



addressing the historic and ongoing social and economic inequities in agricultural production as outlined in the American Rescue Plan and the Consolidated Appropriation Act. The third wave will be directed towards conservation, climate change mitigation, improved agricultural resource management, and investment in and adoption of climate smart technologies. These types of goals have been described in the American Jobs Plan but specific programs and allocations have yet to be attached. [See Table 6.](#)

As outlined in the Colorado Recovery Plan, the majority of farmers and ranchers' support funded by the State government is directed towards long term resilience through drought preparation and watershed restoration. There are also some funds available to continue marketing support for producers via the Colorado Proud Program. [See Table 7.](#)

For the many businesses that connect producers and eaters (referenced herein as Food Intermediaries), stimulus resources are intended to support entities that struggled during the pandemic and to create more resilient supply chains in the short and long-term. Similar to support for producers, the second wave of federal stimulus funds, as outlined in the American Recovery Plan, focuses on supporting socially and economically disadvantaged businesses. [See Table 8.](#)

The Colorado Recovery Plan also recognizes the importance of small businesses for the state's recovery. The state funds, therefore, go towards supporting businesses in rural areas, as well as businesses that did not qualify for Paycheck Protection Program (PPP) loans and women, minority and veteran-owned businesses. [See Table 9.](#)

Stimulus resources also support eaters primarily through food access program administration and improvement. Examples of programs include the Supplemental Nutrition Assistance Program, Women

Infant and Children Program, and the National School Lunch Program. Resources are also being directed at improving and modernizing the customer interface with those services. [See Table 10.](#)

FUNDING OPPORTUNITIES

Overall, as detailed in Table 5, there is still \$3.8 T at the federal level and \$3.9 B at the state level, yet to be allocated. At both the state and federal levels, efforts are underway to engage stakeholders to identify gaps and opportunities for the largest impact.

A good example of this opportunity at the federal level can be found in the first provision of the American Rescue Plan. In the "Food Supply Chain and Agriculture Pandemic Response" section, which makes \$3.6 B available to the Secretary of Agriculture, program level details were not assigned, but could include support:

- to purchase food and agricultural commodities;
- to purchase and distribute agricultural commodities (including fresh produce, dairy, seafood, eggs, and meat) to individuals in need, including through delivery to nonprofit organizations and through restaurants and other food related entities as determined by the Secretary, that may receive, store, process, and distribute food items;
- to make grants and loans for small or mid-sized food processors or distributors, seafood processing facilities and processing vessels, farmers markets, producers, or other organizations to respond to COVID-19, including for measures to protect workers against COVID-19; and
- to make loans and grants and provide other assistance to maintain and improve food and agricultural supply chain resiliency.





become available – so organizations/businesses are not spending before grant dollars available

- Defining contracts and scopes of work directly from applications, with clear and consistent deliverables and timelines

Participants in COFSAC’s community listening session also suggested opportunities to improve grant and project impact evaluation, including:

- Including qualitative aspects in addition to outputs to assess the full depth, the quality and the true impact of programs.
- Collecting information in part through success stories, narrative feedback, and in-person site visits where grantmakers and evaluators can build relationships and they can get to know the community.
- Working to avoid “over-surveying” impacted communities
- Understanding that in a rural places, program costs can be higher per unit because coordination can take more work and often things travel many more miles
- Setting projects goals and metrics with the experts working in the field
- Engaging peer evaluators within the same field and ideally local evaluators who understand the area
- Recommending that the grantmakers themselves hire the evaluators to best allow the organizations to focus on their programs
- Coordinating impact and reporting metrics so they match with other grants instead of becoming additional requirements
- Including measures around effective outreach, collaboration and communication among nonprofits, and other community organizations

