The Farm Service Agency's Wildlife Initiatives:

Win-Win Partnerships through the Conservation Reserve Program



Idaho Columbian sharp-tailed grouse SAFE enrollment with sainfoin in bloom. / FSA, Teton Co., ID

United States Department of Agriculture





Farm Service Agency

The Conservation Reserve Program (CRP) has been continually evolving throughout its successful 25-year history. The voluntary conservation program began with a primary purpose of erosion prevention, but has expanded to embrace not only water and air quality, but also wildlife habitat for priority species. Today, one of the ways the United States Department of Agriculture's Farm Service Agency (FSA) is benefitting priority wildlife is by targeting acres under the Conservation Reserve Program's various wildlife initiatives; including the State Acres for Wildlife Enhancement (SAFE) initiative, the Conservation Reserve Enhancement Program (CREP), and several other practices available for continuous signup. Participants in these initiatives establish wildlife habitat on environmentally sensitive cropland, and receive technical assistance, rental payments, and other financial assistance in return. CRP wildlife initiatives often work in concert with CRP general signups and conservation programs administered by the USDA Natural Resources Conservation Service (NRCS) – combining to create landscapelevel benefits for a suite of different species. The success of these initiatives is due not only to USDA incentives, but also to the longstanding partnerships with producers, federal and state agencies, and conservation organizations around the country.



State Acres for Wildlife Enhancement (SAFE)

The State Acres for Wildlife Enhancement (SAFE) initiative is a locally led effort to address high-value wildlife habitat restoration. SAFE empowers the public, producers, state and federal agencies, conservation organizations, and others to work together to identify geographic areas where new CRP acreage should be enrolled to address the habitat needs of specific Endangered, Threatened, or high-priority fish and wildlife species. There are currently 90 SAFE projects in 36 states and Puerto Rico targeting species that range from grassland songbirds to waterfowl, Indiana bats to Mississippi black bear.

Prioritizing Prairie Grouse with SAFE

Among FSA's highest SAFE priorities are prairie grouse species. Prairie grouse include sharp-tailed grouse and all species of prairie chicken, and our expansive definition also includes sagegrouse. Prairie grouse are classic indicator organisms – we can infer the condition of their native grassland and shrubland ecosystems based on the health of their populations.

As the grasslands and shrublands of the Great Plains and Northwest have been lost, many populations of these charismatic birds have plummeted. FSA has directed a significant portion of all SAFE acres to the partner-led SAFE projects targeting prairie grouse, and FSA is committed to working with partners to reach full enrollment of these allocated acres.

SAFE Enrollment

There are currently 90 SAFE projects nationwide. All projects were designed through collaborative partnerships to benefit a variety of priority wildlife species.

FSA is one of many stakeholders prioritizing prairie grouse conservation. Many federal and state agencies and conservation organizations are making on-the-ground efforts to raise interest in private lands programs (including CRP) that help prairie grouse. FSA's prairie grouse initiatives are also important tools supporting the Grassland Conservation Plan for Prairie Grouse (coordinated by the North American Grouse Partnership¹), and the many state and federal agency recovery plans for sage-grouse (as outlined in the Western Association of Fish and Wildlife Agencies' Conservation Assessment of Greater Sage-grouse and Sagebrush Habitats²).





Sage-Grouse

The greater sage-grouse is a sagebrush steppe-dependent species native to twelve western states, and is a Candidate species for listing under the Endangered Species Act. Although sage grouse are mostly found within grazing lands, farmland – and thus CRP – has a role to play.

Sage-grouse habitat in Washington State has declined by over 50 percent, and much of what remains is fragmented. In studies between 1992 and 1997, CRP was found to be an important sage-grouse nesting habitat, and nests on CRP had similar or higher success rates than nest on native sagebrush steppe.³ CRP, it turns out, is critical for creating a more contiguous landscape by connecting fragments of native habitat.

Based on these observations, conservation partners worked with FSA to create the Washington Sage-Grouse and Sharp-tailed Grouse SAFE project in Douglas County and the Eastern Washington Shrub-steppe SAFE project in parts of Lincoln, Okanogan and Grant Counties. The SAFE projects target sagegrouse management units that are currently occupied by sage grouse, sharp-tailed grouse, or both.

