

2008 Farm Bill: Plant Pest and Disease Management and Disaster Prevention

- (3) To provide funds and technical assistance to specialty crop growers, organizations representing specialty crop growers, and State and local agencies working with specialty crop growers and organizations for the development and implementation of audit-based certification systems and nursery plant pest risk management systems, in collaboration with the nursery industry, research institutions, and other entities to address plant pests.

BACKGROUND

On May 22, *H.R. 6124 Food, Conservation, and Energy Act of 2008*, otherwise known as the Farm Bill, became law. Within Title X, Horticulture and Organic Agriculture, *Section 10201, Plant Pest and Disease Management and Disaster Prevention*, the Secretary is directed to make available Commodity Credit Corporation (CCC) funds to implement this Section incrementally, starting with \$12 million in FY09, \$45 million in FY10, and \$50 million in FY11 and thereafter.

The Farm Bill requires the Secretary to do the following under this section:

- (1) In consultation with the National Plant Board and other interested parties, to enter into a cooperative agreement with each State department of agriculture that agrees to conduct early plant pest detection and surveillance activities.
- (2) To establish a threat identification and mitigation program to determine and address threats to the domestic production of crops. In conducting the threat identification and mitigation program, the Secretary must develop risk assessments of the potential threat to the agricultural industry of the United States from foreign sources, collaborate with the National Plant Board, and implement action plans for high consequence plant pests and diseases.

STATUS

As a means to provide structure to the process of addressing the above requirements, and to build upon the existing framework of the Cooperative Agricultural Pest Survey (CAPS), the APHIS Administrator directed PPQ to engage the National Plant Board and other interested parties (FACA does not apply), with developing a business plan with funding objectives. As a result of discussions, meetings and correspondence to date, six goals have been proposed with funding levels. Within each goal are strategies and actions proposed for FY09 – FY11:

- 1) Enhanced analysis and surveys with three primary components (\$3,300,000 in FY09):
 - Identify and target high-risk pest pathways;
 - Fully fund the highest priority pest-specific surveys.
 - Enhance high-risk surveillance programs through state survey cooperative agreements
- 2) Target domestic inspection activities with four primary components (\$1,000,000 in FY09):
 - Promote and expand states' inland inspections of containers and mail facilities, where possible;
 - Expand the use of state canine teams for domestic survey detection activities;
 - Develop, initiate and support states in inspections for Official Control; and

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- Promote increased levels of state inspection for regulated articles for interstate movement.

3) Pest identification & technology enhancement with five primary components (\$1,962,475 in FY09):

- Improve all aspects of early detection resources;
- Enhance pest screening expertise and taxonomic capacity;
- Increase the deployment of molecular diagnostic tools;
- Develop and implement a comprehensive Traps & Lures Management Program; and
- Pursue offshore initiatives to optimize early detection programs.

4) Safeguarding nursery production with four primary components (\$1,302,333 in FY09):

- Develop science-based Best Management Practices (BMPs) and risk mitigation practices to exclude, contain, and control plant pathogens from the nursery production chain;
- Establish a National Ornamentals Research Site at Dominican University of California, initially focused on *Phytophthora ramorum*;
- Expand the research to other pathogens of quarantine significance in nurseries;
- Develop a harmonized audit-based Nursery Certification Program, provide training, and launch the program.

5) Outreach and education with nine primary components (\$1,082,000 in FY09):

- Expand ongoing outreach efforts to Congress and elected officials to educate them about PPQ's extensive role in regulating plant pests and noxious weeds and the agency's role (in partnership with CBP) in protecting U.S. borders;
- Initiate efforts in affected or at-risk areas to systematically engage citizens in public decision-making and consensus-building forums in an effort to include public and stakeholder input

when developing regulatory policy and program delivery strategies;

