

# GROWING INCLUSION AT THE CALIFORNIA DEPARTMENT OF FOOD AND AGRICULTURE: Implementation of the Farmer Equity Act of 2017

A report prepared for the California Farmer Justice Collaborative  
by Beth Spitler

Goldman School of Public Policy  
University of California, Berkeley  
Spring 2018

The author conducted this study as part of the program of professional education at the Goldman School of Public Policy, University of California at Berkeley. This paper is submitted in partial fulfillment of the course requirements for the Master of Public Policy degree. The judgments and conclusions are solely those of the author, and are not necessarily endorsed by the Goldman School of Public Policy, by the University of California or by any other agency.

**The California Farmer Justice Collaborative's** mission is to ensure that farmers of color are empowered to directly participate and effectively lead in building a fair food and farming system in California. We unite farmers, advocates, and other allies to challenge historic and ongoing racism, and other forms of structural oppression, in order to create the comprehensive change needed to build such a system.

# TABLE OF CONTENTS

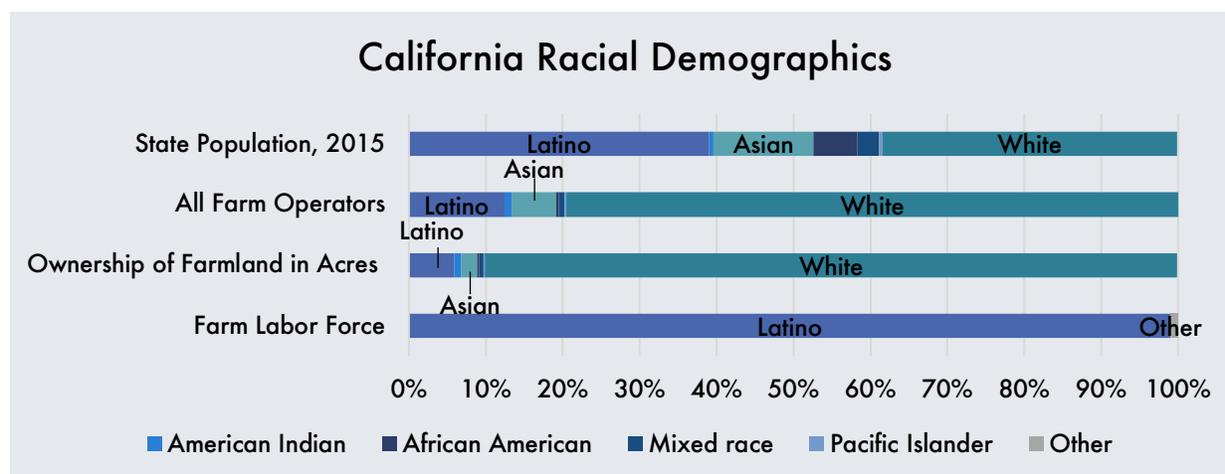
<b>EXECUTIVE SUMMARY</b> .....	<b>1</b>
<b>TERMINOLOGY</b> .....	<b>4</b>
<b>ABBREVIATIONS</b> .....	<b>4</b>
<b>PART I: INTRODUCTION</b> .....	<b>5</b>
Methods .....	8
The Limitations of the Census of Agriculture.....	8
A Brief History of California’s Socially Disadvantaged Farmers and Ranchers .....	10
<b>PART 2: BEST PRACTICES FOR EQUITY AND INCLUSION</b> .....	<b>12</b>
<b>PART 3: PROPOSALS FOR IMPLEMENTATION</b> .....	<b>15</b>
Objective 1: Evaluation of Agency’s Efforts .....	16
Objective 2: State and Federal Agency Coordination.....	19
Objective 3: Stakeholder Engagement .....	20
Objective 4: Gubernatorial and Legislative Report .....	22
Objective 5: Miscellaneous/Research.....	22
<b>PART 4: RECOMMENDATIONS</b> .....	<b>24</b>
<b>PART 5: CONCLUSION</b> .....	<b>27</b>
<b>APPENDIX</b> .....	<b>29</b>
Further Resources .....	29
Additional Visualizations.....	29
<b>BIBLIOGRAPHY</b> .....	<b>32</b>

## EXECUTIVE SUMMARY

More than 25,000 farmers and ranchers in California identified themselves as people of color in the US Department of Agriculture’s 2012 Census of Agriculture, accounting for more than 21 percent of the state’s agricultural producers. The Census also showed that these farmers own less land, make less money, and receive less government support than their white counterparts. This disparity exists despite the fact that people of color were California’s first food producers and land stewards, starting with California Indians and followed by immigrants from around the world.