The Washington sage-grouse SAFE projects have been extremely popular with producers. In fact, demand was so great that FSA reached out to external partners to increase the



Greater sage-grouse. / USFWS

technical assistance capacity in the area. The Washington Department of Fish and Wildlife and the Foster Creek Conservation District were the successful applicants for a cooperative agreement with FSA. The two conservation partners provided invaluable support processing SAFE applications, conducting thorough site visits to assess habitat conditions, and drafting conservation plans for over 300 SAFE contracts (covering over 60,000 acres).



Sharp-tailed Grouse



Sharp-tailed grouse in mating display. / USFWS

Sharp-tailed grouse are a popular game bird found in many of the western states, and CRP has been providing benefits to sharp-tailed grouse in parts of the species large range since the beginning of the program. For example, plains sharp-tailed grouse populations in parts of southeastern Wyoming, northeastern Colorado, and the Nebraska Panhandle showed strong increases, along with some range expansion, following the establishment of CRP grasslands.⁴

Washington sage-grouse SAFE habitat. / Mike Schroeder, WDFW

CRP has been especially important, however, to the Columbian sharp-tailed grouse. Out of the six living subspecies of sharp-tailed grouse, the Columbian is the smallest and rarest. Columbian sharp-tailed grouse were once the most familiar and abundant upland game bird in the Northwest, but they have been declining since the turn of the 20th century. The US Fish and Wildlife Service (USFWS) was petitioned twice (in 1995 and then in 2004) to list Columbian sharp-tails as Threatened under the Endangered Species Act. Each time listing was deemed not warranted, but the USFWS retained the option to list them should additional information become available.

CRP benefits to Columbian sharp-tails have been documented in several states. In a study in northwestern Colorado, 26% of all known leks were in CRP, although such stands comprised just 3% of the study area. In Utah, CRP stands successfully reconnected previously isolated populations of Columbian

sharp-tailed grouse, resulting in significant population increases and a range expansion of approximately 400 percent.⁴ Columbian sharp-tail populations are also benefitting from sagegrouse SAFE projects in areas where the two overlap in Colorado, Washington, and Wyoming.

Idaho populations are particularly critical to the recovery of this subspecies. Idaho supports between an estimated 59 and 66 percent of the remaining Columbian sharp-tail population in the United States. Approximately 70 percent of Columbian sharp-tail habitat in Idaho is on private land, and CRP has long been a critical tool for the species' recovery there. Of the 172 new sharp-tail breeding grounds found in southeastern Idaho from 1995-1998, more than 80% were in CRP.⁵ Since the program's introduction in 1985, CRP has actually contributed to an increase in Columbian sharp-tail populations in Idaho – despite the overall downward trend across most of the range. Over 400,000 acres of CRP are currently enrolled in Columbian sharp-tail range in Idaho.

Possible loss of CRP lands is the single most important immediate threat to Columbian sharp-tailed grouse in the state. To help keep habitat on the ground, the Idaho Department of Fish and Game reached out to FSA to create the Idaho Columbian sharp-tailed grouse SAFE. The SAFE project has been wildly successful – Idaho is on track to sign up all of its 94,300 allocated acres – benefitting both producers and wildlife.



Lesser Prairie Chicken



Lesser prairie chicken. / USFWS

SAFE projects in each of the lesser prairie chicken range states – Texas, Oklahoma, Kansas, Colorado, and New Mexico – have targeted 147,600 acres into the occupied and potential range of the species.

The lesser prairie chicken is a Candidate species for federal listing under the Endangered Species Act, and the Fish and Wildlife Service is in the process of developing a proposed listing rule. Lesser prairie-chickens need large tracts of relatively intact native grasslands to thrive, making the collaboration of many conservation partners critical to the conservation of the species.

The lesser prairie chicken SAFE projects build on the successes and lessons-learned of 25 years of CRP enrollments in the region. These SAFE projects are the result of partnerships with state wildlife agencies, conservation organizations, joint ventures, and the US Fish and Wildlife Service.

Below: Acres allocated to projects specifically targeting priority prairie grouse and prairie grouse SAFE acres enrolled. Acres may be counted more than once for projects targeting multiple prairie grouse.

Priority Prairie Grouse	SAFE Acres Allocated	Enrolled Acres
Sage-grouse	95,422.0	54,468.1 (57.1%)
Lesser Prairie Chicken	147,600.0	95,866.2 (65.0%)
Columbian Sharp-tailed Grouse	187,222.0	101,073.3 (54.0%)

Projects focus on establishing new, high quality native grasslands or enhancing the quality of existing CRP stands to meet the needs of lesser prairie chickens. The loss of habitat provided by CRP is a major threat to the continued recovery of lesser prairie chickens, and SAFE projects have been an important tool for conserving key habitats.