- Enhance ongoing pest and disease information campaigns by creating and maintaining a highly visible, centralized, and coordinated Web site and portal that offers timely, standardized information about plant pests and diseases of regulatory significance;
- Evaluate opportunities both nationally and in affected or at-risk areas to use social media to support strategic public communications about pest and disease eradication and control programs;
- Promote and expand the use of the APHIS PPQ Plant Biosecurity Curriculum in an effort to build an educational foundation for plant protection and biosecurity and regulatory studies in cooperation with educational institutions;
- Develop and implement a formal volunteer program to support the CAPS program;
- Develop and promote a single, national mechanism (e.g., hotline and/or Web site) to simplify/streamline the reporting of suspected pests and diseases and ensure that reports are funneled to the appropriate authorities;
- Conduct outreach to key stakeholder groups (e.g., scientific societies) to reinforce the importance of active reporting of suspected pests and diseases; and
- Develop and implement a single, coordinated, national, multi-year public awareness and social marketing initiative to educate the public about the unintended consequences of their actions in an effort to minimize the accidental introduction or spread of invasive species/exotic pests and diseases;

All U.S. producers, small and large, will benefit from an enhanced early detection system that prevents introductions of exotic pests from becoming widespread and requiring costly control measures. Certain outreach activities will specifically target small producers.

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6) Enhance mitigation capabilities with four primary components (\$2,611,142 in FY09):

- Build on and improve the current mechanism to assess and decide an appropriate short-term course of action to quickly mitigate a new detection of a pest of potential regulatory significance;
- Utilize PPQ initial response protocols for the overarching goals of containment, control, or eradication at the onset of plant health emergencies. Promote the use of the Incident Command System (ICS) as a unified strategy between cooperating agencies in response to plant health emergencies;
- To prepare the agency and collaborative programs in the use of the ICS for plant health response activities by reaching risk-based target levels of capability with the development of a multi-year training schedule; and
- Provide technical assistance prior to, during, and immediately following the development of a plant health emergency through the development of New Pest Response Guidelines (NPRG) for the potential introduction of exotic plant pests.

activities for each of the major activity areas for the upcoming fiscal year.

APHIS has no mechanism to hold the Section 10201 funds in reserve, so the funds would need to be obligated in the fiscal year they are provided. However, cooperators have one year to spend those funds. APHIS would track expenditures so that the cost/benefit of implementing Section 10201 may be evaluated. Reports would be made public and reported to Congress, as required by this Section. APHIS realizes Section 10201 funds may not preclude future CCC requests, especially when the cost to mitigate a pest is large.

Next Steps:

Consult the APHIS 10201 website for updates and more information on the items listed below:

http://www.aphis.usda.gov/plant_health/plant_pest_info/pest_detection/farm_bill.shtml

- APHIS finalized the FY09 spending plan and began allocating funds to implement Section 10201.
- APHIS hosted a public webinar on May 28. Stakeholders' input was used to prepare for the June 8-9 Stakeholder Meeting.
- The NPB provided an online survey for the public to provide input on the 2009 Implementation Plan. The results were analyzed and posted on the APHIS website.
- APHIS hosted a Stakeholder meeting on June 8-9, 2009, in Riverdale, MD. Of the 86 registered participants, 49 were non-Federal (23 states).
- APHIS continues to work closely with its Federal, State, academic, tribal and industry cooperators to ensure that plans for 2010 are prepared with their input, and to assure funding is allocated fairly, effectively, and efficiently—consistent with mandated responsibilities in this Section.

BUDGET

The spending plan will be determined as strategies are implemented and benchmarks achieved based on performance measures established for each major activity area. Each year, PPQ will convene a planning and prioritizing meeting during the summer to identify potential priorities among the proposed activities. Key stakeholders with representatives from industry, the Specialty Crop Coalition, the NPB, tribal governments, PPQ and other Federal partners will participate in this planning meeting. This group will review the results achieved in the prior year and identify emerging issues and pest threats to establish a proposed slate of

Pest Detection Overview

The Pest Detection program is funded as an Agency “line-item”, via the appropriation process. It supports APHIS’ goal of safeguarding U.S. agricultural and environmental resources by ensuring that new introductions of harmful plant pests and diseases are detected as soon as possible, before they have a chance to cause significant damage. These efforts are accomplished by involving stakeholders and the scientific community, and working with other Agencies in USDA, government entities, tribal governments, State departments of agriculture, universities, and industry partners. The Cooperative Agricultural Pest Survey (CAPS) program is the principle means of providing funds to all states and other cooperators to survey for high-threat pests that are not known to be in the US, as well as some that are of limited distribution but under a domestic quarantine either at the national or state level. In so doing, pest-free regions are identified that allow the continued export of commodities from particular areas of the country. When quarantine significant pests are found, APHIS and state cooperators rapidly decide an appropriate course of action. Pest Detection also supports some of the scientific support that is essential for analyzing pest threats and for rapid identification of pests.