California Farm Data by Race or Ethnicity of Operators					
Operators by Race/ Ethnicity	No. of Farms	No. of Farmers *	Aver. Size of Farm (acres)	Aver. Value of Market Products Sold per Farm	Aver. Government Payments per Farm Receiving Payments
White	72,353	112,094	344	\$ 557,145	\$ 19,711
Latino/Hispanic	12,030	15,123	202	\$ 546,617	\$ 15,447
Asian	5,503	7,670	147	\$ 522,194	\$ 15,748
American Indian	2,203	2,482	251	\$ 204,996	\$ 11,297
African American	594	722	110	\$ 165,098	\$ 12,585
Pacific Islander	477	532	133	\$ 419,012	\$ 8,537

source: 2012 Census of Agriculture \*includes up to 3 operators per farm operation



source: 2012 Census of Agriculture, California Budget 2015-2016 Demographic Information, 2015 National Agricultural Workers Survey

Today, with one-tenth of the nation’s farmers and ranchers of color, and an agricultural labor force overwhelmingly comprised of people of color, California has an enormous interest in ensuring the viability of farms operated by people of color. California’s Farmer Equity Act of 2017 was created to support this growing, yet under-resourced and underrepresented population of farmers. In addition to defining the

term "Socially Disadvantaged Farmer and Rancher" (SDFR) for the first time in California law to include farmers and ranchers of color, the bill requires the California Department of Food and Agriculture (CDFA) to:

- 1) include urban and rural SDFRs in making agricultural law, policies, and programs;
- 2) create a staff position to support this work;
- 3) consult with other state agencies on opportunities for SDFRs;
- 4) distribute relevant information about federal agency services for SDFRs;
- 5) evaluate boards, commissions and panels within food and agriculture code for inclusion of SDFRs; and
- 6) submit a report to the Governor and the Legislature, by January 1, 2020, on CDFA's efforts to serve SDFRs.

CDFA's budget change proposal (BCP), submitted to the California Legislature in October 2017 to fund the staff position required by the bill, is the Agency's first step towards meeting the Farmer Equity Act's requirements. This report examines the BCP and makes detailed recommendations to ensure full inclusion of SDFRs in the scope of activities related to agricultural laws, regulations, policies and programs.

The author conducted research that included 25 interviews with stakeholders and a review of literature, CDFA strategic planning documents, and materials from the Government Alliance on Race and Equity. This research revealed five best practices for implementing the Farmer Equity Act's mandate of racial equity within CDFA:

- 1) Build organizational capacity to work towards racial equity by including staff at all levels of hierarchy throughout the organization.
- 2) Aim to achieve true consultation in stakeholder engagement that goes beyond dissemination of information and asking for input to allowing SDFRs to influence decision making.
- 3) Design outreach efforts to reach diverse demographics with different communication needs.
- 4) Coordinate farmer equity efforts across state, federal and local government and non-profits to have collective impact to advance equity and inclusion.
- 5) Improve data collection to inform decision making and evaluate progress.

While CDFA's BCP limits actions to the Farm Equity Officer, this best practices research identified the need to expand efforts to further racial equity and inclusion throughout the institution. Therefore, this report's recommendations highlight the need for CDFA to increase capacity beyond the role of the Farm Equity Officer to effectively achieve the goal of racial equity in administering programs to support California agriculture. The following represent the most important immediate actions for CDFA to take under each of the five categories identified in the proposal:

**Objective 1: Evaluation of Agency Efforts** will guide CDFA in assessing whether its systems and processes are designed equitably.

- 1) Collect demographic data on grants, assess grant scoring criteria and utilization by SDFRs, and make recommendations for improvement
- 2) Develop and implement a racial equity assessment protocol throughout CDFA
- 3) Assess CDFA's outreach capacity and communications strategies to engage SDFRs
- 4) Assess commissions and boards for opportunities to increase inclusion of SDFRs

**Objective 2: State and Federal Agency Coordination** includes tasks that contribute to collective impact towards inclusion and equity for SDFRs.

- 1) Coordinate equity and inclusion efforts between federal, state and regional entities and community organizations

**Objective 3: Stakeholder Engagement** is intended to push CDFA beyond the dissemination of information toward true consultation with SDFRs.

