; and (2) have records of farming in the ASCS county office. These persons are considered "producers of record"^{1/} if they operate as single farming units and are responsible for conducting the following type activities on specific areas of land:

- a. cropping practices
- b. equipment
- c. labor
- d. accounting
- e. management.

The following table shows the number and percent of black producers of record from 1977 through 1982 in the 3,052 agricultural counties serviced by ASCS:

Table 1. ASCS "PRODUCERS OF RECORD," 1977-1982

YEARS	TOTAL PARTICIPATION	NUMBER OF BLACK PARTICIPANTS	BLACKS AS A PERCENT OF TOTAL
1977	5,157,120	192,828	3.7
1978	5,245,075	194,829	3.7
1979	5,188,030	191,759	3.7
1980	5,150,614	182,145	3.5
1981	5,226,447	183,486	3.5
1982	5,233,945	183,326	3.5

^{1/} It should be obvious that the ASCS "producer of record" definition does not coincide with the Census of Agriculture definition of farmer.

ASCS administers a variety of programs which may vary from year to year due to implementing legislation and levels of funding. The causes changes in the level of participation and makes it difficult to evaluate changes in participation since not all programs exist from year to year.

The structure of the ASCS county office administration is designed to encourage active community involvement. All county offices are required to hold public meetings to inform producers of program availability and changes. Also, blacks like other producers are encouraged to participate in candidacy, voting, and election of ASCS county committees.

ASCS collected data on the racial makeup of its county committees from 1977 through 1979 in 1,202 counties that had a one percent or more minority farm population. Since 1980, such data has been collected from all agricultural counties.

The following table shows the level of black participation in the voting and elections of ASCS county committees in the 1,202 counties as compared to all (3,052) agricultural counties serviced by ASCS.

Table 2--Black Participation in ASCS County Committees and Elections, 1977-82

Counties	Years	Total members	County Committee Members	
			Number of blacks	Blacks as a percent of total
1,202 counties	1977	3,548	10	.3
	1978	3,469	10	.3
	1979	3,525	8	.2
All Counties	1980	8,312	16	.2
	1981	8,910	11	.1
	1982	8,894	20	.2
Eligible Voters				
1,202 Counties	1977	2,155,340	205,121	9.5
	1978	2,160,519	198,967	9.2
	1979	5,185,189	201,671	3.9
All Counties	1980	5,194,060	198,501	3.8
	1981	5,196,000	198,328	3.8
	1982	5,164,724	192,590	3.7
Number of Voters 1,202 Counties	1977	562,678	44,570	7.9
	1978	579,550	46,318	8.0
	1979	1,404,312	43,492	3.1
All Counties	1980	1,438,743	41,620	2.9
	1981	1,350,346	41,302	3.0
	1982	1,358,928	40,045	2.9

Black farmers' participation in ASCS is an on-going process. The following table shows the current level of black farmers participating in ASCS programs and related activities:

Table 3--Black Farmer Participation in Agricultural Stabilization and Conservation Service Programs

Program or Activity	Total Participation	Number of Black Participants	Blacks as a % Total
Producers of record as of 12/82	5,233,945	183,236	3.5
County committee members as of 3/83	8,921	8	.08
No. of persons eligible to vote in ASCS elections as of 3/83	5,164,724	192,590	3.7
No. of persons voting in ASCS elections as of 3/83	1,358,928	40,045	2.9
Deficiency payees as of 12/82	605,255	7,222	1.19
Wool payees as of 12/82	92,867	170	.18
Agricultural Conservation Program as of 12/82	283,948	5,434	1.9
Forestry Incentive Program as of 12/82	10,009	156	1.5
Public meetings held - 4,062	151,813	3,625	2.39

Soil Conservation Service (SCS)

SCS is the USDA agency that has the responsibility for developing and carrying out a national soil and water conservation program in cooperation with landowners, operators, other users and developers, with community planning agencies and regional resource groups, and with other Federal, State, and local agencies. The SCS also assists in agricultural pollution control, environment improvement, and rural community development.

How Programs Can Benefit Black Farmers

Most of the programs administered by SCS are valuable to black farmers in terms in planning and implementing sound programs that make the most efficient use of existing resources while protecting valuable soil and water that improves and maintains the resource base. The programs are also valuable to minority farmers in terms of helping them capitalize on the coordinated local community approach to problem solving utilized by SCS programs.

Although there has been a significant decline of black operating units ^{1/} from 132,814 in 1977 to 91,683 in 1982, the SCS has been able to steadily increase the amount of technical service it provides to black land users. The number increased from 21,732 in 1977 to 28,843 in 1982.

The SCS has been able to do this because it has made service to black land users an integrated part of its management process. Toward this end the agency has developed the following tools:

A. Progress Reporting Systems

Currently each field office is required to report the numbers of conservation district cooperators, individuals and groups assisted, technical service for land or unit conservation planning and application, individuals and

^{1/} The term "operating units" is used by SCS to account for participants in SCS programs and does not coincide with the Census of Agriculture definition of farmer."

groups applying practices, and operating units. This ensures that each district conservationist is making efforts to reach minorities in all phases of the conservation application process. The reporting system is used to monitor county, state, and national progress in providing services to black and other minority land users.

B. Annual Plans of Operation

Another reason for the high percentage of black and other minority land users participating in SCS programs is the inclusion of action items on outreach activities with minority farmers in SCS annual plans of operations (APOs). The plans are used to determine how the offices can incorporate the needs of minority land users into the overall management scheme. Once this occurs, action items are developed, implemented, and regularly reviewed by the area conservationist and state staff. These action items are subsequently used to evaluate the overall performance of the district conservationist and area conservationist.

C. Equal Opportunity Appraisals

The Equal Opportunity (EO) Division has instituted ongoing equal opportunity appraisals of the overall equal opportunity programs in the states. A key element of the appraisal process is the monitoring of service delivery to minority land users. Through the progress reporting system and on-site visits, the EO division commends positive activities, assesses the accomplishments of each state, and when necessary assists the states in developing a plan of action for improving deficiencies.

D. Management Support

Management support is an extremely important factor in SCS's success. The assistant chiefs have been very effective in holding state conservationists and state staffs accountable for minority outreach efforts. The assistant chiefs

continually monitor progress in the area of outreach to minority land users. State conservationists continually review APO's and performance standards to ensure that items on program delivery to all potential beneficiaries appear in these management documents.

E. Other Supporting Activities

Other activities which support making SCS activities accessible to all segments of society have included the use of Inter-Agency Personnel Agreements (IPAs) at 1890 schools. Although this does not impact directly on service delivery to minority land users, it does ensure that SCS seriously considers the needs of minority farmers as it administers conservation programs. The use of IPAs has also increased the SCS awareness of the immediate concerns of minorities in agriculture.

Level of Black Participation in SCS Programs

No participatory data are collected as part of the Soil Survey Program operation. However, the level of black participation relative to the Technical Assistance Program has increased over the years. The number of blacks provided assistance increased 33 percent between 1977 and 1982. Affirmative action is being carried out by SCS to assure minority assistance. There was a 29 percent increase in those blacks applying practices for a total of 12,137 over the same five-year period. In local conservation districts at the end of FY 1982, there were 49,113 black cooperators.

Agricultural Cooperative Service (ACS)

The Agricultural Cooperative Service helps farmers to help themselves through the use of cooperative organizations. Studies are conducted to support cooperatives that market farm products, purchase production supplies, and perform related business services. These studies concentrate on the financial, organizational, legal, social, and economic aspects of cooperative activity in U.S. agriculture. The service provides technical assistance and research to improve cooperative performance in organizing new cooperatives, the merits of

merging cooperatives, the changing business structure, and developing strategies for growth. Applied research is conducted to give farmers relevant and expert assistance pertaining to their cooperatives.

How Programs Benefit Minority Farmers

The agency's technical assistance can help cooperatives improve the efficiency and effectiveness of their marketing and purchasing operations, thereby increasing farmer-member's returns for products or reducing costs of their production inputs. Assistance in organizing new cooperatives can:

- Provide cooperative members a marketing system they might not otherwise have available, allowing them to profitably carry on new farm enterprises.
- Help farmer-members more effectively and efficiently market products through group action than they could on an individual basis, thus improving their farm income.
- Allow farmer-members to maintain ownership of their products through more advance levels in the marketing system. This allows farmers to maintain more control over the marketing of their products and increase their income by capturing the profits normally made by firms operating in these advance marketing stages.

Potential benefits of ACS technical assistance depends on the extent to which blacks and other minority farmers participate as cooperative members.

Programs: Technical Assistance to Cooperatives

ACS provides technical assistance to: (1) existing cooperatives to improve their operations or undertake feasible new operations, and (2) groups of farmers wishing to establish new cooperatives to help them determine feasibility and plan and implement new cooperative operations if feasible. The objective is to help farmers improve their income through more effective and efficient marketing of their products and/or purchasing of production inputs and services.

Level of Black Participation

During the past year, ACS has assisted thirteen cooperatives or farmer groups that have at least some black farmer-members. The percentage of total farmer-members who are black range from an estimated one percent for one cooperative in Kentucky to one hundred for two cooperatives in Georgia and Arkansas.

<u>% Black Farmer-Members</u>	<u>% of Cooperatives/Farmer Groups</u>
1-25	7
26-50	1
51-75	3
76-100	<u>2</u>
	13

During the period February 1981 to March 1983, ACS provided training to farmers and employees of new and developing cooperatives through its National Cooperative Development Training Center at the University of Georgia in Athens. A total of 273 participants of which 62 were black attended 14 training sessions.

The Forest Service (FS)

The Forest Service has the Federal responsibility for national leadership in forestry. To do this, it has adopted a number of objectives and policies, some of which are:

- The promotion and achievement of a pattern of natural resource uses that will best meet the needs of people now and in the future;
- Protection and improvement of the quality of air, water, soil and natural beauty;
- Protection and improvement of the quality of open space environment in urban and community areas; and

- Generation of forestry opportunities to accelerate rural community growth.

How Programs Benefit Minority Farmers

Black and other minority land owners participate in forest service programs on the same basis as other citizens.

Programs: Rural Forestry Assistance

The purpose of the Rural Forestry Assistance Program is to assist state and equivalent forestry organizations in providing assistance to land owners, primarily owners of nonindustrial, private forest lands. The program is implemented by grants to state forestry organizations. The assistance to land owners is provided by state organizations.

The assistance is in the form of technical advice on land management for reforestation and timber stand improvement, and associated amenity values such as wildlife, forested range, and watersheds protection. Assistance to the states also includes grants for genetic tree improvement and the distribution of tree seeds and seedlings.

Cooperative State Research Service (CSRS)

The Cooperative State Research Service participates in a nationwide system of research program planning and coordination between the states and the Department of Agriculture which encourages and assists in the establishment and maintenance of cooperation within and among the states and between the states and their Federal research partners. The primary function of the service is the administration of Acts of Congress that authorize Federal appropriations for agricultural research carried on by the state agricultural experiment stations.

How Programs Benefit Minority Farmers

Research programs emphasize service to black farmers and rural development. An analysis of the agricultural research in the 1890 Land-Grant system shows several research programs. The greatest amount of financial resources is allocated to the research program areas of: people, communities and

institutions; natural resources; and crop and animal resources. A closer analysis reveals that certain research programs may be considered as high emphasis areas. These are:

- Human nutrition and food technology,
- Rural development and quality of living, and
- Limited resource farmers.

Programs:

1890 Institutions and Tuskegee Institute Agricultural Research Programs
(Evans-Allan Program)

The purpose of this program is to provide funds annually to the 1890 Land-Grant Colleges and Tuskegee Institute for the support of continuing food, agricultural and forestry research. To receive an annual allotment of funds, each eligible institution must first submit its annual research program to CSRS for approval. An approved, eligible institution research program will serve as the basis upon which Evans-Allan funds will be provided by letter of credit. The approved Evans-Allan projects included in an annual research program constitute the research program upon which these funds may be expended.

Grants to Upgrade 1890 Land-Grant College Research Facilities

Grants are awarded for the acquisition of research facilities and equipment so that the 1890 Land-Grant Colleges and Tuskegee Institute may participate fully with the state agricultural experiment stations in a balanced program to address the research needs of the people of their states.

Each institution submits a five-year Research Facilities Development Plan to CSRS for approval, after which an annual plan is submitted for obligation of the annual appropriation. An annual grant is approved by CSRS for the utilization of funds. The Secretary of Agriculture is authorized to award ten million dollars for five years to these institutions for the development of research facilities.

Research information at the 1890 Land-Grant Colleges is primarily aimed at the black farmer. The Extension Service at the 1890 institutions delivers this information to the farmers through personal contacts, conferences, and demonstrations.

Cooperative Extension Service (ES)

The basic mission of cooperative extension is to improve American agriculture and strengthen American families and communities through the dissemination and application of research-generated knowledge and leadership techniques.

To carry out its mission, the cooperative extension system is designed as an educational resource to the people of the United States for extending research results and advances in technology. The Smith-Lever Act of 1914 established the system as a unique national partnership of federal, state, and local governments. This partnership is the structural and organizational cornerstone of the system. The Extension Service, U.S. Department of Agriculture, works with the land-grant universities which were authorized by the Morrill Acts of 1862 and 1890 and county governing bodies in conducting educational programs with people at the grassroots level. This educational system includes professionals in each of America's 1862 land-grant universities (in the fifty states, Puerto Rico, the Virgin Islands, Guam, American Samoa, Micronesia, and the District of Columbia) and in the Tuskegee Institute and sixteen 1890 land-grant colleges and universities. It also includes professional and paraprofessional staff in nearly all of the Nation's 3,150 counties, as well as nearly 1 1/2 million volunteer leaders who assist in extending programs under the training and direction of cooperative extension staff.

Local people are heavily involved in Extension programs in identifying problems which can be addressed by the educational resources of the university

and the Department of Agriculture. Programs of the cooperative extension system are educational in nature. The system is characterized by two-way communication between those who work for extension and those who utilize it. This ensures researchers and educators of an early awareness of the problems of people. In addition, it provides direction for research and education efforts and speeds the application of research-based information and discovery to the practical problems of the people.

Relationship or Coordination with Other USDA Programs

The Cooperative Extension Services are, of course, a part of the same institutions as the Agricultural Experiment Stations. In addition, there are formal linkages with other agencies of USDA through formal memoranda of agreement. Coordination at the federal level is provided by both formal and informal relationships between ES-USDA and other agencies of the Department and at the state level through the Extension Director's membership on the Food and Agriculture Council and generally less formally at the county or local level.

How Programs Benefit Minority Farmers

Blacks and other minorities participate in extension programs on the same basis as other citizens. In addition, many state extension services have programs specifically targeted to small farmers who are frequently black. Finally, the cooperative extension programs at the sixteen 1890 land-grant institutions and Tuskegee Institute have specifically identified their mission as aiding in improving the quality of life of families with limited resources.

Programs: 1890 Institutions and Tuskegee Institute Cooperative Extension Program

The purpose of this program is to provide funds annually to the sixteen 1890 land-grant colleges and Tuskegee Institute for the support of cooperative extension programs. To receive an annual allotment of funds, each eligible institution must first submit for approval an annual plan of work for ES-USDA.

Extension programs at these institutions are conducted in cooperation with their respective 1862 counterparts to provide an effective network of educational programs to help people help themselves.

Extension programs are offered in four major areas: (1) Agriculture and Natural Resources; (2) Home Economics; (3) Community Resource Development; and (4) 4-H and Youth. Through technical and educational assistance, the 1890 extension program has had significant economic impact on its low-income clientele.

The following examples indicate the nature of some of these impacts:

- In its catfish production and marketing program, Prairie View A&M (Texas) gave technical assistance and information to approximately 600 small farm pond owners in the areas of farm pond construction, aquatic plant identification and control, removal of existing fish populations, and recommendations for stocking, feeding and harvesting. Through the program's efforts, these small farm pond owners produced more than 300,000 pounds of catfish, realizing a net profit of approximately \$285,000.
- Extension forestry aides from North Carolina A&T made approximately 2,500 contacts in their small farm and woodland owner program. This program reached about 2,400 acres with information on topics including reforestation, planting and culture of Christmas trees and other ornamentals.
- Florida A&M's small farm technical assistance program helped small farmers and home gardeners improve their economic standards by producing nutritious, homegrown vegetables resulting in a savings of more than \$12,000.

- The swine program of Tuskegee Institute benefited more than 1,050 small farmers. The average gross income among producers was \$2,800 from a five sow/one boar unit.
- Approximately 900 small farmers in seven rural parishes of Louisiana were involved in a commercial vegetable production project of Southern University as a means of supplementing their farm income. These farmers realized a combined additional income of \$950,000 as a result of their efforts.
- Extension personnel at North Carolina A&T University have developed a land ownership information program which is being carried out with black landowners in that state. As a part of this program, which was financed in part by special funds provided by ES-USDA, extension personnel have identified minority landowners, identified sources of information, and compiled a resource information handbook as well as additional educational materials and have conducted at least five landownership forums in various counties of the state. Attendance at the forums ranged from 25 to approximately 100 participants. Radio and television programs are being planned as a part of this program.

Level of Black Farmer Participation

Data on participation in Extension programs is reported in terms of clientele contacts. ^{2/} Nationally for Extension agriculture and natural resource programs, 1,956,759 out of 34,502,480 clientele contacts were by blacks in FY 1982. This represents 5.7 percent of total clientele contacts.