PEST DETECTION and SECTION 10201 MILESTONES

- 1929 The United States has a long history of pest detection activities. A seminal element of the detection program is the fruit fly exclusion and detection program which was first authorized in 1929 by 7 USC 147; PL 78-425.
- 1950-1976 Centralized reporting of voluntary observations has been attempted at various times by USDA. One example of these efforts was the “post card surveys” during the 1950’s to the late 1970’s. Prepaid post cards were distributed across the country to extension agents and crop specialists. These cards often had key organisms listed which allowed agents to check off pest finds with a small amount of space for individual notations. USDA staff published these findings in a biweekly or once a month report such as the Cooperative Economic Insect Report. One of the reasons for the development of the National Agricultural Pest Information System (NAPIS) at the time of the computer/PC revolution (early 1980’s) was to replace the hardcopy publications which formerly reported survey results. Thus the Cooperative Plant Pest Report, the Cooperative Economic Insect Report, and the Plant Disease Report are no longer published by USDA.
- 1976 Detection efforts were further enhanced through the pest surveillance and detection program that began in 1976 under the enabling legislation 7 USC 147; PL 78-425.
- 1980 An initiative was begun by the Intersociety Consortium for Plant Protection (ICPP) to identify the plant pest information needs of federal and state agencies and national and international organizations involved in protecting agriculture. The ICPP report provided the background information needed to launch the current CAPS program.
- 1982 In 1982, the Cooperative National Plant Pest Survey and Detection Program (CNPPSDP) began as a pilot effort in 16 States. The forerunner of the Cooperative Agricultural Pest Survey (CAPS) Program, CNPPSDP served as a cooperative program of State survey systems with national coordination provided by USDA-APHIS-PPQ.
- 1985 APHIS began an exotic pest pheromone trapping system in 1985.
- 1986 Cooperative agreements have been in effect with all 50 States since 1986. The NAPIS database of the mid-1980’s was a product of the computing power and the accessibility constraints of its time. Seven record types containing over 100 fields was the basic structure of a database housed on leased IBM computing power at Martin Marietta in Florida and then at Planning Research Center (PRC) in Virginia. Data accessibility was limited to two years immediately before the current year. The first database training sessions were held at PRC in 1986 to train users on data entry, editing, and reporting via ADABAS/NATURAL. Three hundred baud modems were giving way to 1200 baud with a hint of 2400 in the future.
- 1987 The program name was changed to the Cooperative Agricultural Pest Survey (CAPS) program. Data entry issues such as limitations on the number of state record entries to 40,000 per year had been resolved. Efforts to focus on quality data sets versus attempting to record everything that moved was beginning to be realized. The advent of the computer did not mean that paper and pencil were no longer needed. Also it was no longer sufficient to just “put records in” but the need to be able to extract information in return and complete a true two-way flow was acknowledged. The Land grant institutions were named by 75-80% of the states to be their lead organization engaged in CAPS. PPQ funding was generally a flat base amount of \$30,000 with occasional addition funds for special projects. Annual national meetings occurred from 1987-1992. See <http://pest.ceris.purdue.edu/>

