Supporting Statement

**2017 CENSUS OF AGRICULTURE**

OMB No. 0535-0226

**A. JUSTIFICATION**

This submission is for reinstatement of the Census of Agriculture which is conducted every five years in all 50 states, and the outlying areas of American Samoa, the Commonwealth of the Northern Mariana Islands, Guam, and the U.S. Virgin Islands. The last census was done in 2013, covering the 2012 crop year. The 2017 census will be the fifth census conducted by the National Agricultural Statistics Service (NASS). Data collection for the 2017 Census of Agriculture will be in 2018. The planned publication date is February 2019.

**1. Explain the circumstances that make the collection of information necessary**. **Identify any legal or administrative requirements that necessitate the collection. Attach a copy of the appropriate section of each statute and regulation mandating or authorizing the collection of information.**

The National Agricultural Statistics Service conducts surveys in order to prepare national, state, and county estimates of crop and livestock production, disposition, prices, as well as statistics on related environmental and economic factors. Every five years these survey statistics are benchmarked with a complete census of agricultural producers. This census is required by law under the “Census of Agriculture Act of 1997,” Pub. L. No. 105-113 (7 U.S.C. 2204g). It is the primary source of detailed state and county data that provide critical information for the agricultural sector. Without the census, there would be no source of reliable, comparable data throughout the more than 3,000 counties in the 50 States and Puerto Rico. For the outlying areas of American Samoa (AS), the Commonwealth of the Northern Mariana Islands (CNMI), Guam, and the U.S. Virgin Islands (USVI), it is the only source of consistent, comparable agricultural data.

**2. Indicate how, by whom, and for what purpose the information is to be used**. **Except for a new collection, indicate the use the agency has made of the information received from the current collection.**

The Census of Agriculture provides data on the number and types of farms, land use, crop area and production, livestock inventory and sales, production contracts, production expenses, farm-related income, and various demographic characteristics. These data are collected from farmers, ranchers, nursery operators, citrus caretakers, and other producers of agricultural products. Information from the Census promotes a stable economic atmosphere and reduces risk for production, marketing, and distribution operations. The agricultural industry increasingly relies on timely, accurate, and detailed information. This information affects commodities markets, government policy, imports, exports, prices, and private industry.

Census information is used by Executive branch agencies and Congress to formulate and evaluate national agricultural programs and policy. The U.S. Department of Agriculture and the Bureau of Economic Analysis use Census data to compile farm sector economic indicators. State and local governments use Census data in the development of local agricultural programs. Participation in federal farm programs is often based on county and state Census statistics. Farm organizations and agribusinesses use Census data for assessing the agricultural economy and for marketing analysis. New developments in the agricultural sector make Census data valuable in measuring changes and production trends. Census data are also used to evaluate estimates made from NASS’s more frequent sample survey data.

Many specialty commodities are not targeted in any other survey other than the Census of Agriculture every five years. This is the only opportunity to measure their change in production on a national level.

**3. Describe whether, and to what extent the collection of information involves the use of automated, electronic, mechanical, or other technological collection techniques or other forms of information technology, e.g. permitting electronic submission** **of responses, and the basis for the decision for adopting this means of collection. Also describe any consideration of using information technology to reduce burden.**

Computer Assisted Web Interview (CAWI) will be an option for the 2017 Census. NASS is working to increase response rates for this mode from the overall 12 percent rate received in 2012 (13 percent for the 2012 Census and 9 percent for the 2012 National Agricultural Classification Survey). Also, telephone help lines will be staffed to assist respondents who request additional forms, report receipt of multiple questionnaires, have questions or concerns with any part of the questionnaire, or need help completing their form.



During the Census of Agriculture Content Test (OMB No. 0535-0243) participants were allowed to choose CAWI as a response mode. Instructions and an access code were included on the back of the cover letter that was sent to all potential participants in the first mailing. The instructions emphasized that online reporting is quick, convenient, and secure. About 2,800 participants (approximately 10 percent) used the internet version during the Content Test.

For the 2017 Census of Agriculture data collection strategy, NASS will emphasize online reporting as quick, easy, and secure in all its correspondence. If needed, NASS will send a pre-notification phone recording (autodial) to respondents previously identified as having high-speed internet. The personnel staffing the helpline during the mail phase of data collection will be trained to encourage online response. NASS will utilize three mailings of the questionnaire with instructions for web reporting prior to phone follow-up for non-respondents.

Computer Assisted Telephone Interview (CATI) technology was used in previous Census efforts and will be utilized again for the 2017 Census of Agriculture. To curb cost, a majority of the calling will take place after the three mail attempts. For in-person interviews, Computer Assisted Personal Interview (CAPI) technology will be implemented into the strategy for the 2017 Census of Agriculture.