Agricultural Research Service (ARS)

While the programs of the Agricultural Research Service address the needs of all segments of agriculture, three of them have particular relevance to the issues associated with the decline of black farming in America.

^{2/} "Clientele contacts" refer to the number of times clientele are served by extension programs and should not be confused with the Census definition of farmers.

- ARS has initiated a program to provide scientific expertise to the 1890 colleges and universities. The agency has designated individual program leaders of its National Program Staff to provide liaison and work closely with each of the colleges and universities. The main thrust of this effort is to help each of the institutions to enhance their research, education, and extension to provide more agricultural opportunities for minorities. ARS staff scientists will work with the university staffs in identifying cooperative research projects, personnel exchanges, and other mutually beneficial programs.
- ARS also conducts research that is relevant and useful to operators of small farms. Such work is concentrated in two areas: horticultural crops and forage/livestock. Emphasis is centered on identifying size specific problems, and obtaining information that will lead to developing appropriate management systems specifically for small farms.
- Through its higher education programs, ARS is directing efforts to increase the number of well trained, highly qualified, agricultural scientists and engineers. The focus is on stimulating and improving the quality of higher education training programs in the agricultural sciences with efforts being made to attract more blacks.

Economic Research Service (ERS)

The mission of the Economic Research Service is to provide timely and reliable agricultural economic information to assist decisionmaking by government officials, farmers, agribusiness and the general public. The Agency's research and analysis focus on U.S. global food and agriculture, natural resources, rural people and communities. The economic information developed and published by the Economic Research Service has value for all farmers, including black farmers, insofar as it enables them to make more informed decisions about the operation of their farms. It provides understanding of the overall setting in which they are operating--with

information on costs, prices, production levels and export markets, as well as forecasts on future developments and analysis of the impacts of current developments. As part of its research and information program on agriculture and rural people, ERS focuses on a number of areas of particular interest to black farmers. Although much of this information does not go directly to farmers, it reaches them indirectly through farm publications and impacts on decisions made by policy makers.

Landownership

Recently, ERS was responsible for a survey of landownership patterns across the United States. Results of this survey showed, for the first time, how much U.S. land and farmland is owned by blacks and some characteristics of their farms. Although the landownership survey may not be repeated, work in this area is continuing.

Black Farmers

ERS has ongoing cooperation with the Bureau of the Census which results in annual publication of Farm Population in the United States, part of the Current Population Series. The publication provides users information on the black farm population in the United States--indicating its size, the size of farms operated by blacks, the age of black farmers, the value of sales from those farms, employment status of the farmers and their families and their income levels. Special studies have looked at off-farm employment and income and, in a very limited way, at participation in USDA programs.

Small Farms

Black farmers are more likely to be located on small farms than white farmers, and considerable work has been done in ERS on small farms, their characteristics, and the effects of federal policy on farm size and the broader rural community.

Cooperation with the 1890s

In addition to providing information to farmers and those who make farm policy, ERS has cooperative agreements with several of the 1890 colleges and a continuing commitment to develop these relationships. These agreements benefit both ERS and the institutions by providing opportunities for exchanges of data and expertise.

Implementation of many of these programs requires coordination and information exchange among the various agencies. These are provided through the Food and Agricultural Council. The Council was established on April 2, 1982, to serve as the single interagency forum for the purpose of providing for effective and efficient coordination of federal agricultural programs within each of the individual states and territories.

Operating under the auspice of the Secretary's Policy and Coordination Council, Food and Agricultural Councils (FACs) have been established in each state. The FACs receive direction and instructions from the National Food and Agricultural Council (NFAC) in Washington, D.C. One initiative of FACs has been to work toward solving local problems with farm economics, natural resources and rural infrastructure.

V. THE BLACK LAND GRANT SYSTEM

The United States land grant college system, the State agricultural colleges and universities established in every State by the Morrill Land Grant College Acts of 1862 and 1890, with its associated experiment station and extension system and links to USDA, is generally credited with making U.S. agricultural productivity a model of world accomplishment. The U.S. Department of Agriculture is an integral part of this system, providing national leadership, direction and coordination to a system of localized research and education.

The 1890 Institutions

The 1890 land grant institutions were established under the Morrill Act of 1890, the so-called "Second Morrill Act," to support the education of blacks and to bring new agricultural resources to black Americans on farms and in rural communities. These colleges and universities with their links to USDA comprise the Black Land Grant System, a valuable part of the overall U.S. Land Grant System.

There are presently seventeen of these institutions, one in each of the fifteen southern and border states and two in Alabama. One of these, Tuskegee Institute, is the only private institution in the land grant system.

Tuskegee Institute has, since 1899, been treated under both State and Federal legislation and policy as though it were an 1890 institution.

^{1/} See Table 1 for additional information on the seventeen 1890 institutions.

Table 1. Selected Data on 1890 Colleges and Universities

<u>Name</u>	<u>Date Founded</u>	<u>Sponsor</u>	<u>State</u>
Lincoln University	1866	Civil War Negro Infantry Men	Missouri
Alcorn State University	1871	State Legislature	Mississippi
South Carolina State College	1872	State Legislature	SC
University of Arkansas Pine Bluff	1873	State Legislature	AR
Alabama A&M University	1875	Group of Ex-Slaves	AL
Prairie View A&M Univ.	1876	State Legislature	TX
Southern University	1880	State Legislature	LA
Tuskegee Institute	1881	State Legislature	AL
Virginia State Univ.	1882	State Legislature	VA
Kentucky State Univ.	1886	State Legislature	KY
Univ. of Maryland, Eastern Shore	1886	Methodist Episcopal Church	MD
Florida A&M Univ.	1887	State Legislature	FL
Delaware State College	1891	State Legislature	DL
North Carolina A&T University	1891	State Legislature	NC
Ft. Valley State College	1895	Citizen's Group	GA
Langston University	1909	State Legislature	TN

The 1890 institutions have become important partners in the Federal-State food and agriculture research and education system. From the beginning, these institutions have made outstanding contributions to society by providing educational opportunities to black citizens, mostly from rural areas. These individuals, many of whom became teachers, extension workers and health professionals have made it possible for increasing numbers of rural blacks to move successfully into modern industrial society.

At the same time that these colleges were providing higher education for as many of their limited resources enabled them to handle, they were showing black farmers how to move up the agricultural ladder successfully and achieve

farm ownership. Through short courses, farmers' weeks and various other kinds of outreach efforts, in addition to extension work funded under the Smith-Lever Act of 1914, the colleges reached out as far as they could to the black farmers in the surrounding countryside. Thus, in the vicinity of most of the 1890 colleges there developed enclaves of relatively prosperous black owner-operated farms.

In the 1950s and 1960s, the 1890 institutions continued to offer college degrees in agriculture and home economics, training the vast number of black home and county agents for extension and vocational agricultural teachers and home economics professional for high school teaching.

Since the early 1960s, social and educational changes, originally designed to achieve racial equality and full integration of blacks into the United States' social and economic structure, more recently accompanied by austere public budgets, have created serious problems for the 1890 institutions as well as most of the historically black colleges and universities.

These problems must be addressed and the role of the black land grant system resolved by the institutions themselves and the overall land grant system of which they are a part. Progress has been made by the 1890 institutions through the recognition that they are uniquely able to perform a service role to limited resource clientele of all races. The institutions are located in the South where approximately 45 percent of the nation's poor reside. Roughly 60 percent of the country's blacks still live in states where the 1890 institutions are located; a large percentage of these blacks still reside in rural areas. These factors serve to further dramatize the need for the 1890 colleges and universities and for financial support so they are able to keep abreast of the educational needs of their clientele.

Resident Instruction in the 1890 Institutions

During the "separate-but-equal" era, historically black colleges were the prime avenues of access to a higher education for black Americans. Since the Brown decision of 1954, blacks have gained wide access to post-secondary education. But this change by no means lessens the impact nor importance of the role historically black colleges play in assuring universal access to higher education. In particular, these colleges cater to low-income and disadvantaged minority students, a sector of the population that many predominately white universities are ill-equipped to serve. The historically black colleges, such as the 1890 institutions, thus stand as insurance against present barriers which would prevent many blacks from obtaining a college education.

Historically, the 1890 institutions have assisted economically and socially disadvantaged youth in obtaining degrees that would prepare them to accept professional responsibilities. The character of the 1890 clientele, then, creates an additional challenge for these institutions.

Enrollment in the 1890 colleges' agricultural courses have declined precipitously over the past two decades. Far fewer highly motivated students have been attracted to agricultural programs. Poor counseling has steered many students away from this discipline. The 1890 institutions which have struggled for years to raise their standards have been offered the low-achievers as students. This decline has created problems with respect to minority recruitment efforts not only for the 1890 colleges but also for USDA and other public and private agricultural establishments.

To reverse these declines in enrollment there is a need for agriculture career awareness programs for junior and senior high school students with special emphasis on recruitments and placement programs which would attract

minority students into traditional agricultural college curricula and establish them in agricultural professions.

The 1890 institutions play an important role in the higher education of blacks. These institutions, along with other historically black colleges and universities, remain a major avenue for Southern blacks to obtain college educations and gain entry into professional jobs. Of the 470,000 blacks enrolled in college in 1970, 36 percent attended predominantly black institutions. More than one-third of these attended black land grant institutions.

Research in the 1890 Institutions

For more than 100 years, the Nation's publicly supported agricultural research system has contributed to the efficiency and productivity of American agriculture. This research system has provided new crops, greater soil fertility, genetically improved animals, better marketing systems, and improved rural life while minimizing losses from pests and diseases and adversities of climate and weather. Although information generated through this system is made available to the general public by the research units and the cooperative extension services, most research available to black farmers has come through the 1862 side of the land grant system.

Until the late 1960's, except for Tuskegee Institute, little research had been conducted at the 1890 institutions because of the lack of financial resources for research and because of an historical emphasis on teacher training. From 1937 to 1967, a few 1890 institutions had budget research funds from various public and private sources. Sporadically individual faculty members also secured their own funding for research.

Six 1890 schools have been designated as substations of their respective state experiment stations:

<u>Institution</u>	<u>Date Designated State Agriculture Sub-Station</u>
Tuskegee Institute	1897
Virginia State Univ.	1937
Prairie View A&M Univ.	1947
Alcorn State Univ.	1971
University of Maryland Eastern Shore	1971
Florida A&M Univ.	1973

In 1967, all 1890 institutions began receiving Federal research funds administered by the Cooperative State Research Service (CSRS), USDA, under provisions of Public Law 89-106. Funds were divided among the institutions on the basis of a formula recommended by a committee of the National Academy of Sciences. From 1967 to 1971, they shared \$283,000 annually. This small amount served to stimulate and encourage research at these institutions. In 1972, the total amount of 1890 research funds was increased to \$8,600,000, and Tuskegee Institute was brought into the formula. This level increased to \$13 million in 1977 and thereafter.

Whenever possible, there is some collaboration between research and Extension on special needs, studies, and action programs to achieve the greatest impact. There also is a concentration of resources and efforts between the two services when the magnitude of a problem or urgency dictates it.

Each institution may have several projects going on in the following areas: plant and soil sciences, rural development, natural resources, animal science, and human nutrition. Major research at 1890 institutions has focused on specific areas outlined in table 2.

Table 2. Major Research Focuses at 1890 Institutions

<u>Institutions</u>	<u>High Strength Areas</u>
Alabama A&M University	Crops-Triticale Breeding and Evaluation
Tuskegee Institute	Crops-Sweet Potato Breeding and Evaluation
University of Arkansas Pine Bluff	Limited Resource Farmers
Delaware State College	Natural Resources and Animal Resources
Florida A&M University	Natural Resources - Soils and Entomology
Fort Valley State College	Animals and Limited Resource Farmers
Kentucky State Univ.	Human Nutrition
South University	Limited Resource Farmers and Rural Development
University of Maryland, Eastern Shore	Crops-Soybean Breeding
Alcorn State University	Human Nutrition and Animals
Lincoln University	Human Nutrition
North Carolina A&T State University	Natural Resources and Rural Development
Langston University	Crops-Plant Protection and Cotton Breeding
South Carolina State College	Human Nutrition and Rural Development
Tennessee State Univ.	Limited Resource Farmers and Human Nutrition
Prairie View A&M Univ.	Limited Resource Farmers
Virginia State College	Limited Resource Farmers and Crops

Extension Programs at the 1890 Institutions

Extension programs are conducted cooperatively by the State land grant universities, the U.S. Department of Agriculture, and county governments with financing by all three levels of government.

Extension's objectives are to disseminate practical information on agriculture, home economics, and related subjects, and to encourage its application by people to improve their farms, home, communities, and levels of living. These are educational programs, using out-of-school, informal educational techniques. Citizens participate voluntarily in Extension activities.

The educational techniques used are varied. Emphasis is on demonstration-- working with leaders to help them adopt new ideas and encouraging their neighbors to follow their example. Much use is made of mass media and group activity. Programs involve close cooperation with and assistance to local organizations and groups of many types.

Extension programs are frequently classified in four broad categories:

1. 4-H youth programs directed at young people ages 9-19 years;
2. Agricultural programs directed at farm operators and others engaged in producing, processing, and marketing agricultural products or providing services and supplies;
3. Home economics programs directed at homemakers;
4. Community development programs directed at decision makers for community improvement.

Cooperative Extension work was established in accordance with provisions of the Smith-Lever Act of May 8, 1914, to be an integral part of the then already established State Land-Grant Colleges and the U.S. Department of Agriculture. Although no Federal Funds were to go to the 1890 institutions for extension programs until the 1970s, the Congress in passing the Smith-Lever Act recognized the need of blacks to be served by Cooperative Extension. In order to provide such assistance under the arrangements provided by law and according to the dual system of education and social patterns of the day, there evolved under the direction of each State a dual system of Extension education and program administration in States with both white and black land grant colleges. Maximum local participation, influenced by local customs, traditions, and ideals, greatly influenced the patterns of staffing and program development of States and counties.

For the first time in the history of the 1890 institutions, the 1972 Agricultural Appropriations Act contained \$4 million in Smith-Lever funds for outreach or extension work by the 1890 colleges and Tuskegee Institute. Though funds continued to be administered through the State Director of Extension at the 1862 land grant institutions, the monies were earmarked for the 1890 colleges and day-to-day administration of Extension programs became the responsibility of 1890 administrators. The Food and Agriculture Act of 1977 mandated the appropriation of funds for extension funds directly to the 1890 institutions and established the 1890 extension services as a full partner in the Cooperative Extension system.

The 1977 legislation, while permitting two separate Extension administrative structures requires a single unified program for each State. The law stipulates that the 1862 and 1890 institutions are to jointly develop and mutually agree upon a statewide comprehensive extension program and submit this plan to the USDA for approval.

The 1890 and 1862 institutions of each state operate under two Memoranda of Understanding. One with the U.S. Department of Agriculture sets forth the responsibilities of each institution and USDA for the conduct of the Extension program. A second one between the two state land-grant institutions (1890 and 1862) sets forth the arrangements necessary to achieve cooperation and coordination between the institutions for programs, staff and other details. They are necessary for the two (three for Alabama) state institutions to jointly provide citizens within a State with a single Extension program within guidelines of the Smith-Lever Act and the Food and Agriculture Act of 1977.

The Memorandum of Understanding between the State land grant institutions stipulates that they:

- mutually develop a single comprehensive program of Extension work for the state with division of responsibilities and areas of cooperation.
- mutually plan joint programs at the county, district, and State level.
- plan interaction between the 1862 Director of Extension and 1890 Administrator of Extension to see that annual plans of work are carried out.
- develop organizational structures at all levels that promote unified programs and discourage fragmentation and duplication of programs.

Congressional language accompanying the initial 1972 appropriation suggested that 1890 extension programs provide educational assistance to previously unreached audiences with emphasis on limited resource individuals, families and communities. Today the 1890 program mission continues to comply with these guidelines.

The 1890 component of the State Extension program combined with that of the 1862 institution strengthens the total outreach of Extension programs in the state and bridges existing gaps in Extension programming for different client groups.

Some specific goals and objectives of 1890 Extension programs are to:

- help enrich the lives of previously unreached clientele, particularly those with limited resources.
- assist small and part-time farmers and urban gardeners to increase their incomes and improve their levels of living through adoption of improved production, conservation, and marketing practices.
- help families improve their diets and health.

- assist homemakers in improving quality of home and family life.
- help improve personal, citizenship, and leadership skills of youth who have not previously benefited from Extension's traditional youth programs.
- help adults develop knowledge, skills, and attitudes needed to make the most of their community resources.
- utilize the rapport and unique resources that the 1890 land grant institutions have developed to initiate projects and programs that better meet the needs of the limited resource clientele.

Generally, the Cooperative Extension system has owed its strength to, in addition to the strong ties to the state and federal research agencies, the tripartite funding from all three levels of government: federal, state and county. Extension programs at the 1890 institutions are still heavily dependent on federal funds, Table 3.