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- 1992 CAPS was redirected to address a reduced set of goals and objectives more realistically suited to the available resources and within the mission of APHIS-PPQ.
- 1996 PPQ's top management officials met in 1996 to discuss how to redefine and implement its goals. Together with their state counterparts at the National Plant Board (NPB), the Safeguarding Review Study was formed.
- 1999 The Safeguarding Review Report, *Safeguarding America's Plant Resources*, was released in July, 1999. The review contained more than 300 recommendations, some of which were already planned or underway, while others represented completely new approaches. One of the most critical areas of need identified in the Safeguarding Review was the need to strengthen the pest detection infrastructure and to develop a more effective system for prioritizing pest detection activities. The current processes and information systems used to support the survey, inspection, monitoring, risk assessment, detection, and reporting activities carried out under the CAPS program needed to be improved to reduce the risk of invasive plant pests entering the United States and to reduce the response time if an incident occurred. See http://www.aphis.usda.gov/plant_health/safeguarding/index.shtml
- 2001 The events of September 11, 2001, led to recognition that we must strengthen pest detection if we are to ensure the future of food security in America. As a result, the FY 2002 supplemental appropriation provided \$25 million in pest detection funds, which is used for critical needs such as surveys to support ongoing emergency programs and other pest management programs, and for supporting a stronger federal-state cooperative pest detection program. To meet these needs, CAPS was assigned more invasive plant pest detection and response priorities and with implementing proactive survey and detection activities in the United States.
- 2003 After implementing many of the recommendations from the 1999 *Safeguarding Review*, the National CAPS Committee identified the need for an internal review to assess the present status of the CAPS program and to develop a plan for future changes. On November 6th and 7th, 2003, a working group of stakeholders from State, university, and federal agencies assembled to review the accomplishments and plan for the future functionality and performance of the CAPS program including the NAPIS database. The outcome of the meeting was a list of 224 items on how to optimize the CAPS Program to improve our abilities to protect domestic plant resources from non-native plant pests and invasive exotic species with specific items pertaining to NAPIS.
- 2004 The Integrated Survey Information System (ISIS), initially developed to assist electronic data collection in the field, expands to a database and is installed on the APHIS server at Ft. Collins, CO. see <http://ppqcoop.aphis.usda.gov/web/Default.aspx?alias=ppqcoop.aphis.usda.gov/web/isis>
- 2005 The *NAPIS System Assessment Report* (begun in 2003) was delivered to APHIS by the contractor. Various alternatives for addressing technical shortcomings, stakeholder needs, and information system/source requirements were evaluated and the most comprehensive and cost-effective alternative was identified. The report provided information which PPQ is considering while developing the Plant Health Information System (see next milestone in 2005), and evaluating how best to leverage data-collection, interpretation, and reporting efforts with various cooperators.
- 2005 The Deputy Administrator and Executive Team for PPQ established the Emergency Program Data Management Task Force (Task Force). The charge to the Task Force was to explore the possibility of developing a single data management system designed to maximize our ability in responding to plant health emergencies. The Task Force recommended building the Plant Health Information System (PHIS) as a system to be used in domestic or day-to-day operations to more efficiently facilitate its use in emergency

programs. The PHIS supports PPQ and cooperating state agencies in managing information related to domestic and emergency plant pest programs. The PHIS is currently working towards finalizing pilot trials, incorporating feedback from these pilots. see