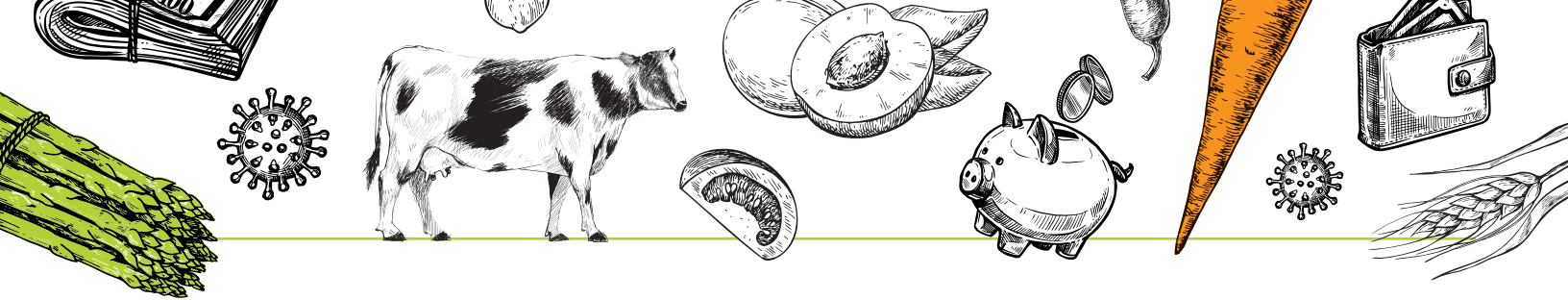
LOOKING TO THE FUTURE FOR COLORADO

Substantial opportunities exist for Colorado’s farmers/ranchers, food intermediaries and eaters over the coming months. The unallocated public spending (\$3.8 trillion at the federal level and \$3.9 B state level) could help provide important COVID relief, but equally important, could provide economic stimulus to help Colorado bounce forward from these unprecedented disruptions.

Taking advantage of this once in a generation opportunity will require that:

- State agencies and federal elected officials continue to push for and fully leverage available waivers to increase the states flexibility in administering critical programs
- State agencies and federal elected officials continue to advocate for making waivers permanent and introducing other permanent flexibilities, including working with groups like NASDA to push for more ag-focused block grants, like the specialty crops program, where each state can determine its own priorities and program
- Adequately increase staffing at state agencies to properly administer and monitor critical investments with an eye towards developing evaluation processes and tracking impact metrics to help shape future policy
- State agencies and elected officials commit to continuing standardized, open feedback processes, including listening sessions and open public comment periods (like what is being done by the USDA Farmers to Family Food Boxes, USDA Beginning Farmers, and CDA Colorado Proud program), and to integrating that feedback into forthcoming rule making efforts
- State agencies and elected officials structure programs to foster innovative approaches to problem solving





(vs. “this is the way we always do things”) and to pull private capital off the sidelines by putting in place new public-private partnership tools

- State agencies integrate the feedback from COFSAC’s community listening session and related surveys with a specific focus on improving grant-making coordination across agencies by developing a common application; simplifying application complexity; publishing clear that application scoring rubrics; providing technical assistance support (e.g. webinar series for navigating opportunities and technical assistance for applying)
- State agencies update award prioritization criteria to explicitly and preferentially support rural communities, young and beginning farmers, lower-income households with a focus across the board on reaching Black, Indigenous, and People of Color (BIPOC) and others who have been systematically and historically excluded from public support programs.
- State agencies align funding with multiple overlapping desired outcomes/impacts, including: farm/ranch viability; food supply chain resilience; community health and economic development, and ecosystem benefits.
- State leaders fully leverage the federal stimulus and build back better resources to make critical investments across Colorado food systems that have the potential to support farmers/ranchers, food intermediaries, and eaters for decades to come

To support these efforts COFSAC will continue to develop related Issue Briefs based on new legislation and to track specific federal and state program dollars that flow across Colorado’s food system. As a reminder, this Issue Brief should be considered as an accurate snapshot as of early May 2021. Readers may consider subscribing to the Federal Register²⁴, Colorado Department of Agriculture Colorado Proud Newsletter²⁵, and/or CSU Food System Newsletter²⁶ to get additional updates.

CASE STUDY: SAN LUIS VALLEY LOCAL FOODS COALITION (WILL BE SIDEBAR IN FINAL DOCUMENT)

As an USDA OPPE 2501 grant applicant and grantee, the San Luis Valley Local Foods Coalition had a positive experience of how public grantmaking can best serve Colorado communities and food systems:

- Straightforward application
- No match required
- Easy reporting where grant administrators provides examples of what they want and are eager to answer questions and offer informal trainings
- Grant administrators host monthly grantee meetings that contain important grant requirement updates, other funding sources, updates from the program officers, and success stories from other grantees
- Direct, personal relationships with grant administrators
- Payments are in advance versus by reimbursements
- A very different kind of grantor/grantee relationship - one that is more trusting and collaborative
- The grant administrators really seem to advocate for us and really care about the work
- Limited bureaucracy makes the experience feel like working with partners