The greatest CRP success for lesser prairie chickens has been in Kansas, where early CRP plantings were predominated by high quality native grass stands. Just prior to CRP, lesser prairie chickens had all but disappeared from areas north of the Arkansas River in west-central Kansas and parts of southwest Kansas. However, by the late 1990's biologists from the Kansas Wildlife, Parks, and Tourism Department began to see recolonization, sometimes in areas where lesser prairie chickens hadn't been seen for over 60 years.⁴



The Conservation Reserve Enhancement Program

The Conservation Reserve Enhancement Program (CREP) is a partnership among producers, governments (including tribal, state, and federal), and, in some cases, private groups. By combining CRP incentives with partner resources, CREP provides farmers and ranchers with a sound financial package to enhance conservation on the farm. CREP projects target high-priority conservation issues of both local and national significance, and the program has become a model for community-based, results-oriented conservation built on local participation and leadership. Currently, there are 45 CREP projects underway in 33 states.

Maryland CREP

USDA, the state of Maryland, the US Fish and Wildlife Service, and Maryland's Soil Conservation Districts teamed up to create a CREP to improve water quality and enhance wildlife habitat in the Chesapeake Bay watershed. The program seeks to enroll eligible cropland or marginal pastureland to establish or restore wetlands, install riparian buffers, and conserve highly erodible land bordering Maryland streams. Maryland CREP also creates habitat for a variety of priority wildlife, including waterfowl and state and federally-listed Threatened or Endangered species such as the Delmarva fox squirrel, eastern bog turtle, and dwarf wedge mussel.

Full enrollment of Maryland's CREP will mean significant decreases in the pollution entering the Chesapeake Bay: as much as 11.5 million pounds of nitrogen, 1.1 million pounds of phosphorus, and 200,000 tons of sediment eliminated every year. Maryland has already enrolled over 70,000 acres into CREP, well on their way to the 100,000 acre goal.



Oregon's CREP was created to improve water quality and enhance habitat for nine salmon and two trout species listed under the Endangered Species Act. The successful partnership between the Farm Service Agency, Soil and Water Conservation Districts, and the State of Oregon (through the Oregon Watershed Enhancement Board) has already enrolled about 38,000 acres of streamside buffers since 1998. An impressive feat, considering that buffers can only be up to 180 feet in average width. Watersheds have responded positively – buffers have led to cleaner and cooler water in seasonal and perennial streams, and buffered streams have measurably healthier biological communities.⁶





The program has also generated benefits for more than just the originally targeted species. For example, in 2005 the Blaha family enrolled some acreage along several seasonal streams on Mossback Farm, the family's operation in Yamhill County. CREP helped the Blaha's plant trees, shrubs, and a native understory of grass and wildflowers. After the CREP planting was established, Mossback Farm became home to at least two more species - the federally threatened Kincaid's lupine and the federally endangered Fender's blue butterfly.

The source population of the Kincaid's lupine (which is the preferred plant for the Fender's caterpillar) was in a pasture adjacent to the CREP acreage. The threatened wildflower has done so well that the Fender's blue butterfly can now be spotted fluttering over the Blaha's CREP. The United States Fish and Wildlife Service has also become a partner. They are in the process of completing a Safe Harbor Agreement with the Blahas, which will protect not only the lupine and the butterfly, but also the Blahas property rights in continuing to farm and graze the area adjacent to the CREP buffer.

Standing in the CREP acreage surrounded by Kincaid's lupine are representatives of the three-part conservation partnership (from left to right): Josh Togstad and Amie Loop-Frison of the Yamhill Soil and Water Conservation District; private landowners Valerie, Dalton ,and Rich Blaha; and FSA county executive director Darca Glasgow.

FSA has implemented several multistate wildlife initiatives under continuous CRP. Each grew out of input from other federal agencies, state fish and wildlife agencies, and nonprofit conservation leaders and target priority wildlife and habitats identified in various national and regional conservation plans.

Bobwhite Quail Initiative

Habitat Buffers for Upland Birds, or CP33, was the first CRP conservation practice specifically designed to support the objectives of a large-scale wildlife conservation plan - the National Bobwhite Conservation Initiative, and is available in the 35 Southeastern and Midwestern-state bobwhite quail range. This targeted initiative offers landowner incentives to establish buffers of diverse native grass and wildflowers along crop field edges, helping the steeply declining populations of bobwhites and other grassland birds. CP-33 is a "win-win" for producers: it allows retirement of unproductive field margins, with minimal or positive net economic impact, while providing critical habitat for upland wildlife.