Table 3. 1890 Cooperative Extension Funding From FY 1978-83

Fiscal Year	Federal Percentage	State Percentage	County Percentage	Private/Non-Tax Percentage	Total
78	98.9	0.2	0.03	0.08	\$ 8,263,683
79	97.1	0.9	1.00	1.00	9,998,528
80	96.2	0.9	1.80	1.20	10,425,923
81	94.7	2.2	1.90	1.20	11,397,888
82	95.0	2.8	1.60	0.40	12,335,782
83	96.0	2.7	1.30	0.00	16,238,439

General Observations

Because of the economic and social characteristics of 1890 clientele, both on and off campus, 1890 colleges and universities not only face unique problems but are in a position to afford unique opportunities to the economically and socially deprived in the United States. In the case of resident instruction, for many of the students at 1890 colleges, attending college is not a question of which college to attend but whether to attend college.

In research and extension programs, these institutions face the dual challenge of conducting research and designing technology transfer (extension) programs to fit problems frequently not addressed by larger colleges and universities, and also in "packaging" the research and educational material in a form which is understandable and acceptable to resource-deprived clientele.

Since these institutions have concentrated on serving the economically and socially deprived, it is not surprising that they have developed a considerable comparative advantage over the larger, more affluent 1862 colleges and universities in serving this segment of U.S. society. Since the majority of black farmers fall into this group it is deemed highly appropriate that USDA agencies develop stronger ties with the black land grant system in improving services to a clientele for which both have responsibilities.

VI. OTHER PROGRAMS

This chapter points out some of the programs which are available to small and minority farmers through other (non-USDA) federal agencies. The programs are briefly described by agency so as to give the reader an idea of the number and types of such programs in existence.

Included in this chapter is information concerning state-sponsored programs and initiatives (of selected states) which are or may be beneficial to small and minority farmers. Some of the initiatives do have a direct bearing on small and minority farming issues.

Other Federal (Non-USDA) Programs

1. Farm Credit Administration

The Farm Credit Administration is responsible for the supervision, examination and coordination of the borrower-owned banks and associations that comprise the Cooperative Farm Credit System. These institutions are the federal land banks which make long-term loans on farm or rural real estate through local federal land bank associations; the Federal intermediate credit banks which provide short and intermediate term loan funds to production credit associations and other institutions financing farmers, ranchers, rural homeowners, owners of farm-related businesses, and commercial fishermen; and the banks for cooperatives which makes loans of all kinds to agricultural and aquatics cooperatives. The loan funds provided borrowers by these institutions are obtained primarily through the sale of securities to investors in the Nation's capital markets.

Institutions and associations which comprise the Cooperative Farm Credit System are not of the lender-of-last resort type. Money is loaned at competitive interest rates.

Loan Programs

Total loan amounts for 1983 are not yet available. Dollar amount of loans provided by the Cooperative Farm Credit System for calendar year 1982, totaled \$65,983,000; 000.

2. Small Business Administration

The purposes of the Small Business Administration (SBA) are to aid, counsel, assist and protect the interests of small businesses; ensure that small business concerns receive a fair proportion of government purchases, contracts, and subcontracts, as well as of the sales of government property; make loans to small business concerns, state and local development companies, and victims of floods or other catastrophes, or of certain types of economic injury; license, regulate, and make loans to small business investment companies; improve the management skills of small business owners, potential owners, and managers; conduct studies of the economic environment; and guarantee surety bonds for small contractors.

Disaster Loan Program

Until fiscal year 1981, SBA's Disaster Loan Program provided loans to farmers who were victims of floods and other catastrophes. The assistance to farmers was discontinued because of perceived duplications of loans made by USDA's FmHA. In the 5 years preceding discontinuation of farmer loans, SBA had loaned \$2.5 billion to farmers.

3. Minority Business Development Agency

The Minority Business Development Agency (MBDA), formerly the Office of Minority Business Enterprise, is a part of the Department of Commerce. Its purpose is to develop and coordinate a national program for minority business enterprise. The agency provides technical and management assistance to minority firms on request, primarily through a network of local business development organizations funded by the agency.

Rural Assistance Program

Since September 1982, MBDA has offered, through its Rural Assistance Program, technical and management assistance to rural minority businesses (including farm operations which qualify as businesses) in the following 10 Southern states: Alabama, Georgia, Mississippi, North Carolina, South Carolina, Louisiana, New Mexico, Texas, Arkansas, California. Results of the program are not yet available from MBDA Headquarters.

4. Department of Interior

The Department of Interior currently administers four programs which either by themselves or with assistance from USDA agencies may benefit small and minority farmers.

Mineral Privileges Program

Through its Mineral Privileges Program the Department of Interior offers assistance via the use of property, facilities and equipment to allow domestic livestock grazing on public lands through permits and leases. The program is administered by the Bureau of Lands Management. In fiscal year 1981, the program provided approximately 11.1 million animal unit months of forage.

Animal Damage Control Program

The U.S. Fish and Wildlife Service administers an Animal Damage Control Program to reduce damage caused by wildlife (birds and mammals) to livestock and crops, and to reduce threats to human health and safety. Assistance takes the form of specialized services, advisory services and counseling, dissemination of technical information, and training.

Farm Fish Pond Management Program

Also administered by the Fish and Wildlife Service is the Farm Fish Ponds Management Program. The objectives of this program are to (1) serve as impetus to farm pond construction and water conservation, and (2) supply high protein

food. Assistance comes in the form of sale, exchange, or donations of property and goods (such as supplying fish to stock new or reclaimed farm and ranch ponds).

Environmental Contaminant Evaluation Program

The Environmental Contaminant Evaluation Program, also administered by the Fish and Wildlife Service, provides advisory services and counseling, technical information, and training to individuals, State and local governments and the pesticide industry. The purpose of the program is to promulgate information and provide technical assistance on environmental contaminants containing pesticides.

5. Tennessee Valley Authority

The Tennessee Valley Authority (TVA) is a Government-owned corporation that conducts a unified program of resource development for the advancement of economic growth in the Tennessee Valley region. The Authority's program of activities includes flood control, navigation development, electric power production, fertilizer development, recreation improvement, and forestry and wildlife development. While its power program is financially self-supporting, other programs are financed primarily by appropriations from Congress.

TVA agricultural programs, including those below, are normally carried out through an interagency approach in which TVA works closely with Extension Service staffs of land grant institutions, ASCS, SCS and other agencies.

National Fertilizer Development Program

Farmers, land-grant colleges and fertilizer industry firms are eligible to participate in the Tennessee Valley Authority's National Fertilizer Development Program. The purpose of the program is to develop improved, cheaper fertilizer products and processes and to improve U.S. agriculture. Assistance is provided through: the sale, exchange or donation of property and goods; the use of property, facilities and equipment; advisory services and counseling; and dissemination of technical information.

Agricultural Resource Development Program

The Valley Agricultural Resource Development Program is available to individuals, organizations, and local governments within the Tennessee Valley. Assistance is provided in the form of advisory services and counseling and technical information for the purpose of promoting the use, conservation and development of the agricultural resources of the Tennessee Valley and related adjoining territory. This includes the development of Tennessee Valley family farms.

Resource Management Farms Program

Under this program TVA helps plan and provide financial assistance for farm demonstrations. The demonstrations range from realigning commercial farms into more profitable operations to simple demonstrations that show the value of certain farming techniques and practices. The farms demonstrate production and management techniques, and more recently have stressed financial management. Certain of these demonstration farms, particularly in West Tennessee where soil erosion is a problem, are devoted to soil conservation techniques. The Resource Management Program is a joint-effort program carried out by TVA and State land-grant institutions whose extension service staffs work directly with cooperating farmers.

State-Sponsored Programs and Initiatives

Most state governments have recognized the need to assist small farmers in their states and many have instituted specific programs, in addition to land-grant extension and research programs, to provide benefits to this group. Programs in the marketing and credit areas have been particularly prominent at the state government level.

According to a 1980 survey^{1/} by the National Governors' Association research staff, most states have become involved in direct farmer-to-consumer marketing in some way, although some are involved to a much greater extent than others. Sixteen states, including Alabama, Florida, Georgia, and Virginia, provide financial assistance to support direct marketing activities. Virtually all states provide technical assistance for these activities.

Almost all southern states provide information to the public about "pick-your-own" operations. In addition, Florida, Georgia, North Carolina, Mississippi, and South Carolina have established state-run farmers' markets.

Several states have tried to make entry into farming easier for beginning farmers. Among the southern states, Arkansas, Georgia, North Carolina, Texas and Virginia offer some type of assistance to beginning farmers. In addition, South Carolina, in 1981, authorized a program to provide direct aid to beginning farmers in acquiring land or in making farm improvements. Funds for this program, however, have not yet been provided. Results of these programs are not available at this time.

A survey of the 14 states most likely to have a larger percentage of black farming operations was conducted by the Task Force to determine the availability of additional state sponsored programs and initiatives of particular relevance to black farmers.

Results of the survey indicate that the states work closely through their state department of agriculture, state extension services, and land-grant universities, with the U.S. Department of Agriculture and other federal agencies, and to varying degrees participate in programs and initiatives generated by these sources. However, for the purposes of this section, only those programs or initiatives which are solely state-sponsored are described.

^{1/} National Governors' Association Center for Policy Research, "Preserving the Family Farm: State Initiatives," Research Notes 6, May 1980.

1. Kentucky

In order to get an idea of what is happening to Kentucky's farmland and what changes are taking place, and to see how minorities and women are involved in farming in the state, Kentucky's Department of Agriculture compiled a Demographic Profile and Characteristics of Farms and Farmers. The profile also included an analysis of foreign land ownership in the U.S. and Kentucky. The compilation was completed this year by Melvin E. Hughes, the Director of the Division of Market Research for the Kentucky Department of Agriculture.

The profile has special significance to the small and minority farmer. It contains sections specifically devoted to black farmers in the state and the decline of farms and land on farms. One of the primary reasons for the compilation was to find out where the people (farmers) are and what their problems are to better determine what types of assistance are needed.

2. Mississippi

The charter of Mississippi's Department of Agriculture and Commerce is primarily regulatory in nature. However the Department has undertaken three initiatives which assist small and part-time farmers (and consequently most black farmers) in the state. The initiatives are mainly advisory in nature, but provide some measure of assistance by the Department's staff.

The Department has, first of all, dedicated one of its officers solely to answering questions and providing advice concerning farming problems. The office staff takes telephone calls or talks in person to any farmer with a question or problem. This advice service is not restricted to small and minority farming operations, but includes larger farming operations as well.

Second, the Department provides small acreage assistance to farmers. In this initiative Department staff help show farm owners or operators what crops could best be grown, what livestock would best be suited to the acreage and what returns could be expected by the farmer.

Third, the Department provides advice and assistance to farmers regarding (1) the production of fruits and vegetables under contract to canneries and (2) the establishment of local farmers markets for sale of fruits and vegetables. Mostly small farmers participate in this program.

3. South Carolina

South Carolina's Department of Agriculture has several initiatives of relevance to the small and minority farmer. One of its staff members, for instance, works solely with limited resource farmers providing advice concerning production and marketing of crops. Other South Carolina initiatives are:

- Direct marketing assistance from the State Marketing Division to the small farmer. This often takes the form of putting the small farmer in touch with grocery store chains that wish to buy the crops.
- Packaging and quality assistance to small farmers. The state recently obtained a consultant to demonstrate (to small farmers) methods to make food more attractive to consumers.
- Advisory services concerning cooperative marketing. The state actively urges small farmers to grow the types of crops needed by cooperatives and to group together to produce the quantity of crops needed by the cooperatives.
- Drip irrigation demonstration. The Governors' Council on Rural Development provided a small farm demonstration project on drip irrigation throughout the state. The purpose of the demonstration project was to introduce drip irrigation techniques to farmers. The project was funded entirely by the State.

4. Virginia

Virginia's Department of Agriculture and Commerce is in the process of setting up a State Teaching Farm on state-owned land. The pilot project is designed to demonstrate farming methods and techniques to small and part-time farmers. The demonstration methods are geared to the operations that could be expected to be carried out by one man, one wife and one youngster during the summer months. Project emphasis is on the production of vegetable crops using hand labor.

The demonstration project is situated on a State Correction Facility site and uses Corrections Facility labor for continuing operations.

Information about the project is publicized through State Farming Advisory Committees.

Because the state has a very large number of small farmers, and because of the interest generated thus far, the state anticipates the establishment of several additional demonstration farms.

VII. OFFICE OF EQUAL OPPORTUNITY

Purpose

The Commission on Civil Rights stated two major concerns related to the operation of the Office of Equal Opportunity (OEO). Outlined in this chapter are the responses and actions taken by OEO which address those concerns and recommendations.

Mission

OEO has the responsibility to ensure that all programs and activities of the U.S. Department of Agriculture are carried out without regard to race, color, national origin, sex, age, religion and handicap, in compliance with federal laws, departmental regulations, and other directives governing the administration and implementation of civil rights.

Responses to Report's Concerns and Recommendations

Summarized below are the major findings of the U.S. Commission on Civil Rights which pertain to OEO operations. Included are the actions taken by OEO to address these concerns.

Implementation of Civil Rights Policies and Regulations

The Commission found that the Department had not fully implemented its existing civil rights policies and regulations, in particular, those dealing with program targets and with civil rights impact analysis. On May 25, 1983, the OEO Director advised all agencies that 1984 program targets would be required. The targets are to be included in agency implementation plans, due not later than September 19, 1983 to the Office of Equal Opportunity.

OEO recently completed agency interviews on data needs assessment and determined that the USDA directive pertaining to civil rights impact analysis should be strengthened. The revised directive will specify categories of actions

for which civil rights impact analysis is required; direct that agency civil rights offices be involved in policy actions review at an early stage; and, establish a clearance process whereby the agency initiating and approving officials will certify that the civil rights implications of all proposed policy actions have been identified and acted on within the decision making process.

Monitor, Set Standards and Develop Civil Rights Guidelines

The second major concern expressed by the Commission was the failure of OEO to monitor, set standards and develop guidelines for agency civil rights enforcement. The areas covered by this concern included administration of the Equal Credit Opportunity Act (ECOA), availability of Limited Resource Loan data, scheduling for complaint investigations and compliance reviews and noncompliance followup for complaint investigations and compliance reviews.

With the exception of the Packers and Stockyards Administration, administration of the ECOA for all major USDA credit programs is vested in the Federal Trade Commission (FTC) by Federal Reserve Board regulations. OEO has had limited contact with FTC but does include ECOA in its compliance reviews. In December 1979, OEO recommended to the Federal Reserve Board that OEO be delegated ECOA enforcement authority for all USDA programs. No response was received from the Board and no further action has been taken.

On May 23, 1983 OEO requested limited resource loan data from FmHA. Currently data is not available. It is projected that within six months the new FmHA management information system will be able to provide such data.

Regarding the scheduling for complaint investigations and compliance reviews, OEO has an internal policy requiring a report to the agency concerned 30 days after a field level compliance has been conducted. There are no specific time standards for agency-conducted reviews; however, once an agency compliance review determines noncompliance or a need for corrective action,

the agency is given 30 days to implement corrective action, as prescribed in the USDA Implementation Plan. The Plan also requires USDA agencies to take and report corrective action where an OEO review determines noncompliance or a need for corrective action.

For ~~complaint~~ investigations, OEO has an internal policy of scheduling investigations within 60 days of receipt of complaint and completing a report of investigation within two weeks after the investigation has been completed. The Implementation Plan requires complaints referred to program agencies for preliminary inquiry must be completed within 30 days. The Plan also gives agencies 30 days to review and where necessary propose corrective action for OEO conducted investigations.

OEO follows up each noncompliance situation. With respect to complaints, OEO, when appropriate, requests further information concerning agency conducted preliminary inquiries. OEO never closes a case until the agency affirms and provides satisfactory evidence that corrective action has been taken.

Since April 1983 USDA has taken numerous steps to strengthen the Department's Civil Rights program and ensure that it is in compliance with all governing directives. The following steps have been taken:

- Appointed a new permanent Director of OEO.
- Reestablished the "Office of Equal Opportunity." The name "Office of Minority Affairs" did not reflect the total role of the Office since it excluded women and handicapped persons.
- Resumed field operations. Four on-site complaint investigations have been conducted by OEO staff in Michigan, Louisiana, Mississippi and Tennessee. Compliance reviews have been conducted in rural rental housing programs in six states. Compliance reviews of food programs have been completed in New Jersey, Delaware, West Virginia, Colorado, Iowa, and South Dakota. A followup review of the Virginia Cooperative Extension Service was conducted in July.

- Completed an assessment of agency data needs. Program evaluations and the Annual Report will resume in FY 1984.
- Issued instructions on July 25, 1983 to agencies for preparation of the Implementation Plan, as required by the Department of Justice, for resumption of program data collection, evaluation and program targeting.
- Conducted briefings on OEO programmatic operations with the Secretary, Assistant Secretary for Administration and Management Council. In addition, meetings are being held with agency heads and civil rights directors to outline the Secretary's civil rights goals.
- Held discussions and conferences with staffs of EEOC, Department of Justice and the Civil Rights Commission.

Projected Activities

The Office of Equal Opportunity will continue to enforce all Federal civil rights laws and policies and provide leadership, guidance and direction to the USDA civil rights enforcement program.

As this responsibility dictates the Office will maintain its enforcement role and undertake the following related activities:

- Conduct independent field complaint investigations and compliance reviews at the departmental and agency levels as the need dictates, commensurate with available resources.
- Provide improved coordination of agency civil rights enforcement activities through review and approval of agency Implementation Plans, with specific focus on program targets.
- Work aggressively to increase minority and women employment in key program decision making positions at the local levels and to increase the participation of minority and women representation on

boards and committees serving as adjuncts to USDA assisted programs at the local levels to more closely reflect the diversity of the community.