RECOMMENDED CITATION

Libby Christensen, Blake Angelo, and Dawn Thilmany. Putting Federal and State Dollars to Work for Colorado’s Food System. Colorado Food Systems Advisory Council Issue Brief. TBD 2021





ACKNOWLEDGEMENTS

COFSAC would also like to thank the generous support and feedback provided by Julie Moore, Brian Coppom, Caroline Bushnell, Liza Marron, Amber Middleton, and Nicole Franklin.

APPENDIX: RESEARCH

<https://docs.google.com/spreadsheets/d/15ixJM2OHivzZXxb1kU9N--qj0UMAhgMdlz6fHKJAtlM/edit?usp=sharing>

TABLES 1-12

Table 1: State and Federal Funding for Colorado's Food System³⁰

		Average Per Year (2015-2019)	COVID Stimulus (As of Aug 2020)	2020 Stimulus as % of 5 yr Avg
Food Security & Hunger Relief	Colorado	\$44,274,157	\$5,000,000	+ 11%
	Federal	\$1,038,301,739	\$498,843,241	+ 48%
Farm Viability & Farm-based Economic Development	Colorado	\$54,003,911	\$ -	+ 0%
	Federal	\$540,365,601	\$269,788,511	+ 50%
Colorado Food System Total	Colorado	\$98,278,068	\$5,000,000	+ 5%
	Federal	\$1,578,667,340	\$768,631,752	+ 49%

Table 2: Food Security & Hunger Relief Spending per Food Insecure Person in Colorado

		5-Year Baseine	2020	% Change
Food Security & Hunger Relief Spending	Colorado+ Federal	\$ -	\$ -	47%
Food Insecurity in Colorado	Rate	10% ²⁷	38% ²⁸	267%
	Approx # ²⁹	597,579	2,194,011	
Average Food Security & Hunger Relief Spending per Food Insecure Coloradoan		\$1,812	\$723	- 60%



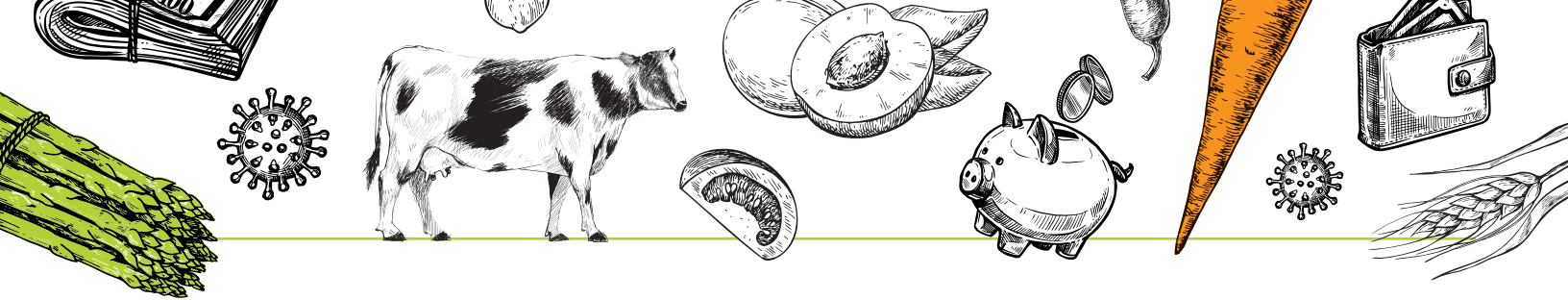


Table 3: Estimated Unmet Need in Colorado

		Amount Requested	Amount Rewarded	Funding Gap
Food Security & Hunger Relief ³¹	Colorado	\$29,908,224 (n=1,699)	\$5,804,549 (n=603)	\$24,103,675 (N=1,096)
Farm Viability & Farm-based Economic Development ^{32, 33}	Colorado	\$12,449,926 (n=736)	\$2,300,012 (n=287)	\$10,149,914 (N=449)
Colorado Food System Total	Colorado	\$42,358,150 (n=2,435)	\$8,104,561 (n=890)	\$34,253,589 (N=1,545)