**4. Describe efforts to identify duplication**. **Show specifically why any similar information already available cannot be used or modified for use for the purposes described in Item 2 above.**

To determine Census questionnaire content and eliminate duplication of data, NASS consults data users, federal and state agencies, state governors, state agricultural departments, researchers, other federal agencies, and the Advisory Committee on Agriculture Statistics.

**5. If the collection of information impacts small businesses or other small entities (Item 5 of OMB Form 83-I), describe any methods to minimize burden**.

Using the Small Business Administration’s definition of a small business in the agricultural industry (less than $750,000 in sales), approximately 93 percent of operations in the target population would be classified as small businesses. Although response to this collection is required by law, every effort is made to minimize respondent burden. A screening survey, conducted prior to the Census, will again be used and will enable NASS to eliminate non-farm operations from the Census mail list. Comprehensive testing (0535-0243) was conducted to improve the content and flow of the questionnaire to make it easier for respondents to complete. Respondents will be given the opportunity to reply by several different modes, including by mail, online, or by phone. NASS will use an adaptive design to target records for non-response phone follow-up. In addition, smaller or less complex operations that are likely to be able to skip many sections of the full Census questionnaire will receive a shortened version of the questionnaire. If the operations are found to have certain commodities, such as vegetables, fruits, tree nuts, berries, horticulture crops, sheep, hogs, poultry, or aquaculture, they may be re-contacted by phone and asked to complete the part(s) of the questionnaire that were omitted in the shorter version.

Lists of farm operators and potential operators in each of the outlying areas will be compiled with the help of federal agencies, local governments, and farmer associations. Each of these operators will be contacted and asked to complete a Census of Agriculture questionnaire. The questionnaire is designed to screen out respondents without farming activities. Only essential questions will be included on the questionnaire to reduce burden on respondents.

**6. Describe the consequence to Federal program or policy activities if the collection is not conducted, or is conducted less frequently, as well as technical or legal obstacles to reducing burden.**

The Census of Agriculture is required by law every five years. It is also important that the Census of Agriculture is conducted using the same reference year as the other economic census programs conducted by the Bureau of the Census. This simultaneous data collection provides the American public with a complete snapshot of the United States economy. It is also critical to the work performed by the Bureau of Economic Analysis (U.S. Dept. of Commerce). Less frequent collections would hinder the ability of federal, state, and local governments to recognize changing trends in the agricultural sector and weaken the ability to monitor farm programs and environmental regulations affecting the agricultural economy.

**7. Explain any special circumstances** **that would cause an information collection to be conducted in a manner inconsistent with the general information guidelines in 5 CFR 1320.5**

There are no special circumstances associated with this information collection.

**8. Provide a copy and identify the date and page number of publication in the Federal Register of the agency’s notice, required by 5CFR 1320.8 (d), soliciting comments on the information collection prior to submission to OMB**. **Summarize public comments received in response to that notice and describe actions taken in response to these comments.**

The notice soliciting comment on this information collection was published in the Federal Register on April 19, 2016 on pages 22964 – 22965. Two comments were received regarding this reinstatement; one from Dr. Dennis Fixler, Chief Economist for the Bureau of Economic Analysis, and one from Ms. Jean Public. The comments are attached to this docket submission.

**Describe efforts to consult with persons outside the agency to obtain their views on the availability of data, frequency of collection, the clarity of instructions and record keeping, disclosure, or reporting format (if any), and on the data requirements to be recorded, disclosed, or reported.**

The process for soliciting input on content for the 2017 Census of Agriculture started shortly after the release of the 2012 Census. The primary vehicle for soliciting input is the NASS public website. All persons, including NASS or other USDA employees, interested in adding questions or suggesting changes to the Census are encouraged to use this online form. On July 18, 2014 NASS also published in the Federal Register a solicitation of interest asking the public for input on any changes they would like to see with the 2017 Census of Agriculture. In addition, NASS issued news releases on June 24, 2014 and August 19, 2014 soliciting input for the 2017 Census. The following organizations submitted comments:

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| Affiliated Tribes of Northwest Indians | Mix Farms |
| African American Farmers of California | Montana Stockgrowers Association |
| American Agri-Women | National Barn Alliance |
| American Media Forum Inc. | National Black Growers Council |
| American Samoa Department of Commerce | National Cotton Council of America |
| Appalachian State University | National Hmong American Farmers, Inc. |
| Arizona State University | National Sustainable Agriculture Coalition |
| Arkansas Land & Farm Development | National Wildlife Federation |
| Brackett Ranches | New Mexico Small Farms/Limited Resource Task Force |
| Bureau of Labor Statistics | North Carolina A&T State University |
| California Air Resources Board | North Dakota Agriculture Commission |
| California Black Farmers & Agriculturalists Association | Oklahoma Black Farmers Association |
| CASA del Llano, Inc. | Oklahoma Black Historical Research Project, Inc. |
| Cheyenne River Sioux Tribal Council | Operation Spring Plant, Inc. |
| CNMI Department of Commerce | Oregon Food Bank |
| Colorado State University | Oregon State University |
| Connecticut Trust for Historic Preservation | Organic Valley |
| Cornell University | Puerto Rico Department of Ag |
| Cornell University Small Farm Program | Puerto Rico Institute of Statistics |
| CropLife America | Puerto Rico Planning Board |
| Dutch Barn Preservation Society | Rural Coalition |
| Eagle Butte Cooperative Association | Rural Community Development Resources |
| Eagle-Stone Aquatics, LLC | Rural Women's Project |
| Energy Information Administration | Rutgers University |
| Environmental Protection Agency | Snyder County Conservation District |
| Farm Credit Service | South Dakota State University |
| Farmworker Association of Florida | Soybean Board |
| Federation of Southern Cooperatives | Texas A&M |
| Friends of Ohio Barns | Texas Small Farmers & Ranchers |
| Guam Department of Commerce | Texas/Mexico Border Coalition |
| Humboldt State University | Tribal Technical Assistance Network |
| Illinois Barn Alliance | United South & Eastern Tribes, Inc. |
| Indiana Barn Foundation | University of Chicago |
| International Dairy Food Association | University of Georgia |
| Intertribal Agriculture Council | University of Idaho |
| Iowa State University | University of Maryland |
| Kansas Barn Alliance | University of Michigan |
| Kauffman Foundation | University of Puerto Rico |
| L & R Resources, LLC | University of Wisconsin-Madison |
| Landowners Association of Texas | Urban Roots in St. Paul, MN |
| Leopold Center for Sustainable Agriculture | US Census Bureau |
| Livestock Marketing Information Center | US Virgin Islands Department of Commerce |
| Louisiana Association of Cooperatives | USDA National Agroforestry Center |
| Michigan Historic Preservation Network | USDA Economic Research Service |
| Michigan Integrated Food & Farming Systems | USDA Farm Service Agency |
| Midwest Association of Farmworker Organizations | USDA Natural Resource Conservation Service |
| Midwest Organic and Sustainable Education Service | Vermont Agency of Agriculture |
| Minnesota Farm Guide | Virginia Tech University |
| Missouri Alliance for Historic Preservation | Washington Trust for Historic Preservation |
| Missouri State University | Wisconsin Department of Agriculture |

NASS held meetings with data users and contacted federal and state agencies that use Census statistics to discuss data needs and ask for recommendations on content for the 2017 Census. The proposed new or changed Census content was designed on the basis of recommendations received from federal agencies, state governors, state agricultural departments, other state agencies, researchers, agricultural organizations, or the Advisory Committee on Agriculture Statistics.

The Advisory Committee on Agriculture Statistics, appointed by the Secretary of Agriculture, is the principal contact with data users outside the Federal Government. It meets on a regular basis and makes recommendations regarding all areas of the Agency’s agriculture statistics program, with a special focus on the Census. The Advisory Committee advises the Agency on current and future data needs, the ability (or willingness) of respondents to supply the information requested, general data collection methods, content and design of questionnaires, and publicity. The Advisory Committee provided assistance with prioritizing requests for changes to Census content based on data needs and respondent burden issues.

For example, feedback from the Advisory Committee on Agricultural Statistics and from the public led NASS to request that the National Institute of Statistical Sciences (NISS), as a neutral party, form a panel to address the “need to re-evaluate how NASS quantifies the contribution of women and new/beginning farmers.” (See the attached *Report of the Expert Panel on Statistics on Women and Beginning Farmers in the USDA Census of Agriculture*.) The panel was chaired by Nell Sedransk, Director of NISS, and composed of 13 members “with recognized expertise in economics, sociology, statistics, policy, and agriculture.” The panel’s recommendations for the 2017 Census included eliminating the terms “principal operator” and “new/beginning farmer” from the questionnaire in favor of more explicitly defined terms.