- Increase technical assistance to agencies through training programs on civil rights enforcement procedures.
- Strengthen civil rights impact analysis procedures to include (a) increased categories of actions covered; (b) involvement of agency civil rights offices in agency policy review at an early stage and (c) a clearance process whereby signatory authorities will know that civil rights impact analysis has been complete.
- Initiate actions to develop an automated civil rights management information system to include (a) employment; (b) program eligibility and participation; (c) complaint investigation workflow and (d) compliance review and reporting formats.

In addition to the above, OEO has assumed and will maintain an active role in the administration of the numerous civil rights program functions embodied in USDA activities.

VIII. SUMMARY AND RECOMMENDATIONS

The economic, social and technological changes of the last 50 years caused a decline in farm numbers in the United States. These changes had the greatest impact on ~~those~~ farms with a shallow economic base which could not compete with the attraction of the cities, could not afford the conversion to mechanization, and could not provide an adequate livelihood for its families. The majority of black operated farms were in this group.

Nearly three-fifths of all black operated farms sell less than \$2,500 of products annually and are basically part-time or retirement enterprises. Over half of the 92 percent of black farmers who sell less than \$20,000 in products report farming as their principal occupation. Even with the best of profit margins, it is difficult to make an adequate family income with less than \$20,000 of gross farm income.

More than half of all black farm operators were 55 years of age or older in 1978; nearly 30 percent over 65. Less than 8 percent were under 35 years of age. By contrast, among white farmers, the number under 35 years fully equalled the number 65 and over. Unless conditions arise or are created that persuade more black young people to enter farming, the problem of declining black farm operators is likely to continue in spite of the efforts of the U.S. Department of Agriculture, the U.S. Civil Rights Commission or any other federal agency.

The Department's Task Force has examined the concerns raised in the Civil Rights Commission's report and has made a strong effort to delineate USDA's role with respect to the decline of black farm operator numbers. We acknowledge the temporary difficulties in departmental civil rights enforcement procedures but can assure the Commission and the public that these difficulties have been addressed, that enforcement procedures are in place and are being refined for improved effectiveness internally and in program delivery oversight.

Removal of any policies and practices of the Department which interfere with free access of black farmers to programs of the Department of Agriculture is certainly a vital concern to us and a high priority of the Secretary of Agriculture.

Special problems related to the participation of black farmers in USDA programs appear to fall into three main categories:

1. Lack of awareness and understanding of USDA agency programs.
2. Limited farm and financial management ability.
3. Failure to do estate planning (primarily failure to transfer property by will).

Addressing these problems involves both education and outreach. Because the 1890 colleges and universities have adopted the black farmer as a part of their special clientele, and because of the unique relationship of the Department and the 1890 institutions as partners in the black land grant system, these historically black colleges have a critical role in performing these educational and outreach functions.

The following specific recommendations for action are divided into three broad groups according to their scope:

1. Farmers Home Administration actions
2. Department-wide actions
3. The 1890 Institution actions

Farmers Home Administration Actions

1. Issue: Generally, black farmers' operations are suffering due to their lack of knowledge and skills in farm management, including knowledge of farm and financial management practices and marketing strategies.

Recommendation: FmHA should work closely with the Extension Service and the 1890 colleges and universities to provide needed intensive management assistance to black farmers who are FmHA borrowers.

Since FmHA has entered into an agreement with the Extension Service to help provide training in the use of Coordinated Financial Statements for Agriculture (CSFA) to FmHA farm loan borrowers, it is recommended that FmHA amend its agreement with the Extension Service to include special attention to the management needs of black farmers. Likewise, FmHA should enter into similar agreements with the 1890 institutions to help provide specialized management assistance to black farmers in their geographic areas.

2. Issue: The Commission's report expressed concern regarding the decrease of black representation of FmHA county committees that took place between 1979 and 1980. The report explains that the committees determine the eligibility of individual applicants and the limits of credit to be extended, and goes on to state that "the decline of black representation on FmHA county committees may affect adversely the services which FmHA provides to Blacks."

Recommendation: FmHA should take all reasonable steps to continue working toward county committee representations which reflect the racial diversity of the population in counties it serves. As noted in this report, black representation on county committees has, in fact, increased noticeably over the period since 1980.

3. Issue: It is a basic part of FmHA's mission to assist farm borrowers with the development and implementation of long-time farm and home plans and to provide intensive supervision to enable borrowers to carry out their planned operations. FmHA's farm and non-farm loan caseload has steadily increased over the past 20 years to the extent that the special management assistance needs of black farmers cannot be adequately met by existing FmHA staff. It is incumbent upon FmHA to assure that those advisory services that are especially critical for black farmers are provided.

Recommendation: FmHA should contract with the 1890 colleges and universities and, where needed, with the 1862 land grant colleges and universities and other sources to provide special, intensive management assistance to help black farm borrowers to both adequately plan their farming operations and to carry out their planned operations on a sound basis.

4. Issue: As noted in this report, the Commission cited several concerns regarding FmHA's administration of agricultural credit programs. A more detailed discussion of these concerns is provided in Chapter III. Briefly, the Commission cites concerns related to farm credit operations which may contribute to an inadequate delivery of assistance to resource-deficient farmers. Under this general category, issue concerns centered on the application of credit elsewhere tests, definition specificity of limited resource applicants and borrowers, and the collection of data relative to minority participation in loan programs.

Chapter III also contains FmHA's responses and initiatives which address the Commission's specific concerns under this general category. The recommendations below address the issue from a broader or more generic perspective.

Recommendations:

- a. FmHA should continue to use all authorities available to assist resource-deficient black farmers to meet their credit needs through FmHA programs.
- b. FmHA currently assesses the effectiveness of farmer program loan servicing and administration through assessment reviews for various states throughout each fiscal year. These reviews provide a ready mechanism for identifying problems relevant to loan program administration.

FmHA should consider identifying its assessment review efforts to give particular emphasis to the adequacy of the administration of loans to resource deficient eligibles.

c. To date, FmHA has taken several actions and developed various improvements with respect to the Commission's concerns regarding credit program administration. We recommend that FmHA continue those actions and improvements. FmHA's outreach and assistance efforts are particularly laudable and should be given all possible emphasis.

5. Issue: FmHA does not collect data by race and by county on all of its farm loanmaking and servicing activities. Therefore, it is impossible to determine from available reports the level of black participation in all FmHA's farm loan programs.

Recommendation: FmHA should expand its data base to capture essential information on all FmHA farm loanmaking and servicing activities by race and on a county by county basis. From such data, reports should be generated periodically on the level of black and other minority participation in FmHA's farm and loanmaking and servicing activities.

6. Issue: The Commission's report contains a critical discussion of the administration of credit elsewhere tests. The report asserts that nonqualification for such alternative credit may be self-certified by applicants or based on the judgment of the county supervisor; that the decision to require documentation is discretionary and prone to influence by subjective factors, such as personal relationships and status in the community; and that other oversight agencies have found instances where the tests were not applied by FmHA and have concluded that many FmHA borrowers could have found sources of credit other than FmHA.

Recommendation: FmHA should monitor the thoroughness and effectiveness of credit elsewhere testing as carried out by county offices. It is recommended that special emphasis be given to credit elsewhere tests during program assessment reviews carried out by FmHA headquarters. The emphasis should be a prime consideration during the assessment review process.

Departmentwide Actions

1. Issue: Individual agencies of USDA, particularly the Soil Conservation Service, have developed extremely effective outreach programs which have resulted in increased minority participation in agency programs. Extension Service and CSRS have direct working relationships with the Black Land Grant University system. Other agencies such as ERS and FmHA have already or are considering joint programs with these institutions which have a special responsibility to serve limited resource black clientele. However, these USDA agency efforts have generally lacked coordination and focus on any long-range goal of increasing black farmer participation in agency programs.

Recommendation: A Departmentwide program should be developed and implemented to provide coordination and focus to individual agency efforts to assist black farmers. The active commitment of the USDA is, however, essential (a) for such an effort to be viewed as sincere and (b) for it to visibly improve assistance to black farmers.

The National Food and Agricultural Council (NFAC) should be used as a vehicle to develop and implement this program using the Soil Conservation Service outreach program as a model approach.

The FACs in every state where there is a high concentration of black farm operators should be required to develop plans and report accomplishments to the NFAC.

2. Issue: Farming and other agricultural occupations have a very poor image among black youth. This image is reinforced both by a lack of role models and by information these youth receive from their career counselors, as well as the media. A recent national magazine article grouped agriculture with basket-weaving as courses for sub-standard students. Each summer there are newspaper stories of agricultural jobs going unfilled in areas of high unemployment among black youth. Census data also verifies the small number of young blacks going into farming.

Recommendation: The "Agriculture in the Classroom" program should be used as a vehicle to create a more favorable image of farming and other agricultural careers for black youth. Invite black interest groups to join with existing sponsors of the "Agriculture in the Classroom" program to develop special materials to supplement the USDA publication, "People on the Farm: Black Families."

Concentrate on informing and improving the image of agriculture employment on the part of career counselors and teachers. Encourage Extension 4-H career development programs, particularly those carried out through the black land grant institutions, to emphasize careers in agriculture.

3. Issue: Most black farmers are located in the South and farm small acreages, with limited production of marketable products. Like other small farmers, some have turned to production of intensively cultivated crops, such as fruits and vegetables, to increase their incomes. Much of this production is in isolated, non-traditional production areas. While good markets for fresh fruits and vegetables exist in the large metropolitan areas, there often is no existing market infrastructure through which these small volume producers can gain access to them. They also may have difficulty obtaining specialized production inputs (seed, fertilizer, and equipment). Black farmers may be able to solve these problems through cooperative efforts providing there is sufficient concentration of small farms to make cooperative operations economically viable.

In the late 1960's and early 1970's, the Farmer Cooperative Service (now ACS) provided technical assistance to a number of black farmer groups in an attempt to help them organize economically viable cooperatives.

A high percentage of the cooperatives organized as a result of these early efforts have since failed due to the lack of sufficient volume and to the lack of proper attention to basic cooperative principles and sound business

practices. Any future efforts to organize cooperatives must be based on sound cooperative principles and business practices to ensure they have a reasonable chance of becoming economically viable entities.

Recommendation: The Secretary of Agriculture should direct the Agricultural Cooperative Service in tandem with the Extension Service to intensify efforts to help black farmers gain access to markets for their products.

4. Issue: Many agricultural enterprises and combinations of enterprises are especially suited for small-scale farms: fresh vegetable production in combination with roadside marketing, local farmers' markets or pick-your-own operations; aquaculture; specialty horticulture and livestock operations and others. Little research has been specifically focused on the needs of small black farmers with few exceptions such as the limited small farm research program of ARS and the work of Dr. Booker T. Whatley at Tuskegee Institute. ^{1/}

Recommendation: Department research agencies and cooperating institutions should continue and/or initiate research directed at developing additional enterprises and enterprise combinations suitable for production on small black farms and work closely with extension and other USDA media outlets and private information vendors to promote adoption of such enterprises.

5. Issue: Small-scale black operators apparently use less credit in their farming operations than larger producers and may face special obstacles in acquiring credit. These obstacles may relate to age, resource base, managerial skills, race, lack of knowledge of relevant programs, or other factors. In the case of some black operators--older, semi-retired farmers, for example--farm-related credit may not be desirable or appropriate. The credit needs of small-scale black operators and the credit barriers confronting such operators are not fully known.

^{1/}See Appendix 21 for news releases describing Dr. Whatley's research.

Recommendation: The Secretary should direct ERS to study the special problems of financing small farm agriculture with emphasis on black farmers.

1890 Institution Initiatives

1. Issue: Existing procedures for the awarding of competitive research grants by the USDA make it extremely difficult for 1890 institutions to qualify. Proposals from 1890 colleges and universities are at a disadvantage because of the lack of knowledge on the part of review panels about the unique features of the 1890 institutions.

Recommendation: Special categories of research should be developed in areas which address special problems of resource deficient farmers, including black farmers. Assure that reviewers of research proposals are familiar with the special circumstances and strengths of the 1890 institutions.

2. Issue: The comparatively recent history of Federal funding for 1890 research and extension programs in combination with a traditional concentration on teaching and the loss of promising researchers to larger institutions has left many 1890 institutions in a poor competitive position to carry out broad programs of agricultural research and extension. In spite of these handicaps, some 1890 institutions have developed strong research and extension reputations in certain key agricultural areas, including some of those relating to black farm concerns. The USDA, in keeping with its role as a partner in the black land grant system, is in a position to work with the 1890 institutions to enhance their staff research capabilities.

Recommendation: The USDA can undertake several measures to aid in strengthening 1890 research and extension staffs within existing authorities:

- Institute more effective uses of the Intergovernmental Personnel Act (IPA) mobility program in both directions--from USDA to the 1890's and from the 1890 institutions to USDA for long and short term assignments. Initial emphasis on the part of USDA personnel

should be to enhance their understanding of 1890 institutions, their programs, and capabilities.

- IPA personnel from the 1890 colleges could function as liaisons between USDA agencies and their institutions. These liaisons could be important in eliminating barriers to increased cooperation between 1890 institutions and USDA agencies.
- The Department should encourage the exchange of personnel between 1890 and 1862 institutions as well as between private agricultural industry and the 1890 institutions.
- Agencies of the Department should be expected to devote more resources to the development of project proposals, project design and review when contracting with 1890 institutions for research. Too often in the past this procedure has been seen as a means of getting additional funds to the 1890's and thus "helping" them. Not enough thought has been given to the product expected or to strengthening 1890 staff capabilities.
- Liaison with the Science and Education agencies--CSRS, ES, ARS, and the NAL--are especially important since it is here that the traditional partnership is most in evidence.
- Since role models and financial assistance are so important for black youth, USDA agencies should be encouraged to participate, to the greatest practical degree, in programs which provide both financial assistance and practical job experience in agricultural professions. Some of these include the Office of Personnel Management's Summer Intern Program, the Cooperative Education Program and the Minority Apprenticeship Program.

3. Issue: There is general agreement on a number of the special problems of small black farmers. The 1890 colleges and universities have adopted this group as a special clientele and a number of the 1890's have developed special research and extension programs for their benefit.

Recommendation: USDA agencies should be encouraged to enter into additional contractual agreements with 1890 institutions for research and outreach work on these special problems.

4. Issue: Many of both the 1890 and 1862 extension services have specially targeted intensive programs of assistance to resource deficient farmers in their state or service area. Many of these programs have, in fact, piloted the use of paraprofessional aides to work intensively with 25 to 50 resource deficient farmers under the supervision of an extension agent.

Recommendation: The Secretary should direct the Extension Service to carefully review State Extension Plans of Work to see that adequate attention and resources are devoted to the special problems of black farmers.

APPENDIX TABLE 1. NUMBER OF BLACKS ON FmHA COUNTY COMMITTEES AND NUMBER OF OPERATING AND FARM OWNERSHIP LOANS MADE TO BLACK FARMERS, FY 1979-FY 1982

STATE	FY 1979			FY 1980			FY 1981			FY 1982		
	No. Blacks on Committee	No. OL Loans	No. FO Loans	No. Blacks on Committee	No. OL Loans	No. FO Loans	No. Blacks on Committee	No. OL Loans	No. FO Loans	No. Blacks on Committee	No. OL Loans	No. FO Loans
AL	37	120	37	19	166	37	47	100	17	41	89	6
FL	14	60	7	10	55	3	4	26	4	9	47	3
GA	61	88	13	24	91	11	44	81	16	38	92	7
MS	48	498	79	21	534	101	56	308	30	45	281	28
NC	47	495	47	31	341	38	34	297	33	27	322	21
SC	27	254	24	19	240	20	39	115	11	33	227	16
TN	33	93	19	2	87	33	9	69	13	14	127	7
TX	33	74	5	18	54	10	21	50	6	58	47	2
VA	49	187	36	29	117	23	44	51	10	32	96	7
TOTAL, 9 STATES	349	1869	267	173	1685	276	298	1097	140	297	1328	97

Appendix Table 2.