Table 4: Anticipated Sources of Stimulus Dollars (as of May 2021)

Program/Legislation	Source of Dollars	Maximum Dollars	Date Enacted	Intention
Consolidated Appropriations Act of 2021 ³⁴	Federal	\$900,000,000	12/27/2020	Annual spending bill. Combined stimulus relief for the COVID-19 pandemic in the United States with a \$1.4 trillion omnibus spending bill for the 2021 federal fiscal year. Prevents a government shutdown.
American Rescue Plan Act 2021 ³⁵	Federal	\$1,900,000,000,000	3/11/2021	Speed up the US recovery from the economic and health effects of the COVID-19 pandemic and resulting recession.
USDA Pandemic Assistance for Producers ³⁶	Federal	\$6,500,000,000	3/24/2021	Focused on reaching underserved producers and communities and small and medium agricultural operations.
American Jobs Plan: Build Back Better ³⁷	Federal	\$1,900,000,000,000	TBD	Focused on “infrastructure” and addressing climate change.
American Families Plan	Federal	\$1,900,000,000,000	TBD	Focused on helping families cover basic household expenses including food.
The Colorado Recovery Plan ³⁸	Colorado	\$700,000,000	TBD ³⁹	Dollars from state general fund as revenues exceeded budgets.
Build Back Stronger Colorado ⁴⁰	Federal (pass through)	\$3,900,000,000	TBD	Maximize the social and economic impact of one-time funds from state and federal stimulus dollars.
		\$5,708,100,000,000		



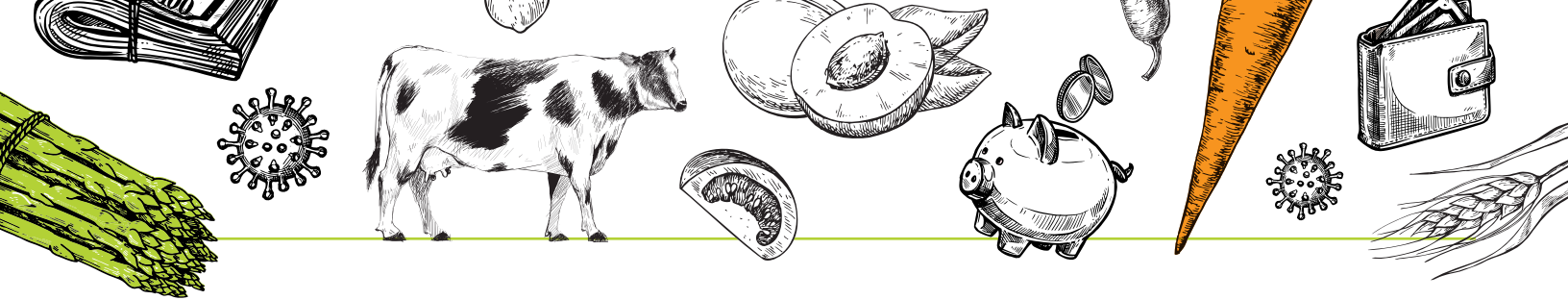


Table 5: Committed Uses of Stimulus Dollars to Support Colorado’s Food System (as of May 2021)

Use	State Dollars	Federal Dollars	Total Dollars
Supporting Farmers/Ranchers	\$23,500,000	\$17,363,400,000	\$17,386,900,000
Supporting Food Intermediaries	\$40,000,000	\$ 3,160,000,000	\$3,200,000,000
Supporting Eaters	\$-	\$53,458,700,000	\$53,458,700,000
Supporting the Supply Chain	\$-	\$3,600,000,000	\$3,600,000,00
SUBTOTAL	\$63,500,000	\$77,582,100,000	\$77,645,600,000
Other	\$636,500,00	\$1,829,817,900,000	\$1,830,454,400,000
Unallocated	\$3,900,000,000	\$3,800,000,000,000	\$3,803,900,000,000
TOTAL	\$4,600,000,000	\$5,707,400,000,000	\$5,712,000,000,000





Table 6: Committed Uses of Stimulus Dollars to Support US Farmers/Ranchers (as of May 2021)