http://www.aphis.usda.gov/plant_health/plant_pest_info/phis/

- 2006 The 2006 NPB CAPS Advisory Group worked with PPQ to evaluate shortcomings of the CAPS program. Roles and responsibilities, mission, and pest lists were among several issues that were addressed collaboratively, resulting in new guidelines.
- 2007 The CAPS Program Guidebook (not revised since August 11, 2003), was completely revised for 2008 upon consideration of the recommendations of the 1999 Safeguarding Review, the 2006 NPB CAPS Advisory Group, and the National CAPS Committee (NCC). The 2008 guidelines provided a new mission statement for CAPS, which was developed by the NPB CAPS Advisory Group and endorsed by the NCC and the Plant Protection and Quarantine (PPQ) Executive Team.
- 2008 The CAPS Program Guidebook was again updated for 2009.
- May 22, 2008 *H.R. 6124 Food, Conservation, and Energy Act of 2008*, otherwise known as the Farm Bill, became law. Within Title X, Horticulture and Organic Agriculture, *Section 10201, Plant Pest and Disease Management and Disaster Prevention*, the Secretary is directed to make available Commodity Credit Corporation (CCC) funds to implement this Section incrementally, starting with \$12 million in FY09, \$45 million in FY10, and \$50 million in FY11 and thereafter. See <http://www.usda.gov/wps/portal/farmbill2008?navid=FARMBILL2008>
- June 23, 2008 *Formation of APHIS Executive Board* - In order to develop a timely and effectively implementation strategy, APHIS has formed an executive board comprised of officials from APHIS' Plant Protection and Quarantine (PPQ) program that reports to the APHIS Associate Administrator.
- July 1, 2008 *APHIS Consultation with Stakeholders*- APHIS gathers input from the States, industry groups, and various agriculture organizations. APHIS and other USDA officials met with the Specialty Crop Farm Bill Alliance, representing more than 120 specialty crop organizations, to discuss implementation of this and many other provisions in the Farm Bill.
- July 29-31, 2008 *National Cooperative Agricultural Pest Survey Committee (NCC) Meeting* - Current program and regulatory authorities contained in the Plant Protection Act both fully support and facilitate implementation of the 2008 Farm Bill Section 10201 beginning in FY 2009. As part of APHIS' ongoing program responsibilities, PPQ carries out a pest detection program which includes the Cooperative Agricultural Pest Survey (CAPS). The NCC, which includes members of the National Plant Board, provides input to the design and conduct of the CAPS program. Representatives from additional NPB members, the Forest Service and Cooperative State Research, Education and Extension Service were included in this meeting.
- August 1, 2008 The President submitted amendments to the FY2009 budget for the Department of Agriculture. The amendments propose adjustments to mandatory funding provided in the 2008 Farm Bill. One of the proposals for consideration by Congress is to permanently cancel \$12 million in FY 2009 funding for Plant Pest and Disease Management and Disaster Prevention.
- August 14, 2008 NPB Annual Meeting session on the 2008 Farm Bill: *Section 10201, Plant Pest and Disease Management and Disaster Prevention*. This kicked off an expanded dialogue with constituents, where 26 States and industry representatives were in attendance. A White Paper was provided to participants and later posted

to the PPQ Pest Detection website:

http://www.aphis.usda.gov/plant_health/plant_pest_info/pest_detection/downloads/farmbill-whitepaper.pdf

- August 20, 2008 APHIS is invited to a meeting of the Specialty Crop Farm Bill Alliance's "Implementation Team - Horticulture/APHIS."
- August 25, 2008 APHIS is invited to talk with the California Agricultural Commissioners about its plans to address the Farm Bill.
- September 1, 2008 Discussions ensue with the Department about ideas to address Section 10201, with the goal of developing a Business Plan.
- October 14, 2008 APHIS attends a meeting called by the California Specialty Crops Council to talk about invasive species, detection and surveillance, and other issues.
- October 14, 2008 APHIS is invited to brief the Senate Agriculture Committee on its plans to implement sections of the Farm Bill.
- Oct. 17 to Dec. 31, 2008 APHIS continues to seek input from the National Plant Board and other interested parties, in order to develop a multiyear business plan with funding objectives.
- December 3-4, 2008 A national CAPS Conference was convened in Phoenix, AZ, with all 50 States and territories. The agenda included a dialogue about the future of the CAPS program and opportunities to enhance cooperation via the 2008 Farm Bill, Section 10201, Plant Pest and Disease Management and Disaster Prevention.
- December, 2008 OMB approved the Department's apportionment request to use \$12 million in FY09 from CCC, pending submission of the final implementation plan, and resolution of the legality of using these funds to pay administrative expenses.
- December 17, 2008 Farm Bill Implementation Plan (December 17, 2008 version) was approved by the Department. The plan was provided to the Specialty Crops Farm Bill Alliance, National Plant Board, National Association of State Departments of Agriculture, National CAPS Committee, and all state departments of agriculture.
- December 2008 PHIS pilot environment was deployed to the National Technical Information Center. Activities for its continued development are scheduled through 2009 (see http://www.aphis.usda.gov/plant_health/plant_pest_info/phs/)
- January 21-22, 2009 National CAPS Committee meeting was convened, January 21-22, 2009. Planning for the 2010 CAPS National Guidelines commenced and new opportunities with the Farm Bill were discussed.
- February 17, 2009 Section 103 of the American Recovery and Reinvestment Act of 2009 (Stimulus Bill) modified the 2008 Farm Bill to allow a portion of the CCC funding provided for Sections 10201 and 10202 to be used for administrative expenses.
- March 2-5, 2009 Central Plant Board Annual Meeting convenes in Des Moines, Iowa. The Farm Bill is discussed.
- March 30, The 10201 Implementation Plan is posted on the APHIS website. The public is provided a means to