OPERATING FmHA LOANS - 1978

OPERATING - 1978

	1		2		3		4		5		6		7		8		9		10	
	NUMBER OF FARMS		NUMBER OF LOANS		PERCENT		AVERAGE LOAN AMOUNT		AVERAGE FARM SIZE IN ACRES		AMOUNT PER ACRE		AVERAGE VALUE OF LAND AND BUILDINGS		PERCENT OF LOAN TO VALUE		AVERAGE MARKET VALUE OF AGRICULTURAL PRODUCTS SOLD		PERCENT OF LOAN TO SALES	
STATES	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK
ALABAMA	52589	4791	1106	159	2.1	3.3	\$13786	\$6252	211	86	\$ 65	\$ 73	140329	65177	19.8	9.6	29443	4914	46.8	127.2
ARKANSAS	56543	2067	1615	471	2.9	22.8	12909	6699	271	94	48	71	210993	43395	16.1	15.4	44133	21375	129.3	31.3
DELAWARE	3537	60	83	4	2.3	6.7	14916	2250	190	66	78	34	N/A							
FLORIDA	41540	2307	750	145	1.8	6.3	17432	10655	316	65	55	164	373042	75858	14.7	14.0	72480	9755	124.1	109.2
GEORGIA	54503	4485	1064	116	2.0	2.6	18826	10698	247	85	76	126	197332	64667	19.5	16.5	43619	7617	143.2	140.4
KENTUCKY	108736	1092	1603	21	1.5	1.9	10631	7238	137	76	78	95	120264	86167	18.8	8.4	16942	14259	162.7	50.8
LOUISIANA	35479	3296	2393	599	6.7	18.2	17465	7766	264	69	66	113	270697	87016	16.5	8.9	34066	6170	151.3	125.9
MARYLAND	17718	953	314	35	1.8	3.7	14357	8571	150	51	96	168	284515	129223	15.0	6.6	44886	32946	132.0	26.0
MISSISSIPPI	45271	8817	1838	328	4.1	3.7	16054	6716	291	77	55	87	207610	57277	17.7	11.7	36788	3514	143.6	191.1
NORTH CAROLINA	80039	7680	2485	611	3.1	8.0	13298	7277	135	55	99	132	150806	59564	18.8	12.2	35930	12131	137.0	60.0
OKLAHOMA	76349	851	1602	36	2.1	4.2	16169	6417	441	158	37	41	231480	93347	17.0	6.9	30656	6637	152.7	96.7
SOUTH CAROLINA	26923	6451	654	381	2.4	5.9	14859	5635	222	50	67	113	181578	50101	18.2	11.2	30851	5719	148.2	98.5
TENNESSEE	94250	2405	850	104	.9	4.3	12818	7779	138	74	93	105	120336	72689	10.7	10.7	14592	6670	187.8	116.6
TEXAS	186797	5420	4058	73	2.2	1.3	18844	10877	728	118	26	92	286021	89111	16.6	12.2	44213	4190	142.6	259.6
VIRGINIA	52853	3895	647	171	1.2	4.4	14612	9140	182	85	80	108	176367	78743	18.3	11.6	23948	9550	161.0	95.7
WEST VIRGINIA	20441	46	429	1	2.1	2.2	7683	6000	189	152	41	39	N/A							
SOUTH	953568	54616	21491	3255	2.2	6.0	\$15451	\$7449	308	77	\$ 50	\$ 97	191680	69294	18.0	11.0	32467	6965	148.0	107.0

SOURCE: 1. U.S. DEPARTMENT OF AGRICULTURE, FARMERS HOME ADMINISTRATION, COMPUTER DATA ENTITLED "DISTRIBUTION OF LOANS MADE BY SIX SPECIFIED TYPES BY RACE AND ETHNIC GROUP," REPORT CODE 691 (FISCAL YEAR 1978)

2. U.S. DEPARTMENT OF COMMERCE, BUREAU OF THE CENSUS, "1978 CENSUS OF AGRICULTURE"

Appendix Table 3.

OPERATING FmHA LOANS - 1979

	1		2		3		4		5		6		7		8		9		10	
STATES	NUMBER OF FARMS		NUMBER OF LOANS		PERCENT		AVERAGE LOAN AMOUNT		AVERAGE FARM SIZE IN ACRES		AMOUNT PER ACRE		AVERAGE VALUE OF LAND AND BUILDINGS		PERCENT OF LOAN TO VALUE		AVERAGE MARKET VALUE OF AGRICULTURAL PRODUCTS SOLD		PERCENT OF LOAN TO SALES	
	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK
ALABAMA	52589	- 4791	839	- 120	1.6	- 2.5	\$20184	- \$9933	211	- 86	\$ 96	- \$104	140329	- 65177	14.4-13.7		29443	- 4914	168.6	- 181.8
ARKANSAS	56543	- 2067	1203	- 177	2.1	- 8.6	18318	- 7186	271	- 94	68	- 76	210993	- 43395	8.7-16.6		44133	- 21375	41.5	- 33.6
DELAWARE	3537	- 60	56	- 2	1.6	- 3.3	21982	- 12500	190	- 66	116	- 189	N/A							
FLORIDA	41540	- 2307	557	- 60	1.3	- 2.6	25815	- 12433	316	- 65	82	- 191	373042	- 75858	6.9-16.4		72480	- 9755	135.6	- 127.5
GEORGIA	54503	- 4485	934	- 88	1.7	- 2.0	29637	- 17841	247	- 85	120	- 210	197332	- 64667	15.0-27.6		43619	- 7617	167.9	- 234.2
KENTUCKY	108736	- 1092	1359	- 35	1.2	- 3.2	16509	- 8314	137	- 76	121	- 109	120264	- 86167	13.7- 9.6		16942	- 14259	197.4	- 58.3
LOUISIANA	35479	- 3296	1595	- 470	4.5	- 14.3	24977	- 9002	264	- 69	95	- 130	270697	- 87016	9.2-10.3		34066	- 6170	173.3	- 145.9
MARYLAND	17718	- 953	294	- 22	1.7	- 2.3	21680	- 10636	150	- 51	145	- 209	284515	- 129223	7.6- 8.2		44886	- 32946	148.3	- 32.3
MISSISSIPPI	45271	- 8817	1087	- 498	2.4	- 5.6	23182	- 6265	291	- 77	80	- 81	207610	- 57277	11.2-10.9		36788	- 3514	163.0	- 178.3
NORTH CAROLINA	80039	- 7680	2195	- 495	2.7	- 6.4	17678	- 9675	135	- 55	131	- 176	150806	- 59564	11.7-16.2		35930	- 12131	149.2	- 79.8
OKLAHOMA	76349	- 851	1052	- 18	1.4	- 2.1	27227	- 16833	441	- 158	62	- 107	231480	- 93347	11.8-18.0		30656	- 6637	188.8	- 253.6
SOUTH CAROLINA	26923	- 6451	644	- 254	2.4	- 3.9	23700	- 7689	222	- 50	107	- 154	181578	- 50101	11.3-15.3		30851	- 5719	176.8	- 134.4
TENNESSEE	94250	- 2405	829	- 93	.9	- 3.9	19998	- 9914	138	- 74	145	- 134	120336	- 72689	16.6-13.6		14592	- 6670	137.0	- 148.6
TEXAS	186797	- 5420	2410	- 74	1.3	- 1.4	28773	- 14851	728	- 118	40	- 126	286021	- 89111	10.1-16.7		44213	- 4190	165.1	- 354.4
VIRGINIA	52853	- 3895	654	- 187	1.2	- 4.8	20433	- 12289	182	- 85	112	- 145	176367	- 78743	11.6-15.6		23948	- 9550	185.3	- 128.7
WEST VIRGINIA	20441	- 46	486	- 2	2.4	- 4.3	10576	- 4000	189	- 152	56	- 26	N/A							
SOUTH	953568	- 54616	16194	- 2595	1.7	- 4.8	\$22430	- \$9223	308	- 77	\$ 73	- \$120	191680	- 69294	12.0-13.3		32467	- 6965	169.0	- 132.0

SOURCE: 1. U.S. DEPARTMENT OF AGRICULTURE, FARMERS HOME ADMINISTRATION, COMPUTER DATA ENTITLED "DISTRIBUTION OF LOANS MADE BY SIX SPECIFIED TYPES BY RACE AND ETHNIC GROUP," REPORT CODE 691 (FISCAL YEAR 1978)

2. U.S. DEPARTMENT OF COMMERCE, BUREAU OF THE CENSUS, "1978 CENSUS OF AGRICULTURE"

Appendix Table 4.

FmHA OPERATING LOANS - 1980

OPERATING - 1980																					
		1		2		3		4		5		6		7		8		9		10	
STATES	NUMBER OF FARMS		NUMBER OF LOANS		PERCENT		AVERAGE LOAN AMOUNT		AVERAGE FARM SIZE IN ACRES		AMOUNT PER ACRE		AVERAGE VALUE OF LAND AND BUILDINGS		PERCENT OF LOAN TO VALUE		AVERAGE MARKET VALUE OF AGRICULTURAL PRODUCTS SOLD		PERCENT OF LOAN TO SALES		
	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	
ALABAMA	52589	- 4791	774	- 166	1.5	- 3.5	\$24854	-\$12645	211	- 86	\$118	- \$147	140329	- 65177	18	- 10	29443	- 4914	84	- 257	
ARKANSAS	56543	- 2067	801	- 201	1.4	- 9.7	27866	- 8970	271	- 94	103	- 95	210993	- 43395	13	- 21	44133	- 21375	63	- 42	
DELAWARE	3537	- 60	---	- --	---	- --	17847	- --	190	- 66	---	- --	N/A	---	---	---	---	---	---	---	
FLORIDA	41540	- 2307	412	- 55	1.0	- 2.4	29760	- 18636	316	- 65	94	- 287	373042	- 75858	8	- 25	72480	- 9755	41	- 191	
GEORGIA	54503	- 4485	716	- 91	1.3	- 2.0	38687	- 22033	247	- 85	157	- 259	197332	- 64667	20	- 34	43619	- 7617	84	- 289	
KENTUCKY	108736	- 1092	1079	- 22	1.0	- 2.0	20446	- 8591	137	- 76	149	- 113	120264	- 86167	17	- 10	16942	- 14259	121	- 60	
LOUISIANA	35479	- 3296	1135	- 443	3.2	- 13.4	30586	- 11702	264	- 69	116	- 170	270697	- 87016	11	- 13	34066	- 6170	90	- 190	
MARYLAND	17718	- 953	200	- 25	1.1	- 2.6	23620	- 16640	150	- 51	157	- 326	284515	- 129223	8	- 13	44886	- 32946	53	- 51	
MISSISSIPPI	45271	- 8817	1024	- 534	2.3	- 6.1	27217	- 7934	291	- 77	94	- 103	207610	- 57277	13	- 14	36788	- 3514	74	- 226	
NORTH CAROLINA	80039	- 7680	1542	- 341	1.9	- 4.4	22518	- 12716	135	- 55	167	- 231	150806	- 59564	15	- 21	35930	- 12131	63	- 105	
OKLAHOMA	76349	- 851	906	- 21	1.2	- 2.5	28774	- 19714	441	- 158	65	- 125	231480	- 93347	12	- 21	30656	- 6637	94	- 297	
SOUTH CAROLINA	26923	- 6451	450	- 240	1.7	- 3.7	30944	- 10592	222	- 50	139	- 212	181578	- 50101	17	- 21	30851	- 5719	100	- 185	
TENNESSEE	94250	- 2405	775	- 87	.8	- 3.6	24954	- 13379	138	- 74	181	- 181	120336	- 72689	21	- 18	14592	- 6670	171	- 201	
TEXAS	186797	- 5420	1997	- 54	1.1	- 1.0	35250	- 19074	728	- 118	48	- 162	286021	- 89111	12	- 21	44213	- 4190	80	- 455	
VIRGINIA	52853	- 3895	583	- 117	1.1	- 3.0	20364	- 14214	182	- 85	112	- 167	176367	- 78743	12	- 18	23948	- 9550	85	- 149	
WEST VIRGINIA	20441	- 46	464	- 5	2.3	- 10.9	13968	- 8000	189	- 152	74	- 53	N/A	---	---	---	---	---	---	---	
SOUTH	953568	- 54616	12917	- 2402	1.4	- 4.4	\$27463	-\$11718	308	- 77	\$ 89	- \$152	191680	- 69294	14	- 17	32467	- 6965	85	- 168	

SOURCE: 1. U.S. DEPARTMENT OF AGRICULTURE, FARMERS HOME ADMINISTRATION, COMPUTER DATA ENTITLED "DISTRIBUTION OF LOANS MADE BY SIX SPECIFIED TYPES BY RACE AND ETHNIC GROUP," REPORT CODE 691 (FISCAL YEAR 1978)

2. U.S. DEPARTMENT OF COMMERCE, BUREAU OF THE CENSUS, "1978 CENSUS OF AGRICULTURE"

Appendix Table 5.

FmHA OPERATING LOANS - 1981

OPERATING - 1981

	1		2		3		4		5		6		7		8		9		10	
STATES	NUMBER OF FARMS		NUMBER OF LOANS		PERCENT		AVERAGE LOAN AMOUNT		AVERAGE FARM SIZE IN ACRES		AMOUNT PER ACRE		AVERAGE VALUE OF LAND AND BUILDINGS		PERCENT OF LOAN TO VALUE		AVERAGE MARKET VALUE OF AGRICULTURAL PRODUCTS SOLD		PERCENT OF LOAN TO SALES	
	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK
ALABAMA	52589	- 4791	649	- 100	1.2	- 2.1	\$27270	-\$13070	211	- 86	\$129	- \$152	140329	- 65177	19	- 20	29443	- 4914	93	- 266
ARKANSAS	56543	- 2067	827	- 46	1.5	- 2.2	26700	- 14522	271	- 94	99	- 154	210993	- 43395	13	- 34	44133	- 21375	61	- 68
DELAWARE	3537	- 60	--	--	--	--	--	--	190	- 66	--	--	N/A	--	--	--	--	--	--	--
FLORIDA	41540	- 2307	324	- 26	.8	- 1.1	35704	- 18000	316	- 65	113	- 277	373042	- 75858	10	- 24	72480	- 9755	49	- 185
GEORGIA	54503	- 4485	706	- 81	1.3	- 1.8	38695	- 25951	247	- 85	157	- 305	197332	- 64667	20	- 40	43619	- 7617	89	- 341
KENTUCKY	108736	- 1092	1005	- 14	.9	- 1.3	19535	- 6500	137	- 76	143	- 86	120264	- 86167	16	- 8	16942	- 14259	115	- 46
LOUISIANA	35479	- 3296	1152	- 448	3.2	- 13.6	32840	- 15223	264	- 69	124	- 221	270697	- 87016	12	- 18	34066	- 6170	96	- 247
MARYLAND	17718	- 953	193	- 23	1.1	- 2.4	24865	- 11696	150	- 51	166	- 229	284515	- 129223	9	- 9	44886	- 32946	55	- 36
MISSISSIPPI	45271	- 8817	1144	- 308	2.5	- 3.5	26307	- 7964	291	- 77	90	- 103	207610	- 57277	13	- 14	36788	- 3514	72	- 227
NORTH CAROLINA	80039	- 7680	1243	- 279	1.6	- 3.6	25123	- 12939	135	- 55	186	- 235	150806	- 59564	17	- 22	35930	- 12131	70	- 107
OKLAHOMA	76349	- 851	797	- 29	1.0	- 3.4	30913	- 11000	441	- 158	70	- 70	231480	- 93347	13	- 12	30656	- 6637	101	- 166
SOUTH CAROLINA	26923	- 6451	384	- 115	1.4	- 1.8	30034	- 12009	222	- 50	135	- 240	181578	- 50101	17	- 24	30851	- 5719	97	- 210
TENNESSEE	94250	- 2405	822	- 69	.9	- 2.9	24393	- 11246	138	- 74	177	- 152	120336	- 72689	20	- 16	14592	- 6670	167	- 169
TEXAS	186797	- 5420	2075	- 50	1.1	- .9	36278	- 16960	728	- 118	50	- 144	286021	- 89111	13	- 19	44213	- 4190	82	- 405
VIRGINIA	52853	- 3895	521	- 51	1.0	- 1.3	19363	- 13627	182	- 85	106	- 160	176367	- 78743	11	- 17	23948	- 9550	81	- 143
WEST VIRGINIA	20441	- 46	532	- 8	2.6	- 17.4	12017	- 4500	189	- 152	64	- 30	N/A	--	--	--	--	--	--	--
SOUTH	953568	- 54616	12419	- 1647	1.3	- 3.0	\$22802	-\$13262	308	- 77	\$ 74	- \$172	191680	- 69294	12	- 19	32467	- 6965	70	- 190

SOURCE: 1. U.S. DEPARTMENT OF AGRICULTURE, FARMERS HOME ADMINISTRATION, COMPUTER DATA ENTITLED "DISTRIBUTION OF LOANS MADE BY SIX SPECIFIED TYPES BY RACE AND ETHNIC GROUP," REPORT CODE 691 (FISCAL YEAR 1978)

2. U.S. DEPARTMENT OF COMMERCE, BUREAU OF THE CENSUS, "1978 CENSUS OF AGRICULTURE"

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Appendix Table 6.