Source	Use	Total Dollars
Federal: ARP	Federal Loan Repayment	\$4,000,000,000
Federal: ARP	Support for Disadvantaged Producers	\$1,010,000,000
Federal: ARP	COVID Animal Monitoring and Surveillance	\$300,000,000
Federal: ARP	Federal Inspection	\$100,000,000
USDA Pandemic Assistance for Producers	Expand help and assistance to more farmers/ranchers	\$6,000,000,000
USDA Pandemic Assistance for Producers	Eligible Crop Payments	\$4,500,000,000
USDA Pandemic Assistance for Producers	Automatic Cattle Payments	\$1,100,000,000
USDA Pandemic Assistance for Producers	New Funding to Existing Programs: Specialty Crop Block Grant Program	\$100,000,000
USDA Pandemic Assistance for Producers	New Funding to Existing Programs: Cotton through the Economic Adjustment Assistance for Textile Mills	\$80,000,000
USDA Pandemic Assistance for Producers	New Funding to Existing Programs: Farmers Opportunities Training and Outreach Program through NIFA.	\$75,000,000
USDA Pandemic Assistance for Producers	New Funding to Existing Programs: Animal and Plant Health Inspection Service	\$20,000,000
USDA Pandemic Assistance for Producers	New Funding to Existing Programs: Stress Assistance Program through NIFA	\$28,000,000
Federal: 2021 CAA	Value Added Producers Grant	\$15,000,000
Federal: 2021 CAA	Ag Credit State Mediation Grants	\$6,900,000
Federal: 2021 CAA	FSA: grassroots source water protection program	\$6,500,000
Federal: 2021 CAA	Rural Microentrepreneur Assistance Program	\$6,000,000
Federal: 2021 CAA	NIFA Veterans Farming and Ranching Grants	\$5,000,000
Federal: 2021 CAA	Food Insecurity Grants	\$5,000,000
Federal: 2021 CAA	Natural Resource Conservation Service Operations: Grants	\$3,000,000
Federal: 2021 CAA	Rural Cooperative Development Grants	\$3,000,000



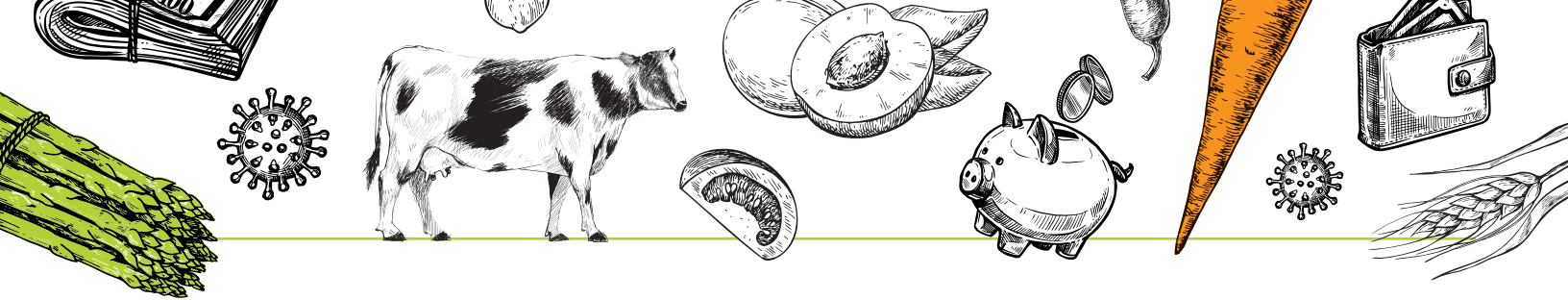


Table 7: Committed Uses of Stimulus Dollars to Support Colorado Farmers/Ranchers (as of May 2021)

Source	Use	Total Dollars
The Colorado Recovery Plan	Watershed Restoration Grant Program	\$17,500,000
The Colorado Recovery Plan	Investments in Drought Response	\$3,500,000
The Colorado Recovery Plan	Funding for Colorado Proud	\$2,500,000

Table 8: Committed Uses of Stimulus Dollars to Support US Food Intermediaries (as of May 2021)

Source	Use	Total Dollars
Federal: ARP	Socially and Economically Disadvantaged Owned Small Business Credit	\$1,500,000,000
Federal: ARP	Small Business Credit State Support	\$1,000,000,000
Federal: ARP	Very Small Business Credit	\$500,000,000
USDA Pandemic Assistance for Producers	New Funding to Existing Programs: Local Agricultural Marketing Program through AMS and Rural Development	\$100,000,000
Federal: 2021 CAA	RAMP UP Grants for improvements to meat and poultry facilities to allow for interstate shipment	\$60,000,000