Separate but similar review processes will be done for the agricultural censuses of the outlying areas of American Samoa, Guam, the Commonwealth of the Northern Mariana Islands, and the U.S. Virgin Islands. For the 2017 Census, NASS staff will visit each of these areas to meet with advisory groups and discuss what, if any, changes should be made to the previous Census questionnaire and publication of Census data. Designated departments or agencies in each of the territory or commonwealth areas are responsible for coordinating Census activities. They communicate Census issues throughout the agriculture community, usually through interagency committees similar to the Advisory Committee on Agriculture Statistics. Because of the relative simplicity of the questionnaires, the small number of questionnaires needed, distance, and the cost of travel to the territories and commonwealths, this review process has not yet been done for these areas.

**9. Explain any decision to provide any payment or gifts to respondents.**

There are no payments or gifts to respondents.

**10. Describe any assurance of confidentiality provided to respondents** **and the basis for the assurance in statute, regulation, or agency policy.**

All questionnaires include a statement that individual reports are kept confidential. The specific Census of Agriculture citation, Title 7 U.S. Code Section 2204(g), plus Title 18, Section 1905 and U.S. Code Title 7, Section 2276 provide for the confidentiality of reported information. All employees of NASS and all enumerators hired and supervised under a cooperative agreement with the National Association of State Departments of Agriculture (NASDA) must read these regulations and sign a statement of compliance.

Additionally, NASS and NASS contractors comply with OMB Implementation Guidance, Implementation Guidance for Title V of the E-Government Act, Confidential Information Protection and Statistical Efficiency Act of 2002 (CIPSEA), (Public Law 107-347). CIPSEA supports NASS’ pledge of confidentiality to all respondents and facilitates the agency’s efforts to reduce burden by supporting statistical activities of collaborative agencies through designation of NASS agents, subject to the limitations and penalties described in CIPSEA.

The following CIPSEA Pledge statement appears on all NASS questionnaires:

The information you provide will be used for statistical purposes only. In accordance with the Confidential Information Protection provisions of Title V, Subtitle A, Public Law 107–347, and other applicable Federal laws, your responses will be kept confidential and will not be disclosed in identifiable form to anyone other than employees or agents. By law, every employee and agent has taken an oath and is subject to a jail term, a fine, or both if he or she willfully discloses ANY identifiable information about you or your operation.

All individuals who may access these confidential data for research are also covered under Titles 18 and CIPSEA and must complete a Certification and Restrictions on Use of Unpublished Data (ADM-043) agreement.

**11. Provide additional justification for questions of a sensitive nature**.

Questions on race and ethnicity on both the screening form and the questionnaires comply with the OMB Standards for the Classification of Federal Data on Race and Ethnicity. Operation income is asked by commodity to determine whether operations classify as farms and so that farms can be categorized by total value of production.

**12. Provide estimates of the hour burden of the collection of information. Indicate the number** **of respondents, frequency of response, annual hour burden, and an explanation of how the burden was estimated.**

This reinstatement of this information collection request has a sample size of 4,438,800, a total number of 13,468,839 responses, and a total of 2,763,085 burden hours.

The table below shows estimates of the amount of time needed to complete the questionnaires based on results from the 2015 Census of Agriculture Content Test (OMB No. 0535-0243). The interview lengths were weighted by the 2012 percentages of farms by size group based on value of sales; value of sales ranges used were: less than $10,000; $10,000-49,999; and $50,000 plus. Estimates of the non-farm response are based on re-contacts completed for the 2012 Census of Agriculture and the 2015 Content Test.

Cost to the public of completing a questionnaire is assumed to be comparable to the hourly rate of those requesting the data. Reporting time of 2,763,085 hours is multiplied by $25 per hour for a total cost to the public of $69,077,125.

NASS regularly checks the Bureau of Labor Statistics’ [Occupational Employment Statistics](http://www.bls.gov/oes/tables.htm) (Published March 30, 2016). Mean wage rates for bookkeepers, farm managers, and farm supervisors are averaged to obtain the wage for the burden cost. The May 2015 mean wage for bookkeepers is $18.74. The mean wage for farm managers is $33.60. The mean wage for farm supervisors is $23.22. The mean wage of the three is $25.19.

Projected total burden for the three year period that encompasses the 2017 Census of Agriculture.





**13. Provide an estimate of the total annual cost burden to respondents or records keepers resulting from the collection of information.**

There are no capital/start-up or ongoing operation/maintenance costs associated with this information collection.

**14. Provide estimates of annualized costs to Federal Government; provide a description of the method used to estimate said costs which should include quantifying hours, operational expenses (such as equipment, staff, printing, and overhead), and any other expense that would not have incurred without this collection of information.**

2017 Census of Agriculture

Estimated Costs without Follow-ons

($1,000)



The annual average estimated cost for the three years (2017, 2018, & 2019) covered under this OMB docket is approximately $50,392,000.