FmHA OPERATING LOANS - 1982

OPERATING - 1982										1		2		3		4		5		6		7		8		9		10	
STATES	NUMBER OF FARMS		NUMBER OF LOANS		PERCENT		AVERAGE LOAN AMOUNT		AVERAGE FARM SIZE IN ACRES		AMOUNT PER ACRE		AVERAGE VALUE OF LAND AND BUILDINGS		PERCENT OF LOAN TO VALUE		AVERAGE MARKET VALUE OF AGRICULTURAL PRODUCTS SOLD		PERCENT OF LOAN TO SALES										
	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK									
ALABAMA	52589	- 4791	620	- 89	1.2	- 1.9	\$27131	- \$13629	211	- 86	\$129	- \$158	140329	- 65177	19	- 21	29443	- 4914	92	- 277									
ARKANSAS	56543	- 2067	1303	- 113	2.3	- 5.5	28050	- 16124	271	- 94	104	- 172	210993	- 43395	13	- 37	44133	- 21375	64	- 75									
DELAWARE	3537	- 60	57	- 1	1.6	- 1.7	30526	- 1000	190	- 66	161	- 15	N/A		—	—	—	—	—	—									
FLORIDA	41540	- 2307	347	- 47	.8	- 2.0	35617	- 23617	316	- 65	113	- 363	373042	- 75858	10	- 31	72480	- 9755	49	- 242									
GEORGIA	54503	- 4485	865	- 92	1.6	- 2.1	37068	- 25565	247	- 85	150	- 301	197332	- 64667	19	- 40	43619	- 7617	85	- 336									
KENTUCKY	108736	- 1092	1752	- 23	1.6	- 2.1	19172	- 11043	137	- 76	140	- 145	120264	- 86167	16	- 13	16942	- 14259	113	- 77									
LOUISIANA	35479	- 3296	1487	- 412	4.2	- 12.5	37069	- 15398	264	- 69	140	- 223	270697	- 87016	14	- 18	34066	- 6170	109	- 250									
MARYLAND	17718	- 953	218	- 28	1.2	- 2.9	26817	- 8036	150	- 51	179	- 158	284515	- 129223	9	- 6	44886	- 32946	60	- 24									
MISSISSIPPI	45271	- 8817	1385	- 281	3.1	- 3.2	30734	- 11320	291	- 77	106	- 147	207610	- 57277	15	- 20	36788	- 3514	84	- 322									
NORTH CAROLINA	80039	- 7680	1792	- 322	2.2	- 4.2	22166	- 13314	135	- 55	164	- 242	150806	- 59564	15	- 22	35930	- 12131	62	- 110									
OKLAHOMA	76349	- 851	1153	- 30	1.5	- 3.5	30859	- 14000	441	- 158	70	- 89	231480	- 93347	13	- 15	30656	- 6637	101	- 211									
SOUTH CAROLINA	26923	- 6451	560	- 227	2.1	- 3.5	29621	- 13269	222	- 50	133	- 265	181578	- 50101	16	- 27	30851	- 5719	96	- 232									
TENNESSEE	94250	- 2405	1669	- 127	1.8	- 5.3	24682	- 15472	138	- 74	179	- 209	120336	- 72689	21	- 21	14592	- 6670	169	- 232									
TEXAS	186797	- 5420	2773	- 47	1.5	- .9	36156	- 18298	728	- 118	50	- 155	286021	- 89111	13	- 21	44213	- 4190	82	- 437									
VIRGINIA	52853	- 3895	480	- 96	.9	- 2.5	21969	- 15219	182	- 85	121	- 179	176367	- 78743	13	- 19	23948	- 9550	92	- 159									
WEST VIRGINIA	20441	- 46	353	- 2	1.7	- 4.3	12612	- 6500	189	- 152	67	- 43	N/A		—	—	—	—	—	—									
SOUTH	1953568	- 54616	16814	- 1937	1.8	- 3.5	\$28845	- \$14724	308	- 77	\$ 94	- \$191	191680	- 69294	15	- 21	32467	- 6965	89	- 211									

SOURCE: 1. U.S. DEPARTMENT OF AGRICULTURE, FARMERS HOME ADMINISTRATION, COMPUTER DATA ENTITLED "DISTRIBUTION OF LOANS MADE BY SIX SPECIFIED TYPES BY RACE AND ETHNIC GROUP," REPORT CODE 691 (FISCAL YEAR 1978)

2. U.S. DEPARTMENT OF COMMERCE, BUREAU OF THE CENSUS, "1978 CENSUS OF AGRICULTURE"

Appendix Table 7.

FmHA OWNERSHIP LOANS - 1978

OWNERSHIP LAONS - 1978																										
1		2		3		4		5		6		7		8		9		10								
STATES	NUMBER OF FARMS		NUMBER OF LOANS		PERCENT		AVERAGE LOAN AMOUNT		AVERAGE FARM SIZE IN ACRES		AMOUNT PER ACRE		AVERAGE VALUE OF LAND AND BUILDINGS		PERCENT OF LOAN TO VALUE		AVERAGE MARKET VALUE OF AGRICULTURAL PRODUCTS SOLD		PERCENT OF LOAN TO SALES							
	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK
ALABAMA	52589	- 4791	300	- 15	.6	- .3	\$39057	-\$35061	211	- 86	\$185	- \$408	140329	- 65177	28	- 54	29443	- 4914	133	- 714						
ARKANSAS	56543	- 2067	484	- 11	.9	- .5	34529	- 17182	271	- 94	127	- 183	210993	- 43395	16	- 40	44133	- 21375	78	- 80						
DELAWARE	3537	- 60	39	-	1.1	-	39974	-	190	- 66	210	-	N/A													
FLORIDA	41540	- 2307	140	- 5	.3	- .2	42236	- 34400	316	- 65	134	- 529	373042	- 75858	11	- 45	72480	- 9755	58	- 353						
GEORGIA	54503	- 4485	227	- 8	.4	- .2	51744	- 44000	247	- 85	209	- 518	197332	- 64667	26	- 68	43619	- 7617	119	- 578						
KENTUCKY	108736	- 1092	368	- 7	.3	- .6	45938	- 31286	137	- 76	335	- 412	120264	- 86167	38	- 36	16942	- 14259	271	- 219						
LOUISIANA	35479	- 3296	192	- 16	.5	- .5	47927	- 33563	264	- 69	182	- 486	270697	- 87016	18	- 36	34066	- 6170	141	- 544						
MARYLAND	17718	- 953	84	- 4	.5	- .4	45845	- 55500	150	- 51	306	- 1088	284515	- 129223	16	- 43	44886	- 32946	102	- 169						
MISSISSIPPI	45271	- 8817	382	- 20	.8	- .2	39050	- 28000	291	- 77	134	- 364	207610	- 57277	19	- 49	36788	- 3514	106	- 797						
NORTH CAROLINA	80039	- 7680	418	- 37	.5	- .5	38278	- 19351	135	- 55	284	- 352	150806	- 59564	25	- 33	35930	- 12131	107	- 160						
OKLAHOMA	76349	- 851	512	- 3	.7	- .4	41658	- 17333	441	- 158	94	- 110	231480	- 93347	18	- 19	30656	- 6637	136	- 261						
SOUTH CAROLINA	26923	- 6451	194	- 21	.7	- .3	44611	- 28000	222	- 50	201	- 560	181578	- 50101	25	- 56	30851	- 5719	145	- 490						
TENNESSEE	94250	- 2405	359	- 11	.4	- .5	42251	- 47818	138	- 74	306	- 646	120336	- 72689	35	- 66	14592	- 6670	290	- 717						
TEXAS	186797	- 5420	530	- 2	.3	- .03	46687	- 6000	728	- 118	64	- 51	286021	- 89111	16	- 7	44213	- 4190	106	- 143						
VIRGINIA	52323	- 3895	185	- 27	.4	- .7	40832	- 27444	182	- 85	224	- 323	176367	- 78743	23	- 35	23948	- 9550	171	- 287						
WEST VIRGINIA	20441	- 46	120	-	.6	-	39933	-	189	- 152	211	-	N/A													
SOUTH	953568	- 54616	4533	- 187	.5	- .3	\$42073	-\$28941	308	- 77	\$137	- \$376	191680	- 69294	22	- 42	32467	- 6965	130	- 416						

SOURCE: 1. U.S. DEPARTMENT OF AGRICULTURE, FARMERS HOME ADMINISTRATION, COMPUTER DATA ENTITLED "DISTRIBUTION OF LOANS MADE BY SIX SPECIFIED TYPES BY RACE AND ETHNIC GROUP," REPORT CODE 691 (FISCAL YEAR 1978)

2. U.S. DEPARTMENT OF COMMERCE, BUREAU OF THE CENSUS, "1978 CENSUS OF AGRICULTURE"

Appendix Table 8.

FmHA OWNERSHIP LOANS - 1979

OWNERSHIP LOANS - 1979

	1		2		3		4		5		6		7		8		9		10	
	NUMBER OF FARMS		NUMBER OF LOANS		PERCENT		AVERAGE LOAN AMOUNT		AVERAGE FARM SIZE IN ACRES		AMOUNT PER ACRE		AVERAGE VALUE OF LAND AND BUILDINGS		PERCENT OF LOAN TO VALUE		AVERAGE MARKET VALUE OF AGRICULTURAL PRODUCTS SOLD		PERCENT OF LOAN TO SALES	
STATES	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK
ALABAMA	52589	- 4791	334	- 37	.6	- .8	\$47072	- \$27811	211	- 86	\$223	- \$323	140329	- 65177	34	- 43	29443	- 4914	133	- 714
ARKANSAS	56543	- 2067	438	- 27	.8	- 1.3	49916	- 38296	271	- 94	184	- 407	210993	- 43395	24	- 88	44133	- 21375	78	- 80
DELAWARE	3537	- 60	41	- --	1.2	- --	54634	- --	190	- 66	288	- --	N/A		--	- --	--	- --	--	- --
FLORIDA	41540	- 2307	148	- 7	.4	- .3	55601	- 40857	316	- 65	176	- 629	373042	- 75858	15	- 54	72480	- 9755	58	- 353
GEORGIA	54503	- 4485	233	- 13	.4	- .3	72000	- 62154	247	- 85	291	- 731	197332	- 64667	37	- 96	43619	- 7617	119	- 578
KENTUCKY	108736	- 1092	375	- 2	.3	- .2	62496	- 42000	137	- 76	456	- 553	120264	- 86167	52	- 49	16942	- 14259	271	- 219
LOUISIANA	35479	- 3296	197	- 24	.6	- .7	63157	- 30125	264	- 69	239	- 437	270697	- 87016	23	- 35	34066	- 6170	141	- 544
MARYLAND	17718	- 953	86	- 4	.5	- .4	70733	- 43750	150	- 51	472	- 858	284515	- 129223	25	- 34	44886	- 32946	102	- 169
MISSISSIPPI	45271	- 8817	373	- 79	.8	- .9	53365	- 23152	291	- 77	183	- 301	207610	- 57277	26	- 40	36788	- 3514	106	- 797
NORTH CAROLINA	80039	- 7680	461	- 47	.6	- .6	45820	- 29064	135	- 55	339	- 528	150806	- 59564	30	- 49	35930	- 12131	107	- 160
OKLAHOMA	76349	- 851	580	- 8	.8	- .9	48684	- 63000	441	- 158	110	- 399	231480	- 93347	21	- 68	30656	- 6637	136	- 261
SOUTH CAROLINA	26923	- 6451	188	- 24	.7	- .4	56080	- 46417	222	- 50	253	- 928	181578	- 50101	31	- 93	30851	- 5719	145	- 490
TENNESSEE	94250	- 2405	370	- 19	.4	- .8	55559	- 44895	138	- 74	403	- 607	120336	- 72689	46	- 62	14592	- 6670	290	- 717
TEXAS	186797	- 5420	496	- 5	.3	- .1	63589	- 36800	728	- 118	87	- 312	286021	- 89111	22	- 41	44213	- 4190	106	- 143
VIRGINIA	52323	- 3895	177	- 36	.3	- .9	54638	- 53000	182	- 85	300	- 624	176367	- 78743	31	- 67	23948	- 9550	171	- 287
WEST VIRGINIA	20441	- 46	147	- 1	.7	- 2.2	48095	- 30000	189	- 152	254	- 197	N/A		--	- --	--	- --	--	- --
SOUTH	1953568	- 54616	4644	- 333	.5	- .6	\$55004	- \$35817	308	- 77	\$308	- \$ 77	191680	- 69294	29	- 52	32467	- 6965	130	- 416

SOURCE: 1. U.S. DEPARTMENT OF AGRICULTURE, FARMERS HOME ADMINISTRATION, COMPUTER DATA ENTITLED "DISTRIBUTION OF LOANS MADE BY SIX SPECIFIED TYPES BY RACE AND ETHNIC GROUP," REPORT CODE 691 (FISCAL YEAR 1978)

2. U.S. DEPARTMENT OF COMMERCE, BUREAU OF THE CENSUS, "1978 CENSUS OF AGRICULTURE"

Appendix Table 9.

FmHA OWNERSHIP LOANS - 1980

OWNERSHIP LOANS - 1980

	1		2		3		4		5		6		7		8		9		10	
STATES	NUMBER OF FARMS		NUMBER OF LOANS		PERCENT		AVERAGE LOAN AMOUNT		AVERAGE FARM SIZE IN ACRES		AMOUNT PER ACRE		AVERAGE VALUE OF LAND AND BUILDINGS		PERCENT OF LOAN TO VALUE		AVERAGE MARKET VALUE OF AGRICULTURAL PRODUCTS SOLD		PERCENT OF LOAN TO SALES	
	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK
ALABAMA	52589	- 4791	328	- 37	.6	- .8	\$58128	- \$21027	211	- 86	\$275	- \$245	140329	- 65177	41	- 32	29443	- 4914	197	- 428
ARKANSAS	56543	- 2067	403	- 32	.7	- 1.5	69782	- 37625	271	- 94	258	- 400	210993	- 43395	33	- 87	44133	- 21375	158	- 176
DELAWARE	3537	- 60	29	- --	.8	- --	58759	- --	190	- 66	309	- --	N/A	- --	--	- --	--	- --	--	- --
FLORIDA	41540	- 2307	136	- 3	.3	- .1	72603	- 66333	316	- 65	230	- 1021	373042	- 75858	20	- 87	72480	- 9755	100	- 680
GEORGIA	54503	- 4485	207	- 11	.4	- .2	97696	- 101818	247	- 85	396	- 1198	197332	- 64667	50	- 155	43619	- 7617	224	- 1337
KENTUCKY	108736	- 1092	385	- 3	.4	- .3	76273	- 34000	137	- 76	557	- 447	120264	- 86167	63	- 39	16942	- 14259	450	- 238
LOUISIANA	35479	- 3296	161	- 31	.5	- .9	96820	- 60032	264	- 69	367	- 870	270697	- 87016	36	- 69	34066	- 6170	284	- 973
MARYLAND	17718	- 953	90	- 5	.5	- .5	79944	- 73200	150	- 51	533	- 1435	284515	- 129223	28	- 57	44886	- 32946	178	- 222
MISSISSIPPI	45271	- 8817	379	- 101	.8	- 1.1	61412	- 20743	291	- 77	211	- 269	207610	- 57277	30	- 36	36788	- 3514	166	- 590
NORTH CAROLINA	80039	- 7680	447	- 38	.6	- .5	61304	- 39553	135	- 55	454	- 719	150806	- 59564	41	- 66	35930	- 12131	171	- 326
OKLAHOMA	76349	- 851	551	- 9	.7	- 1.1	67470	- 44222	441	- 158	153	- 280	231480	- 93347	29	- 47	30656	- 6637	220	- 666
SOUTH CAROLINA	26923	- 6451	175	- 20	.7	- .3	68914	- 51800	222	- 50	310	- 104	181578	- 50101	38	- 103	30851	- 5719	223	- 906
TENNESSEE	94250	- 2405	447	- 33	.5	- 1.4	60350	- 34152	138	- 74	437	- 462	120336	- 72689	50	- 47	14592	- 6670	414	- 512
TEXAS	186797	- 5420	550	- 10	.3	- .2	78873	- 57700	728	- 118	108	- 489	286021	- 89111	28	- 65	44213	- 4190	179	- 1377
VIRGINIA	52323	- 3895	182	- 23	.3	- .6	72203	- 48783	182	- 85	397	- 574	176367	- 78743	41	- 62	23948	- 9550	301	- 511
WEST VIRGINIA	20441	- 46	170	- 1	.8	- 2.2	49453	- 35000	189	- 152	262	- 230	N/A	- --	--	- --	--	- --	--	- --
SOUTH	1953568	- 54616	4640	- 357	.5	- .7	\$69993	- \$37880	308	- 77	\$227	- \$ 77	191680	- 69294	37	- 55	32467	- 6965	216	- 544

SOURCE: 1. U.S. DEPARTMENT OF AGRICULTURE, FARMERS HOME ADMINISTRATION, COMPUTER DATA ENTITLED "DISTRIBUTION OF LOANS MADE BY SIX SPECIFIED TYPES BY RACE AND ETHNIC GROUP," REPORT CODE 691 (FISCAL YEAR 1978)

2. U.S. DEPARTMENT OF COMMERCE, BUREAU OF THE CENSUS, "1978 CENSUS OF AGRICULTURE"

Appendix Table 10.