Table 9: Committed Uses of Stimulus Dollars to Support Colorado Food Intermediaries (as of May 2021)

Source	Use	Total Dollars
The Colorado Recovery Plan	Investments in Ag Supply Chain	\$30,000,000
The Colorado Recovery Plan	Energize Colorado Gap Fund	\$12,500,000



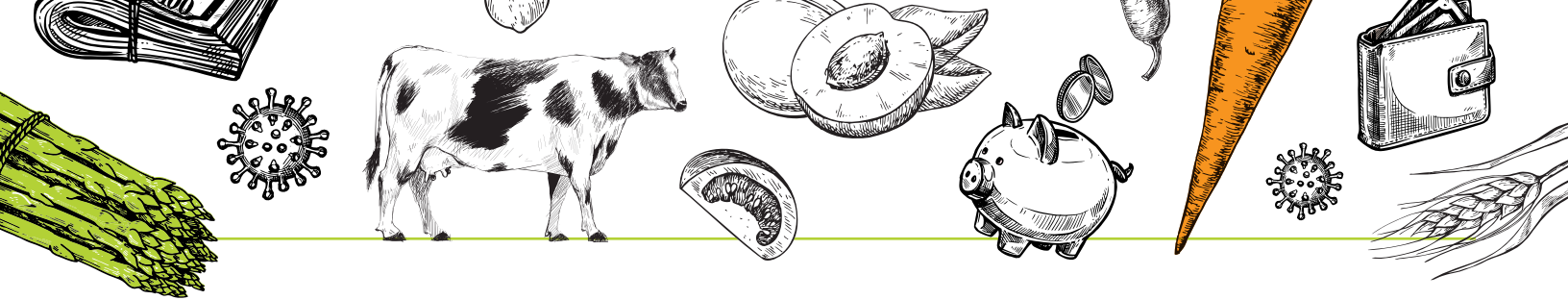


Table 10: Committed Uses of Stimulus Dollars to Support US Eaters (as of May 2021)

Source	Use	Total Dollars
Federal: ARP	Pandemic EBT (P-EBT) Federal	\$5,000,000,000
Federal: ARP	Supplemental Nutrition Assistance Program (SNAP) State Program	\$2,300,000,000
Federal: ARP	Supplemental Nutrition Assistance Program (SNAP) State Program Administration	\$1,135,000,000
Federal: ARP	Women Infant and Children (WIC) Expansion	\$490,000,000
Federal: ARP	WIC Program Modernization	\$390,000,000
Federal: ARP	Commodity Supplemental Food Program Federal	\$37,000,000
Federal: ARP	Supplemental Nutrition Assistance Program (SNAP) Federal Online Program Administration	\$25,000,000
Federal: ARP	Supplemental Nutrition Assistance Program (SNAP) Federal Program Administration	\$15,000,000
USDA Pandemic Assistance for Producers	Gus Schumacher Nutrition Incentive Program through NIFA	\$75,000,000
Federal: 2021 CAA	Commodity Assistance Program	\$426,700,000
Federal: 2021 CAA	The Emergency Food Assistance Program	\$400,000,000
Federal: 2021 CAA	Supplemental Nutrition Assistance Program (SNAP) Federal Program Administration	\$100,000,000
Federal: 2021 CAA	National School Lunch Grants	\$30,000,000
Federal: 2021 CAA	Commodity Supplemental Food Program Federal	\$13,000,000
Federal: 2021 CAA	Richard B. Russell National School Lunch Act	\$12,000,000
Federal: 2021 CAA	Supplemental Nutrition Assistance Program (SNAP) Federal Online Program Administration	\$5,000,000
Federal: 2021 CAA	Healthy food in underserved areas grant	\$5,000,000
Federal: AFP	EBT Demonstrations	\$25,000,000,000
Federal: AFP	Community Eligibility Provision (CEP)	\$17,000,000,000
Federal: AFP	Healthy Foods Incentive Demonstration	\$1,000,000,000