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- 2009 comment via an email address and to request updates via the Stakeholder Registry.
- March 30, 2009 Aggressive outreach to stakeholders commences. Meetings with supporters of Section 10201 are convened where APHIS seeks input for distributing funds in FY09 and to ask for input for FY10 and beyond.
- April 17, 2009 OMB approves apportionment request for \$12 million in the FY 2009 Omnibus funding.
- April 6-9, 2009 Eastern Plant Board Annual Meeting convenes in Portland, Maine. The Farm Bill is on the agenda.
- April 20-22, 2009 Southern Plant Board Annual Meeting convenes in Greenville, South Carolina. The Farm Bill is on the agenda.
- April 30 – June 1, 2009 The NPB has provided a means for anyone to provide input on each activity proposed in the current Implementation Plan, via an online survey. APHIS worked with the NPB in designing the survey. Between 104- 123 anonymous responses were received on each of the six goals. APHIS is using the results to inform its efforts to implement Section 10201.
http://nationalplantboard.org/farm_bill_survey.html
- May 5 - 7, 2009 Western Plant Board Annual Meeting convenes in Boise, Idaho. The Farm Bill is on the agenda.
- May 2009 The USDA FY 2010 budget requests only \$15 million to implement Section 10201 and \$0 for Section 10202 (see page 83 of the USDA budget summary-<http://www.obpa.usda.gov/budsum/FY10budsum.pdf>).
- May 13, 2009 PPQ decides on funding priorities and finalizes a 10201 spending plan for FY09. Funds must be obligated by September 30, 2009. Funds are allocated to PPQ units who provide funds to cooperators and who begin procurements per the plan. See the website for information:
http://www.aphis.usda.gov/plant_health/plant_pest_info/pest_detection/farm_bill.shtml
- May 28, 2009 PPQ hosted a stakeholder webinar to ask for input on the 10201 plan and to identify topics of high interest that may need to be addressed in the meeting June 8-9, 2009, in Riverdale, MD. Over 54 parties participated and all external parties who wanted to join were accommodated. See the website for information that was presented:
http://www.aphis.usda.gov/plant_health/plant_pest_info/pest_detection/farm_bill.shtml
- June 8-9, 2009 APHIS hosted a stakeholder meeting in Riverdale, MD. The objective was to seek input on plans to implement Section 10201 in FY10 through FY13, and to briefly describe the FY09 Spending Plan. Of the 86 registered participants, 49 were not Federal employees, and came from 23 states: state or county departments of agriculture, academia, industry organizations, nonprofit organizations, and a few individual growers.
http://www.aphis.usda.gov/plant_health/plant_pest_info/pest_detection/farm_bill.shtml

- June, 2009 Report is to be submitted to Congress addressing accomplishments on Section 10201, beginning on page 2103 of the Bill (pp 453 of the 663 PDF file), under the "Threat Identification and Mitigation Program." The report is to address action plans, including an accounting of the funds expended on the action plans. June 18, 2008, is the date of the enactment of this paragraph. http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=110_cong_public_laws&docid=f:publ246.110.pdf
- August 9-13, 2009 NPB Annual Meeting convenes in Oklahoma City, OK. The Farm Bill is on the agenda.
- October 1, 2009 Section 10201 is implemented; FY09 funds have been obligated, and planning for FY10 is well underway. APHIS continues to ask stakeholders for input on FY 2010

CONTACT INFORMATION

For more information on the Pest Detection program, contact the Director of Pest Detection, Dr. Matt Royer, at Matthew.H.Royer@aphis.usda.gov or (301) 734-7819.

For information on CAPS, contact the National Survey Coordinator, Dr. John Bowers at John.Bowers@aphis.usda.gov or (301) 734-3658.

FOR MORE INFORMATION ON PEST DETECTION

You can learn more at http://www.aphis.usda.gov/plant_health/plant_pest_info/pest_detection/index.shtm

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