**15. Explain the reasons for any program changes or adjustments reported in Items 13 or 14 of the OMB Form 83-I Burden** **(reasons for changes in burden).**

Since the Census of Agriculture information collection is a reinstatement, there is no current inventory of burden hours. From the calculations in item 12 an estimated 2,763,085 burden hours will be needed. Non-response burden is included in this calculation. The supplemental attachments contain an overview of the changes made to questionnaire content from the 2012 Census of Agriculture.

**16. For collections of information whose results will be published, outline plans for tabulation and publication. Address any complex analytical techniques that will be used. Provide the time schedule for the entire project, include beginning and ending dates for the information collection, completion of report, publication dates and other actions.**

The initial mailing of questionnaires for the 50 states and Puerto Rico will occur in December 2017, with a due date of February 5, 2018. Publication of final reports (Volume I, see below) will be in February 2019.

For the outlying areas of American Samoa, the Commonwealth of the Northern Mariana Islands, Guam, and the U.S. Virgin Islands, data collection will occur in early 2019 and publication is targeted for October 2019.

Timetable for the 2017 Census of Agriculture

List Development Jan 2014 - Aug 2017

Conduct and Analyze Content Test Oct 2015 - Mar 2016

Evaluate Content Test Feb 2016 - July 2016

Develop Final Questionnaires Jun 2016 - Sept 2017

Print and Assemble Packages Jan 2017 - Oct 2017

Mail Screener Dec 2016

Follow-up Screener Mailings Jan 2017 - Mar 2017

Public Relations Campaign Jun 2017 - Feb 2018

Mail 2017 Census of Agriculture Dec 2017

Data Processing and Analysis Jan 2018 - Oct 2018

Follow-up Census Mailings Feb 2018 - Mar 2018

Selected Phone Non-response Follow-up Mar 2018 - Jun 2018

Preliminary Weighted Summary Apr 2018 - Jun 2018

Data Collection Close out Jun 2018

Final Weighted Summary Sep 2018

Final Figures Available Oct 2018

Disclosure Applied Oct 2018 - Nov 2018

Final Tabulations Complete Dec 2018

Public Release of Data Feb 2019

Tabulations will be generated at the county, state, and national levels. Final publications of the Census of Agriculture information will be available in printed reports and online. There will be three volumes: Volume 1 – Geographic Area Series, Volume 2 – Subject Series, and Volume 3 – Special Studies.

Volume 1 – Geographic Area Series will consist of a separate full report for each state (parts 1-50), the United States (Part 51), and the outlying areas (parts 52-56). Other products such as state and county profiles, online maps, and Race, Ethnicity, and Gender Profiles are also made available as a compliment to Volume 1. Volume 2 – Subject Series contains tabulations by ZIP code, congressional districts, watersheds, American Indian reservations, typology, and specialty crops. Volume 3 includes results from Census special studies (follow-on surveys) which will be conducted under separate OMB approvals.

Examples of publications from the 2012 Census of Agriculture include:

2012 Census of Agriculture United States Summary and State Data (Volume 1, Part 51):

<https://www.agcensus.usda.gov/Publications/2012/Full_Report/Volume_1,_Chapter_1_US/usv1.pdf>

2012 Census of Agriculture interactive link for state-level data (Volume 1, parts 1-50):

<https://www.agcensus.usda.gov/Publications/2012/Full_Report/Volume_1,_Chapter_1_State_Level/>

2012 Census of Agriculture interactive link for county-level data (Volume 1, Chapter 2):

<https://www.agcensus.usda.gov/Publications/2012/Full_Report/Volume_1,_Chapter_2_County_Level/>

2012 Census of Agriculture, Puerto Rico (Volume 1, Part 52):

<https://www.agcensus.usda.gov/Publications/2012/Full_Report/Outlying_Areas/prv1.pdf>

2012 Census of Agriculture, American Indian Reservations (Volume 2, Part 5):

<https://www.agcensus.usda.gov/Publications/2012/Online_Resources/American_Indian_Reservations/AMINDIAN.pdf>

2012 Census of Agriculture, Ranking of Congressional Districts (Volume 2, Part 2):

<https://www.agcensus.usda.gov/Publications/2012/Online_Resources/Congressional_District_Rankings/>

**17. If seeking approval to not display the expiration date for OMB approval of the collection, explain the reasons that display would be inappropriate**.

There is no request for approval of non-display of the expiration date.

**18. Explain each exception to the certification statement identified in Item 19, “Certification for Paperwork Reduction Act Submissions” of OMB Form 83-I.**

There are no exceptions to the certification statement.

June 2016

Revised October 2016