ENDNOTES

- 1 At <https://cofoodsystemscouncil.org/white-papers/>
- 2 <https://www.federalregister.gov/>
- 3 <https://ag.colorado.gov/colorado-proud-newsletter>
- 4 <https://foodsystems.colostate.edu/regional-impacts/local-food-systems-newsletter/>
- 5 <https://www.endhungerco.org/the-data>
- 6 <https://www.hungerfreecolorado.org/covid-hunger-survey/>
- 7 <https://leg.colorado.gov/bills/sb21-248>
- 8 <https://leg.colorado.gov/bills/sb21-235>
- 9 <https://leg.colorado.gov/bills/hb21-1262>
- 10 <https://leg.colorado.gov/bills/sb21-203>
- 11 USDA Coronavirus Food Assistance Program (CFAP). <https://www.farmers.gov/pandemic-assistance/cfap>
- 12 USDA Value Added Producer Grants (VAPG). <https://www.rd.usda.gov/programs-services/value-added-producer-grants>
- 13 USDA Local Agricultural Marketing Program (LAMP). <https://www.ams.usda.gov/content/usda-announces-37-M-grants-available-local-and-regional-food-systems>
- 14 USDA Community Food Projects (CFP). <https://nifa.usda.gov/program/community-food-projects-competitive-grant-program-cfpcgp>
- 15 USDA Regional Food System Partnerships (RFSP). <https://www.ams.usda.gov/services/grants/rfsp>
- 16 Requiring Assistance to Meat Processors for Upgrading Plants (RAMP-UP). <https://www.agjournalonline.com/story/news/2020/12/30/ag-briefs-grants-meatpacking-plants-covid-19-package/4066050001/>
- 17 USDA Pandemic Electronic Benefit Transfer (P-EBT). <https://www.fns.usda.gov/snap/state-guidance-coronavirus-pandemic-ebt-pebt>
- 18 USDA Supplemental Nutrition Assistance Program (SNAP). <https://www.fns.usda.gov/snap/supplemental-nutrition-assistance-program>
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- 20 USDA Commodity Supplemental Food Program (CSFP). <https://www.fns.usda.gov/csfp/commodity-supplemental-food-program>
- 21 USDA Special Supplemental Nutrition Program for Women, Infants, and Children (WIC). <https://www.fns.usda.gov/wic>
- 22 <https://www.usda.gov/media/press-releases/2021/04/21/usda-seeks-comments-food-system-supply-chains-response-president>
- 23 <https://secureservercdn.net/72.167.242.48/8z7.3d5.myftpupload.com/wp-content/uploads/2021/05/BBS-Full-Report.pdf>
- 24 <https://www.federalregister.gov/>
- 25 <https://ag.colorado.gov/colorado-proud-newsletter>
- 26 <https://foodsystems.colostate.edu/regional-impacts/local-food-systems-newsletter/>
- 27 Data from COFSAC's December 2020 Capturing Federal and State Dollars for Colorado's Food System Issue Brief. Available at: <https://cofoodsystemscouncil.org/white-papers/>
- 28 <https://www.endhungerco.org/the-data>
- 29 <https://www.hungerfreecolorado.org/covid-hunger-survey/>
- 30 Calculated based on the 2020 Census Population Estimate for Colorado of 5,773,714 people
- 31 Colorado COVID-19 Emergency Hunger Relief Fund. (Across first nine rounds of funding; Unduplicated Totals: 742 Unique Applicants and 365 Unique Grantees). More information available at: <https://www.endhungerco.org/colorado-covid-hunger-relief-fund>
- 32 Colorado Farm & Food Systems Response Team. March 2021. Respond & Rebuild Fund Summary Report.
- 33 Add source - CDA Moving the Needle Grant
- 34 <https://www.congress.gov/bill/116th-congress/house-bill/133/text>
- 35 <https://www.congress.gov/bill/117th-congress/house-bill/1319/text>
- 36 <https://www.farmers.gov/pandemic-assistance>
- 37 <https://www.whitehouse.gov/briefing-room/statements-releases/2021/03/31/fact-sheet-the-american-jobs-plan/>
- 38 <https://static1.squarespace.com/static/5e04f6d46d7ba64e2ed33479/t/6049054a25c6f0549b096ef4/1615398268061/Colorado+Stimulus+Agenda+%281%29.pdf>
- 39 Multiple state bills in process, including SB21-203; SB21-235; HB21-1262; HB21-1242
- 40 <https://www.buildbackstrongerco.com/>