FmHA OWNERSHIP LOANS - 1981

OWNERSHIP LOANS - 1981

OWNERSHIP LOANS - 1981										1		2		3		4		5		6		7		8		9		10	
STATES	NUMBER OF FARMS		NUMBER OF LOANS		PERCENT		AVERAGE LOAN AMOUNT		AVERAGE FARM SIZE IN ACRES		AMOUNT PER ACRE		AVERAGE VALUE OF LAND AND BUILDINGS		PERCENT OF LOAN TO VALUE		AVERAGE MARKET VALUE OF AGRICULTURAL PRODUCTS SOLD		PERCENT OF LOAN TO SALES										
	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK									
ALABAMA	52589	- 4791	268	- 17	.5	- .4	\$64664	- \$24706	211	- 86	\$306	- \$287	140329	- 65177	46	- 38	29443	- 4914	197	- 428									
ARKANSAS	56543	- 2067	386	- 21	.7	- 1.0	68591	- 49095	271	- 94	253	- 522	210993	- 43395	33	- 113	44133	- 21375	158	- 176									
DELAWARE	3537	- 60	29	-	.8	-	80517	-	190	- 66	424	-	N/A	-	-	-	-	-	-	-									
FLORIDA	41540	- 2307	113	- 4	.3	- .2	74345	- 59500	316	- 65	235	- 915	373042	- 75858	20	- 78	72480	- 9755	100	- 680									
GEORGIA	54503	- 4485	189	- 16	.3	- .4	90381	- 64625	247	- 85	366	- 760	197332	- 64667	46	- 100	43619	- 7617	224	- 1337									
KENTUCKY	108736	- 1092	417	- 4	.4	- .4	66050	- 62750	137	- 76	482	- 826	120264	- 86167	55	- 73	16942	- 14259	450	- 238									
LOUISIANA	35479	- 3296	130	- 31	.4	- .9	93492	- 54258	264	- 69	354	- 786	270697	- 87016	35	- 62	34066	- 6170	284	- 973									
MARYLAND	17718	- 953	85	- 5	.5	- .5	73188	- 44000	150	- 51	488	- 863	284515	- 129223	26	- 34	44886	- 32946	178	- 222									
MISSISSIPPI	45271	- 8817	390	- 30	.9	- .3	62992	- 36667	291	- 77	216	- 476	207610	- 57277	30	- 64	36788	- 3514	166	- 590									
NORTH CAROLINA	80039	- 7680	398	- 33	.5	- .4	54975	- 32000	135	- 55	407	- 582	150806	- 59564	37	- 54	35930	- 12131	171	- 326									
OKLAHOMA	76349	- 851	462	- 6	.6	- .7	59210	- 30667	441	- 158	134	- 194	231480	- 93347	26	- 33	30656	- 6637	220	- 666									
SOUTH CAROLINA	26923	- 6451	133	- 11	.5	- .2	62594	- 28636	222	- 50	282	- 573	181578	- 50101	35	- 57	30851	- 5719	223	- 906									
TENNESSEE	94250	- 2405	416	- 13	.4	- .5	55510	- 31385	138	- 74	402	- 424	120336	- 72689	46	- 43	14592	- 6670	414	- 512									
TEXAS	186797	- 5420	446	- 6	.2	- .1	76541	- 68000	728	- 118	105	- 576	286021	- 89111	27	- 76	44213	- 4190	179	- 1377									
VIRGINIA	52323	- 3895	1032	- 10	.2	- .3	61573	- 34600	182	- 85	338	- 407	176367	- 78743	35	- 44	23948	- 9550	301	- 511									
WEST VIRGINIA	20441	- 46	165	- 2	.8	- 4.3	42182	- 50500	189	- 152	223	- 332	N/A	-	-	-	-	-	-	-									
SOUTH	953568	- 54616	4130	- 209	.4	- .4	\$65414	- \$42077	308	- 77	\$212	- \$ 77	191680	- 69294	34	- 61	32467	- 6965	216	- 544									

SOURCE: 1. U.S. DEPARTMENT OF AGRICULTURE, FARMERS HOME ADMINISTRATION, COMPUTED DATA ENTITLED "DISTRIBUTION OF LOANS MADE BY SIX SPECIFIED TYPES BY RACE AND ETHNIC GROUP," REPORT CODE 691 (FISCAL YEAR 1978)

2. U.S. DEPARTMENT OF COMMERCE, BUREAU OF THE CENSUS, "1978 CENSUS OF AGRICULTURE"

Appendix Table 11.

FmHA OWNERSHIP LOANS - 1982

OWNERSHIP LOANS - 1982

STATES	NUMBER OF FARMS		NUMBER OF LOANS		PERCENT		AVERAGE LOAN AMOUNT		AVERAGE FARM SIZE IN ACRES		AMOUNT PER ACRE		AVERAGE VALUE OF LAND AND BUILDINGS		PERCENT OF LOAN TO VALUE		AVERAGE MARKET VALUE OF AGRICULTURAL PRODUCTS SOLD		PERCENT OF LOAN TO SALES	
	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK	WH	BLK
ALABAMA	52589	- 4791	116	- 6	.2	- .1	\$61991	-\$42000	211	- 86	\$294	- \$488	140329	- 65177	44	- 64	29443	- 4914	211	- 855
ARKANSAS	56543	- 2067	400	- 21	.7	- 1.0	56083	- 43150	271	- 94	207	- 459	210993	- 43395	27	- 99	44133	- 21375	127	- 202
DELAWARE	3537	- 60	17	-	.5	-	66529	-	190	- 66	350	-	N/A	-	-	-	-	-	-	-
FLORIDA	41540	- 2307	58	- 3	.1	- .1	64000	- 47000	316	- 65	203	- 123	373042	- 75858	17	- 62	72480	- 9755	88	- 482
GEORGIA	45403	- 4485	126	- 7	.2	- .2	83675	- 78286	247	- 85	339	- 921	197332	- 64667	42	- 121	43619	- 7617	192	- 1028
KENTUCKY	108736	- 1092	402	- 3	.4	- .3	61998	- 20000	137	- 76	453	- 263	120264	- 86167	52	- 23	16942	- 14259	366	- 140
LOUISIANA	35479	- 3296	85	- 8	.2	- .2	86765	- 55875	264	- 69	329	- 810	270697	- 87016	32	- 64	34066	- 6170	255	- 906
MARYLAND	17718	- 953	47	- 2	.3	- .2	65915	- 95000	150	- 51	439	- 186	284515	- 129223	23	- 7	44886	- 32946	147	- 29
MISSISSIPPI	45271	- 8817	340	- 28	.7	- .3	54612	- 38821	291	- 77	188	- 504	207610	- 57277	26	- 68	36788	- 3514	149	- 1105
NORTH CAROLINA	80039	- 7680	336	- 21	.4	- .3	49622	- 44190	135	- 55	368	- 803	150806	- 59564	33	- 74	35930	- 12131	138	- 364
OKLAHOMA	76349	- 851	346	- 6	.5	- .7	68425	- 62333	441	- 158	155	- 395	231480	- 93347	30	- 67	30656	- 6637	223	- 939
SOUTH CAROLINA	26923	- 6451	93	- 16	.3	- .2	54763	- 31250	222	- 50	247	- 625	181578	- 50101	30	- 62	30851	- 5719	178	- 546
TENNESSEE	94250	- 2405	458	- 7	.5	- .3	55127	- 54286	138	- 74	399	- 734	120336	- 72689	46	- 75	14592	- 6670	378	- 814
TEXAS	186797	- 5420	196	- 2	.1	- .0	80230	- 15500	728	- 118	110	- 131	286021	- 89111	28	- 17	44213	- 4190	182	- 370
VIRGINIA	52323	- 3895	77	- 7	.1	- .2	57688	- 81857	182	- 85	317	- 963	176367	- 78743	33	- 104	23948	- 9550	241	- 857
WEST VIRGINIA	20441	- 46	83	-	.4	-	46831	-	189	- 152	248	-	N/A	-	-	-	-	-	-	-
SOUTH	953568	- 54616	3144	- 136	.3	- .2	\$60990	-\$40154	308	- 77	\$212	- \$ 77	191680	- 69294	32	- 58	32467	- 6965	188	- 577

SOURCE: 1. U.S. DEPARTMENT OF AGRICULTURE, FARMERS HOME ADMINISTRATION, COMPUTER DATA ENTITLED "DISTRIBUTION OF LOANS MADE BY SIX SPECIFIED TYPES BY RACE AND ETHNIC GROUP," REPORT CODE 691 (FISCAL YEAR 1978)

2. U.S. DEPARTMENT OF COMMERCE, BUREAU OF THE CENSUS, "1978 CENSUS OF AGRICULTURE"



United States
Department of
Agriculture

Farmers
Home
Administration

Washington
D.C.
20250

FmHA AN No. 788 (1940)

December 17, 1982

■ SUBJECT: Making Insured Farmer Program Loans to New Applicants -
FY 1983

TO: State Directors, Farmer Program Chiefs,
District Directors, and County Supervisors, FmHA

I. Basic Policy

In fiscal year 1983, the Farmers Home Administration (FmHA) will continue striving to meet the basic Farmer Program objective of providing financial and management assistance to eligible farmers who clearly meet the "test for credit" and who have a reasonable opportunity to become soundly established in farming. We must accept and process applications from new applicants. Loan applications, including those from existing FmHA borrowers, must be processed in the date order received until the regulations are revised to establish a new priority system. However, present farm borrowers will be contacted immediately and urged to file their applications for 1983 annual production purposes as soon as possible.

Under the conditions existing in today's farm economy it is extremely important that the financial and production records of all applicants, along with their proposed operating plans, be thoroughly analyzed when determining eligibility and loan soundness. This analysis will be the basis for FmHA extending any type of farm credit needed for 1983 operations. Only the most essential items will be financed.

Our basic objective does not include taking over hopeless cases from other lenders, nor does it include assisting applicants whose experience, management, records and available resources do not indicate a reasonable probability of success. Any refinancing of debts must be based on realistic appraisals that fully recognize current market values in the area. All loans must be based on realistic farm and home plans which show repayment ability and contain plans for supervisory assistance and analysis.

II. General Requirements

Loanmaking policies for fiscal year 1983 include:

- A. Strong emphasis must continue to be given to the supervision and servicing of our present borrowers, including subsequent loans when needed, to assure that these borrowers can meet the objectives of their initial loan(s).

EXPIRATION DATE: September 30, 198³

FILING INSTRUCTIONS: File
Preceding FmHA Instruction 1941-A



Farmers Home Administration is an Equal Opportunity Lender.
Complaints of discrimination should be sent to:
Secretary of Agriculture, Washington, D.C. 20250

- B. Emphasis will be given during the processing of applications from new applicants to assisting those who have the farm operating background, experience and/or training that will afford them a reasonable chance to compete successfully in today's high technology farming, with its requirements for highly proficient financial and production managers.
- C. Realistic annual, long time and typical farm plans, as appropriate, must clearly indicate the applicant has a reasonable chance for success.
- D. Applicants must be using or agree to use key production and financial management practices that are considered by FmHA as acceptable for their type of operation in the area.
- E. Applicants must have demonstrated good faith in trying to meet their financial obligations to other lenders with verification through an acceptable credit history.
- F. Loans will be made only after it has been clearly documented that other credit for the required purpose is not available within the applicants' repayment ability.
- G. Participation credit will be obtained to the maximum extent possible through subordinations and junior lien positions, as appropriate.

III. Planning, Appraisals and Security

- A. In ordinary times, farm plans should show that all debts maturing during the year can be paid. During periods of a weak agricultural economy such as we have today, income will not be available in many cases to pay all maturing debts and it may be necessary to defer a portion of the FmHA loan payment. In such cases, the file must clearly document the justification for the deferral and a realistic typical year farm plan must show that the loan(s) can be rescheduled to show repayment ability following the deferral period. Plans for not making payments on amounts owed other lenders during the year will be concurred in by those lenders by their signing non-disturbance agreements. Copies of any agreements and/or extensions with other lenders on essential land, livestock and equipment retention for the operating year will be obtained and placed in the applicant's file.

- B. Borrower marketing plans that delay the planned payment to FmHA until after the January 1 due date must be clearly shown in the 1983 farm plan as well as the plan for the next year. Scheduling of note payments will reflect any delayed marketing plan and a supplemental payment agreement will be obtained to confirm the farm plan agreement for payment when marketing is completed.
- C. When the market value of the security for initial EM loans has depreciated in value due to the disaster and is less than the amount of the loan and repayment ability is being considered in determining whether the loan will be made, repayment ability will be the difference between the balance available in table J of the farm plan and the payments due in table K. All initial loans other than EM must be fully secured.
- D. When FmHA is refinancing 100 percent of the appraised market value of property and such value is less than the debt owed, the other creditor will be expected to accept the amount FmHA is loaning as payment in full when the applicant does not have repayment ability for the balance. When the applicant has repayment ability, debt adjustment agreements will be used for any balance owed a creditor who will not accept FmHA refinancing of the debt as payment in full. Nondisturbance agreements will be obtained from secured lenders when necessary to assure that applicants will retain use of essential land, machinery and livestock during the term of the FmHA loan. In any refinancing of chattels, FmHA is required to obtain a first lien on the property refinanced.
- E. Annual production expense loans may be made by FmHA when eligible applicants do not have equity in real estate or chattel other than the crops and/or livestock being financed. In such cases, a realistic farm plan must show that the FmHA loan, plus interest, can be repaid from the year's farm income and that a first lien can be obtained on the crops and/or livestock financed.

The FmHA has a long and generally enviable record in assisting farmers to establish successful operations and to continue their operations during times of financial difficulty. We must continue to provide such assistance to deserving farmers who have a reasonable chance for success, while at the same time fully recognizing our responsibility for the prudent use of public funds in administering these programs.



CHARLES W. SHUMAN
Administrator

Sent via Electronic Mail December 20, 1982, 12:15 p.m. by MTSN(IMP)

Appendix Table 13.

FmHA Staffing Pattern-1977

Permanent Full-Time and Part-Time Employees

County, District and State Offices
As of September 30, 1977

STATE	FmHA APPROVED CEILING	STATE OFFICE	DISTRICT OFFICE	COUNTY SUPRV.		ASSISTANT COUNTY SUPRV.		CONSTRUCT. INSPECTOR	COUNTY OFFICE ASSISTANT	COUNTY OFFICE CLERK	OTHER	TOTAL
				GS-475	GS-1165	GS-475	GS-1165					
Alabama	224	28	6	59	0	48	5	1	59	33	0	239
Arkansas	289	40	7	70	0	40	14	1	73	40	1	286
Maryland	62	-	4	15	0	13	0	0	15	11	0	58
Florida	156	30	7	33	0	29	5	0	32	27	0	163
Georgia	229	30	6	56	0	39	0	0	56	34	0	221
Kentucky	213	24	7	58	0	35	4	0	58	25	0	211
Louisiana	186	29	5	38	0	41	0	5	39	23	0	179
Mississippi	378	41	11	80	0	99	7	12	70	52	0	371
Missouri	275	28	15	69	0	47	1	3	69	39	0	269
North Carolina	324	34	10	72	0	74	0	6	71	49	0	315
Oklahoma	239	26	8	69	0	26	2	0	70	32	0	233
South Carolina	192	31	5	45	0	29	7	3	43	25	0	198
Tennessee	259	23	7	71	0	39	8	10	71	29	0	247
Texas	456	46	17	139	0	40	4	1	144	49	0	440
Virginia	181	23	6	40	1	24	12	7	41	24	0	178
TOTALS	3,662	432	121	914	1	603	69	49	919	489	1	3,599

Appendix Table 14.

FmIA Staffing Pattern-1978

Permanent Full-Time and Part-Time Employees

County, District and State Offices
As of September 30, 1978

STATE	FmIA APPROVED CEILING	STATE OFFICE	DISTRICT OFFICE	COUNTY SUPRV.		ASSISTANT COUNTY SUPRV.		CONSTRUCT. INSPECTOR	COUNTY OFFICE ASSISTANT	COUNTY OFFICE CLERK	OTHER	TOTAL
				GS-475	GS-1165	GS-475	GS-1165					
Alabama	242	31	6	55	4	44	0	1	57	32	0	234
Arkansas	289	30	6	69	0	42	13	1	75	40	1	286
Maryland	58	-	3	12	1	12	2	1	16	11	0	58
Florida	156	33	5	36	0	25	10	0	37	23	0	169
Georgia	229	36	16	56	0	31	0	0	35	35	0	209
Kentucky	214	29	9	62	0	32	4	0	61	20	0	215
Louisiana	197	28	10	38	0	44	0	0	40	28	0	188
Mississippi	378	44	11	80	0	75	10	12	91	57	0	390
Missouri	277	28	9	68	0	49	3	9	70	41	0	277
North Carolina	324	39	12	73	0	84	0	4	72	52	0	335
Oklahoma	244	29	9	69	0	28	4	0	70	35	0	244
South Carolina	193	30	12	38	0	30	6	4	40	31	0	191
Tennessee	259	28	37	70	1	24	10	0	71	23	0	264
Texas	466	50	18	137	0	63	0	0	141	58	0	467
Virginia	185	27	6	30	2	25	11	6	42	27	0	185
TOTALS	3,701	463	168	902	0	632	73	38	908	513	1	3,712

Appendix Table 15.

FmIA Staffing Pattern-1979

Permanent Full-Time and Part-Time Employees

County, District and State Offices
As of September 30, 1979

STATE	FmIA APPROVED CEILING	STATE OFFICE	DISTRICT OFFICE	COUNTY SUPRV.		ASSISTANT COUNTY SUPRV.		CONSTRUCT. INSPECTOR	COUNTY OFFICE ASSISTANT	COUNTY OFFICE CLERK	OTHER	TOTAL
				GS-475	GS-1165	GS-475	GS-1165					
Alabama	250	36	23	56	0	60	0	1	59	27	0	262
Arkansas	292	39	14	69	2	39	11	0	73	43	0	290
Maryland	64	-	9	15	0	13	0	0	16	11	0	64
Florida	167	36	21	34	0	30	0	0	49	6	0	194
Georgia	242	31	24	57	0	43	0	0	45	52	0	252
Kentucky	227	28	10	60	1	47	3	0	64	21	0	334
Louisiana	204	32	22	41	0	42	0	0	41	33	0	211
Mississippi	391	43	44	77	0	79	10	0	91	92	0	426
Missouri	291	27	31	73	0	41	4	3	74	31	0	284
North Carolina	334	38	12	74	0	93	0	4	74	51	0	336
Oklahoma	251	26	27	71	0	22	10	0	69	32	0	256
South Carolina	203	32	26	39	0	34	0	0	43	30	0	203
Tennessee	271	31	39	75	2	20	12	0	72	21	0	272
Texas	467	51	59	118	0	46	0	0	139	50	0	463
Virginia	198	27	24	45	5	25	10	3	44	26	0	209
TOTALS	3,932	477	385	903	10	633	60	11	941	526	0	3,946

Appendix Table 16.