The Southeast Quail Study Group (now the National Bobwhite Technical Committee) teamed up with FSA to create and implement CP33 in 2004. Then in 2006, state wildlife agencies, nonprofits, and researchers from Mississippi State University and Southeast Partners in Flight organized an army of field biologists to monitor bird response to these new CP33 buffers using a standardized protocol. The monitoring program was made possible by NRCS and FSA Conservation Effects Assessment Project funds and a Multistate Conservation Grant, a program supported with funds from the Sport Fish and Wildlife Restoration Program and jointly managed by the Association of Fish and Wildlife Agencies and the US Fish and Wildlife Service.

Between 2006 and 2008, monitoring was conducted in 14 states on approximately 550 CP33 fields paired with unbuffered crop fields. Overall breeding bobwhite densities were 70-75% greater on CP33 buffered fields than unbuffered crop fields, and bobwhite densities in some regions were up to 265% greater on CP33.

Restoring the Longleaf Pine Ecosystem

Historically, longleaf pine was the dominant tree species on an estimated 60 million acres - creating an ecosystem characterized by widely spaced trees with abundant sunlight reaching the ground and a diverse understory, home to species like Bachman's sparrows, brown-headed nuthatches, northern bobwhites, and the federally threatened gopher tortoise and federally endangered red-cockaded woodpecker.

Today longleaf pine forests occupy a remnant of their former range - less than 2 million acres. Many conservation groups have highlighted the importance of longleaf pine ecosystem restoration. The Longleaf Alliance has been a longtime advocate and technical resource, and America's Longleaf Initiative has recently brought together more than 20 organizations and



Left: A CP33 buffer in bloom next to a field. / IA DNR

bobwhite. / USFWS

Other species also benefitted: dickcissels and field sparrows exhibited 80-190% higher densities on CP33, and indigo buntings had substantially greater overall densities on CP33 and were the most abundant of all the target species.⁷ These positive responses are even more significant considering that over 240,000 acres of CP33 have been enrolled. CP33 partnerships continue with a second phase of monitoring between 2009 and 2011 which will measure bird and vegetation responses following mid-contract management activities. This new phase is funded by a second Multistate Conservation Grant, and includes participation from nine state agencies, three conservation organizations, and four universities. CP33 has been a major example of a collaborative success.

agencies in support of coordinated longleaf pine conservation efforts.

In 2007, a diverse coalition of more than 40 federal and state wildlife and forestry agencies and conservation organizations, coordinated by the Longleaf Alliance, worked with FSA to create the a new continuous CRP longleaf pine establishment practice - CP36. The new practice provided participants incentives to establish longleaf stands at densities that benefit wildlife species and to plant a native understory community. CP36 and other CRP longleaf practices have been important tools supporting longleaf restoration goals, and have made the US Fish and Wildlife Service's Safe Harbor agreements for species like the red-cockaded woodpecker even more attractive by supplementing the cost of some management activities.

With over 77,000 acres of CP36 enrolled, Georgia is a leader in CRP longleaf restoration. A recent partnership among the Georgia Department of Natural Resources, Georgia Forestry Commission, and FSA and NRCS in Georgia was formed to assess the understory condition of newly established CP36 stands and to identify best management practices needed to provide quality understory habitat for wildlife. Together, Georgia DNR and Georgia Forestry Commission sampled over 100 sites and identified several site preparation techniques to enhance the habitat quality of new longleaf stands. The Georgia Forestry Commission (the technical authority for CRP tree practices in Georgia) then incorporated the study's findings into their longleaf establishment guidelines – an excellent example of CRP being strengthened through the efforts of partners.



Researchers from the Georgia Department of Natural Resources and the Georgia Forestry Commission estimate groundcover in a young CP36 stand of longleaf.

Duck Nesting Habitat in the Prairie Pothole Region

FSA created the Duck Nesting Habitat Initiative (CP37) in collaboration with Fish and Wildlife Service and state agency wildlife biologists in the Prairie Pothole Region of North Dakota, South Dakota, Minnesota, Iowa, and Montana, and wildlife organizations including Ducks Unlimited and Pheasants Forever. CP37 targets land the US Fish and Wildlife Service estimates supports over 25 breeding duck pairs per square mile – which benefits over 90 percent of the duck population while focusing on about 50 percent of the landscape. Biologists estimate that over two million additional ducks per year are hatched as a result of CRP in the Dakotas and Montana alone, and CP37 itself, a practices specifically designed to benefit waterfowl, is estimated to increase duck numbers by 90,000 birds annually.