FmIA Staffing Pattern-1989

Permanent Full-Time and Part-Time Employees

County, District and State Offices
As of September 30, 1990

STATE	FmIA APPROVED CEILING	STATE OFFICE	DISTRICT OFFICE	COUNTY SUPRV. GS-975 GS-1165		ASSISTANT COUNTY SUPRV. GS-975 GS-1165		CONSTRUCT. INSPECTOR	COUNTY OFFICE ASSISTANT	COUNTY OFFICE CLERK	OTHER	TOTAL
Alabama	260	35	35	62	0	53	0	1	54	37	2	279
Arkansas	300	37	29	68	2	47	0	0	74	35	6	290
Maryland	69	-	10	14	0	13	0	0	17	15	0	69
Florida	182	39	31	36	0	33	0	0	38	19	0	196
Georgia	265	27	33	54	0	46	0	0	52	41	0	253
Kentucky	241	28	22	63	0	47	0	0	65	18	0	243
Louisiana	214	33	29	42	0	40	0	0	41	30	2	217
Mississippi	384	43	55	78	0	73	9	0	82	39	0	379
Missouri	286	31	36	74	0	41	4	1	74	31	0	292
North Carolina	360	42	38	77	0	72	0	3	72	56	1	361
Oklahoma	256	30	31	69	0	34	10	1	69	31	0	275
South Carolina	210	36	28	37	3	27	8	0	41	34	2	216
Tennessee	285	36	51	74	1	37	13	0	78	39	0	329
Texas	479	50	69	120	0	64	0	0	131	54	0	488
Virginia	221	26	36	47	4	15	14	2	46	26	0	216
TOTALS	4,012	493	533	915	10	642	58	8	934	505	13	4,111

Appendix Table 17.

FmHA Staffing Pattern-1981

Permanent Full-Time and Part-Time Employees

County, District and State Offices
As of September 30, 1981

STATE	FmHA APPROVED CEILING	STATE OFFICE	DISTRICT OFFICE	COUNTY SUPRV.		ASSISTANT COUNTY SUPRV.		CONSTRUCT. INSPECTOR	COUNTY OFFICE ASSISTANT	COUNTY OFFICE CLERK	OTHER	TOTAL
				GS-475	GS-1165	GS-475	GS-1165					
Alabama	263	34	33	59	0	46	0	1	58	27	2	260
Arkansas	297	34	31	67	2	34	10	0	72	35	6	291
Maryland	69	-	11	17	0	10	0	0	17	13	0	69
Florida	186	36	28	38	0	29	0	0	41	17	0	189
Georgia	263	32	25	57	0	43	0	0	55	41	0	253
Kentucky	245	26	24	70	0	34	6	0	69	15	0	244
Louisiana	216	30	26	40	0	45	0	0	38	30	3	212
Mississippi	388	45	59	79	0	73	9	0	80	26	0	371
Missouri	283	32	38	72	0	34	4	1	71	29	0	281
North Carolina	365	40	43	83	0	76	0	1	82	43	0	368
Oklahoma	261	28	33	69	0	25	9	1	64	23	0	252
South Carolina	212	34	28	36	4	35	0	0	43	26	3	209
Tennessee	292	34	55	73	2	25	18	0	69	25	6	307
Texas	477	49	68	116	0	48	0	0	135	44	0	460
Virginia	225	28	35	49	0	31	0	3	49	22	0	217
TOTALS	4,041	482	537	925	8	589	56	7	943	416	20	3,992

Appendix Table 18.

FmIA Staffing Pattern-1982

Permanent Full-Time and Part-Time Employees

County, District and State Offices
As of September 30, 1982

STATE	FmIA APPROVED CEILING	STATE OFFICE	DISTRICT OFFICE	COUNTY SUPRV. GS-475 GS-1165		ASSISTANT COUNTY SUPRV. GS-475 GS-1165		CONSTRUCT. INSPECTOR	COUNTY OFFICE ASSISTANT	COUNTY OFFICE CLERK	OTHER	TOTAL
Alabama	280	38	26	55	0	51	0	1	51	50	5	277
Arkansas	312	37	30	66	1	40	9	0	73	40	6	302
Maryland	72	-	9	17	0	11	0	0	16	15	1	69
Florida	188	31	31	36	0	27	0	0	39	15	0	178
Georgia	269	34	27	56	0	45	0	0	45	47	0	254
Kentucky	262	26	23	68	0	42	5	0	68	26	0	258
Louisiana	227	30	26	40	0	50	0	0	41	34	3	224
Mississippi	402	48	56	80	0	91	9	0	81	42	6	403
Missouri	299	34	42	73	0	37	4	0	72	33	0	295
North Carolina	395	39	39	82	0	85	0	1	82	53	0	381
Oklahoma	271	32	30	65	0	21	9	0	64	39	0	260
South Carolina	223	33	27	40	4	34	0	0	46	29	4	217
Tennessee	310	35	39	72	2	44	0	0	76	29	2	299
Texas	489	55	48	119	0	42	0	0	112	25	1	422
Virginia	224	30	27	50	0	28	0	2	47	23	0	207
TOTALS	4,223	502	480	919	7	638	36	4	912	500	28	4,046

AGRICULTURAL STABILIZATION AND CONSERVATION SERVICE (ASCS)
FY-1984 ANNUAL PLAN FOR HISTORICALLY BLACK COLLEGES AND UNIVERSITIES

The mission of the Agricultural Stabilization and Conservation Service (ASCS) is to administer farm, commodity, and related resource conservation and environmental programs designed to:

- help assure farmers and ranchers a fair financial return from their operation;
- provide agricultural producers protection against severe declines in market prices;
- assist farmers and ranchers struck by natural disasters;
- assure consumers of an abundance of food and natural fiber;
- encourage price stability and reliable supply through a producer owned and controlled food reserve;
- encourage production beyond domestic food, feed and fiber needs for servicing the export market and world food relief programs;
- conserve and protect the nation's agricultural resources through cost sharing conservation measures with farmers and ranchers; and,
- maintain a state of readiness to carry out food and agricultural programs under wartime conditions.

The structure of ASCS funding does not provide the opportunity for direct financial assistance to colleges or universities through grants or loans. Of the six general program areas outlined for agency participation, ASCS proposes to develop programs in the area of (I) Program Evaluation and (II) Fellowships, Traineeships, Recruitment and IPA's.

I. PROGRAM EVALUATION

The economic impact the Payment-In-Kind (PIK) Program had on conservation.

Objective:

To encourage and maintain interaction between Historically Black Colleges and Universities and the Agricultural Stabilization and Conservation Service (ASCS).

- A. For the Historically Black College - Provide the opportunity to gain primary knowledge of the agency's efforts in conservation.
- B. For ASCS - This evaluation will provide a determination of what economic impacts commodity programs have on conservation efforts. The assessment of this information will provide base line data for more effective policy formulation by Departmental officials and members of Congress.

II. COOPERATIVE EDUCATION PROGRAM

Objective

- A. For the student, the program enriches the continuing education by providing relevant work experience and realistic exposure to career opportunities; broadens exposure to people, places, and situations; defrays cost of school expenses; and offers the possibility of non-competitive conversion to a career position at the time of graduation.
- B. For the Historically Black Colleges and Universities, the program enriches curriculum by expanding teaching resources and faculty knowledge by maintaining a continuing relationship between college faculty and Federal employing agencies, and improves career counseling programs through knowledge of Federal employment projections.
- C. For ASCS, cooperative education permits better selection for career jobs on the basis of proven performance; provides a means of directing students toward occupations that promise career opportunities; reduces the cost of the high rate of turnover that is characteristic of the first three years on a job; and permits the employer to contribute to the social goals by supporting the learning process and providing work experience and income for tomorrow's generation of professionals, administrators, and technicians.

SUMMARY OF AGENCY PROJECTIONS FOR FUNDING IN GENERAL
PROGRAMS AREAS FOR FY 1984
(ACTUAL DOLLAR AMOUNT)

12. Profile Data:

Name of Federal Agency Agricultural Stabilization and Conservation Service

Name and Title of Agency Representative Victor B. Phillips, Director

Agency Head Signature

Equal Employment Opportunity and Civil Rights Staff

Total Universe of Funds Available for
Allocation to Higher Education
Institutions (HIEs) in FY 1984 \$ 76,885

General Program Areas for Involvement by
Historically Black Colleges and Universities

Program Obligations for Fiscal Year 1984

	1. Proposed Obligations to All HIEs	2. Proposed Obligations to HBCUs	3. Percent of HBCUs Obligations to Total HIEs Obligations (HBCUs - HIEs)
Research and Development	None	None	None
Program Evaluation	\$50,000	\$50,000	100%
Training			
Facilities and Equipment	None	None	None
Fellowships, Traineeships, Recruitment and IPAs	-	*	-
Student Tuition Assistance, Scholarship and Aid	None	None	None
TOTAL * \$26,885 will be used as salaries for the Cooperative Education Program students.			

- B. In this Section, describe general agency strategies that will be used to accomplish the objectives of the President's Executive Order on Historically Black Colleges and Universities during FY 1984.

Program Evaluation

1. Prepare preliminary proposal describing the general data bases for the conservation reporting and evaluation system and producer commodity participation files. Establish elements needed to conduct evaluation.
2. Contact HBCU's to determine interest in conducting evaluation.
3. Submit proposal to interested HBCU's with the requirements for performing evaluation. At a minimum, this effort will require familiarity with computer system design, computer programming skills and economic analysis capabilities. Data to be used in the evaluation will be supplied by providing access to the Washington Computer Center (WCC). Request projection of estimated cost.
4. From responses received, select college or university to perform evaluation.
5. Select agency personnel to serve as project coordinator and technical advisor.
6. Develop Cooperative Agreement between ASCS and University.
7. Initiation of project:
 - a. ASCS would provide access to computer data files for a READ only capability for 272 counties participating in the project. If university terminals are not available that could interface with the WCC, ASCS will loan or lease terminal to college or university.
 - b. The university would begin evaluation of data early in Fiscal Year 1984 with a report submission date of June 30, 1984. (No less than 6 months would be allowed for evaluation).

Cooperative Education Program

1. Establish goal of six (6) COOP positions.
2. Canvas agency offices to solicit participation for at least six COOP students.
3. Establish COOP positions at the GS-4 and GS-5 levels for COOP students.
4. Contact colleges with Cooperative and Fellowship programs in the areas of interest to managers.
5. Managers make selection.
6. Maintain the necessary administrative records and handle all personnel processing relating to the employment of the participants.
7. Thoroughly orient the participant to the occupation, work setting, and requirements of ASCS operations.
8. Furnish the college at reasonable intervals supervisory evaluations of the participants performance on work assignments.

C. In his memorandum for the Heads of Executive Departments and Agencies, dated September 22, 1982, the President directed all Federal agency heads to implement three policies in their efforts to comply with Executive Order 12320. Indicate what specific steps have been developed by your agency to implement the following policies:

- Wherever possible, agencies should place emphasis on the use of program funds to help improve the administrative infrastructures of Historically Black Colleges and Universities.

Not applicable.

- In cases where agencies project decreased funding for all higher education institutions, they should strive to increase the percentage share allocated to Historically Black Colleges and Universities.

Not applicable.

- Agencies should continue efforts to eliminate identified barriers to Historically Black Colleges and Universities participation in Federal programs and accelerate activities to single out policies or regulations which inhibit full participation in such programs by Historically Black Colleges and Universities.

Not applicable.

Farming guru attracts disciples to simple, profitable idea

...SUNDAY MAY 13, 1973 The Atlanta Journal and Constitution ...32A

By Ward Sinclair
The Washington Post

MONTGOMERY, Ala. — Dr. Booker T. Whaley is a guru, the spiritual force behind what we might call the Temple of the Small and Common Good.

The guru's sanctum is his home, a small, one-story, white-painted bungalow with a porch and a small garden. The disciples and the curious call frequently for guidance. People pay hard cash for his thoughts. The guru consumes a lot of southern fried chicken and biscuits, and he is amused by all the hoopla he has produced.

The hoopla came because that

key is a curious hybrid from the guru of agricultural academe, producing no less so narrowly simple than it has given him bigger than life status among Americans looking for better ways to reap profit from farming.

Based on the flag, the idea is that farm small, land intensively, farm for a specific market, farm what no one else farms. Moreover, Whaley has developed a plan for growing, be it corn or soy, \$100,000 annually from no more than 25 acres.

In fewer than two years, subscribers to his small-farm newsletter have climbed from 100 to 25,000. He is on the road constantly. He's called

and he goes to South Alabama and Bull Bay to give advice and counsel.

There's nothing magic in what he's talking about, Whaley said recently. "It is just hard common sense, which is uncommon. Nothing at all magic or unique," as those folks say.

Whaley doesn't want fame, and he insists he's not looking for trouble, but the "folks" he talks about are unmistakably the academicians, the bureaucrats and politicians who roll out yards of statistics that demonstrate there is little or no commercial future for farmers on 25-acre plots.

It took a while for him to reach the point, Whaley, 67, grew up in a

black section of rural Alabama. His father farmed, and young Whaley went to Alabama A&M to study agriculture.

After a doctorate in horticulture from Rutgers, he joined the faculty at Southern University in Louisiana and began work on sweet potato breeding, picking up some of the loose ends left by the famed George Washington Carver. Whaley did much of the boy plant breeding of the Carver and the Tuskegee 100, sweet potatoes grown commonly in the South. He also developed 15 varieties of grapes, including the Perry Little, named for his wife.

"About 1972 it became clear to me that small landholders could make a good living if they grew crops — like sweet potatoes and grapes — that will produce a minimum of \$1,000 per acre annually. That eliminated all those things that the small farmers were trying to do — cotton, corn, dairy, and so on," he said.

Whaley published his first academic paper on the subject in 1974. At about that time, the hoop-

la for the small farm was looking for a place to spend some money on small-farm research. The roof had to be thick and the land had to be good. Whaley and his disciples pointed them that way for a three-year study.

The plan he presents today varies according to types of crops that can be grown in different regions, but it will work, he insists. If the farmer adheres to the rules:

• The farm must be a full-time operation.

• It must be on a good road.

• It must have no ample supply of water.

• It must not be more than 40 miles from a metropolitan area.

• It must have a year-round cash flow from crops that market buyers want.

• It must be run on a consistently high level of efficiency.

• It must be a family farm of one or two people.

• It must raise crops the marketplace wants.

• Members must pick the crop themselves and take good care of it.

Cynthia Tucker

A plan to save small farming with collard greens!

I was in a generation of kids that grew up in the rural South, nurturing dreams for escape. It was hard to teach us respect for the things that came to us easily and often, like collard greens.

Heating of the growing acceptance of the theories of Dr. Booker T. Whaley, then, was surprising and delightful. From growing things as simple as collard greens, the sweet potato and the lovely muscadine, Dr. Whaley, geneticist plant breeder, distinguished professor of agriculture emeritus at Tuskegee Institute in Tuskegee, Ala., proposes to save 100,000 small American farms from extinction.



With so much hunger in the world, with American farmers battered by the recession, with the nation losing farmland at the alarming rate of between 3 million and 8 million acres a year, Dr. Whaley's novel but extremely simple notion brings the sweet sound of relief.

There is nothing exotic about his theories. They are firmly rooted in hard-headed pragmatism. He believes that small farms, those

between 10 and 200 acres, must grow crops that the larger farms do not and that they must rotate a series of profit-making crops through the entire year.

Among his other basic principles are these: The farm must be on a paved road and no more than 40 miles from a metropolitan center; the farm must have a good water supply; it must have a membership group of clients to assure customers; the clientele must come in and harvest what they want to save the farmer labor costs.

The crops planted would depend on the region, of course. For a small farm in the Southeast, he recommends sweet potatoes, collards, turnips, mustard greens, southern peas, muscadines, rabbit-eye blueberries, blackberries, strawberries and 60 colonies of honey bees. From the bees alone, he notes, the farmer can sell honey, beeswax, venom and pollen, a payoff for them in natural food stores.

Whaley says there is no component of the plan which will not gross \$3,000 per acre a year. He believes that a well-run 25-acre farm, following his plan, can gross \$100,000 a year, retaining \$5 to \$50 percent for profit.

I raised my eyebrows over the notion that Americans, used to the Super-Kroger concept, would actually go and pick their own vegetables and fruits, no matter how cheap. But Whaley contends that many middle-class Americans already do it. The experimental farm he set up on Tuskegee's research campus has already proved a success, he said. His newsletter, which explains the concepts in detail, has grown from a circulation of 500 to one of 25,000 in just two years.

His ideas raise a special hope for developing nations, where the debate continually rages over whether small or large farms are more productive but where governments must date the small tenant a third for land ownership.

Whaley is not just sitting around preaching. A spy man of 67, he hopes to set up a network of small farms all over the country next year. His newsletter is already circulated in all 50 states and in 30 foreign countries. He has lectures scheduled in the Midwestern United States and in Haiti.

We will be watching Whaley and his theories. There is a marvelous promise here that more of the world will be fed, even if it means eating collard greens.