Partnerships across the Prairie Pothole Region have made the Duck Nesting Habitat Initiative a major success. For example, five different entities have played significant roles in signing up nearly 70,000 acres of CP37 in North Dakota. In addition to

incentives and other assistance from both FSA and NRCS, North Dakota participants can receive support from North Dakota Game and Fish Department in the form of a one-time up front incentive payment of \$1-\$4 per acre, and up to 50 percent additional cost-share on grass seed and required management practices (like light disking, burning, and interseeding) in return for allowing public access to the CRP for the life of the contract. Ducks Unlimited provides up to 25% of the actual wetland restoration costs (including hydrology restoration and sediment removal as deemed necessary by USDA). Lastly, the North Dakota Natural Resources Trust provides incentive payments of \$30 per restored wetland acre or \$150 per restored basin. CRP and partnerships such as these in North Dakota make a potentially costly wetland restoration project economically feasible for producers and provide a wide array of benefits for the public - including restoration of wildlife populations, increased recreational opportunities, and improved water quality.



A continuous CRP-restored wetland with a flight of waterfowl.

Strengthening General CRP through Partnerships

The greatest acreage of CRP is enrolled under general signup criteria. Although general CRP does not always establish habitat as specifically targeted to priority wildlife as continuous signup CRP wildlife initiatives, the landscape-level benefits of general CRP are critically important to many wildlife species, particularly prairie grouse, pheasants, waterfowl, and the many aquatic wildlife benefitted by improved water quality.

Given the narrow enrollment window, partners are an essential ingredient for a successful CRP general signup. In recent years, on-the-ground biologist positions have been created through partnerships among NRCS, state wildlife agencies, and conservation organizations, partially supported by FSA technical assistance funding. These biologists meet directly with producers about CRP and other USDA conservation programs, getting the word out and providing additional technical assistance. For example, Pheasants Forever / Quail Forever alone have contributed to over 90 partnership biologist positions in 16 states. Prior to and during general signup 41 in spring of 2011, Pheasants Forever / Quail Forever partnership biologists hosted over 250 informational workshops.

FSA has anecdotal evidence that partnership biologists and informational workshops, when combined with the outreach and education work of USDA, can lead to higher quality CRP enrollments – such as FSA's newest general CRP practice CP42, Pollinator Habitat. The Pollinator Habitat practice was created through a collaborative effort with NRCS, the Xerces Society for Invertebrate Conservation, the Pollinator Partnership, and others. CP42 provides incentives for producers to establish habitat with native grasses and wildflowers that provide pollen and nectar throughout the growing season. In only two signups, over 60,000 acres of pollinator habitat have been enrolled, providing habitat for critically important native pollinators and managed honeybees, as well as a wide suite of grassland wildlife.



Looking Ahead

The initiatives described in this report represent a commitment of more than 1.5 million acres under continuous CRP signup targeted to priority wildlife. As never before, however, with the price of agricultural commodities on the rise, it is essential to acknowledge that private land conservation will not occur without the interest and goodwill of private landowners. This takes collaboration among conservation partners in key places, particularly those working on the ground with producers. FSA, NRCS, federal and state agencies, and various other conservation partners will continue to collaborate, focusing on both providing excellent customer service to producers and enhancing conservation outcomes.

Several CRP wildlife initiatives target popular game species, and recreational expenditures are directly linked to sustained habitat conservation efforts benefitting these and other wildlife. FSA is committed to supporting recreational opportunity for hunting, angling, wildlife viewing, and other compatible outdoor recreation. Expenditures by wildlife recreationists in the US – totaling approximately \$137.4 billion annually⁸ – are of vital importance to many rural communities.

An estimated 55% of all CRP is open to some public wildlifedependent recreation,⁹ and FSA's new Voluntary Public Access and Habitat Incentive Program (VPA-HIP) increases opportunity on CRP and other privately-held farm, ranch, and forest land. VPA-HIP makes up to \$50 million available through 2012 for grants to state and tribal governments to provide technical assistance and financial incentives encouraging public access. As of November 2011, 26 state fish and wildlife agencies and one tribal government entity have been awarded VPA-HIP funding and nearly \$30 million has been obligated to facilitate local public access program initiatives.



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Columbian sharp-tailed grouse SAFE habitat in Idaho . / IDFG

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