- 1) Target technical assistance for CDFA-administered and -advised grants to SDFRs
- 2) Prioritize hiring multi-lingual staff that represent SDFR communities
- 3) Assemble and facilitate Farmer Equity Advisory Committee
- 4) Include SDFRs in the development of CDFA's strategic planning documents

**Objective 4: Legislative and Gubernatorial Report** should be a full assessment of the topics and tasks covered in this report, including what has been done to include SDFRs in agricultural policies and programs, goals for increased inclusion, and the performance measures that the Agency will use to chart progress.

**Objective 5: Public Information/Research** addresses the lack of accurate data on California's SDFRs and will provide CDFA and stakeholders with the information they need to accurately allocate resources and evaluate progress. It also addresses the lack of clear public information about CDFA that will enable stakeholders to better access and engage with the Agency. Lastly, it includes the staff training required for capacity-building to further inclusion and equity internally and externally.

- 1) Evaluate data gaps and make recommendations for improvement
- 2) CDFA staff cohort participation in GARE trainings, followed by development of all-staff trainings on diversity, equity and inclusion
- 3) Create dedicated Farmer Equity webpage on CDFA website
- 4) Make information on CDFA organizational structure and processes publicly available

As described above, this report outlines efforts that extend beyond the capacity of the one staff position mandated by the Farmer Equity Act because full inclusion cannot be achieved by the efforts of just one person. In hiring the Farm Equity Officer, CDFA is making a significant, long-term commitment, on behalf of every division and program, to invest in racial equity. This commitment will help address a long legacy of exclusion that still affects members of socially disadvantaged farmer and rancher communities. It is the right thing to do, and the future growth and prosperity of California agriculture depends on it.

## TERMINOLOGY

**Equity** Whereas equality provides each person or community with the same amount and type of resources, equity recognizes that each person or community does not start at the same place and may need different types and amounts of resources to achieve similar outcomes. Racial equity is achieved when race can no longer be used to predict life outcomes, and outcomes for all groups improve [1, 3].

**Inclusion** The active, intentional, and ongoing engagement with diversity that results in people with different identities feeling welcomed and valued within a given setting. It is not an automatic consequence of diversity and requires attention to equity in order to ensure that people traditionally left behind are given what they need to feel welcomed and valued [4].

**Socially Disadvantaged Farmers and Ranchers (SDFRs)** Also “farmers of color.” Part of a “group whose members have been subjected to racial, or ethnic, or gender prejudice because of their identity as members of a group without regard to their individual qualities,” including African American, Native Indian, Alaskan Native, Hispanic, Asian American, and Native Hawaiian and Pacific Islander farmers and ranchers [5]. While gender identity is listed as a cause of prejudice, according to AB 1348—and for the purposes of this report—SDFR does not include women who do not belong to one of the racial or ethnic groups listed above.

**Structural Racism** “A system in which public policies, institutional practices, cultural representations and other norms work in various, often reinforcing ways to perpetuate racial group inequity....The structural racism lens allows us to see that, as a society, we more or less take for granted a context of white leadership, dominance, and privilege” [6].

## ABBREVIATIONS

**BCP:** Budget Change Proposal

**CalEPA:** California Environmental Protection Agency

**CDFA:** California Department of Food and Agriculture (also “the Agency”)

**GARE:** Government Alliance on Race and Equity

**USDA:** United States Department of Agriculture

## PART I: INTRODUCTION

Farmers of color in California—and across the country—own less land, make less money and receive less government support than their white counterparts. According to the US Department of Agriculture’s 2012 Census of Agriculture, for instance, farm operators of color in California, on average, farm 189 acres, compared to white operators’ 344 acres. Latino farmers that obtain government payments receive 28 percent less than white farmers that receive payments.<sup>1</sup> Black farmers receive 57 percent less. Black farmers in California earn \$165,098 to white farmers’ \$557,145 in average annual gross sales [8].

California Farm Data by Race or Ethnicity of Operators					
Operators by Race/ Ethnicity	No. of Farms	No. of Farmers *	Average Size of Farm (acres)	Average Value of Market Products Sold per Farm	Average Government Payments per Farm Receiving Payments
White	72,353	112,094	344	\$ 557,145	\$ 19,711
Latino/Hispanic	12,030	15,123	202	\$ 546,617	\$ 15,447
Asian	5,503	7,670	147	\$ 522,194	\$ 15,748
American Indian	2,203	2,482	251	\$ 204,996	\$ 11,297
African American	594	722	110	\$ 165,098	\$ 12,585
Pacific Islander	477	532	133	\$ 419,012	\$ 8,537

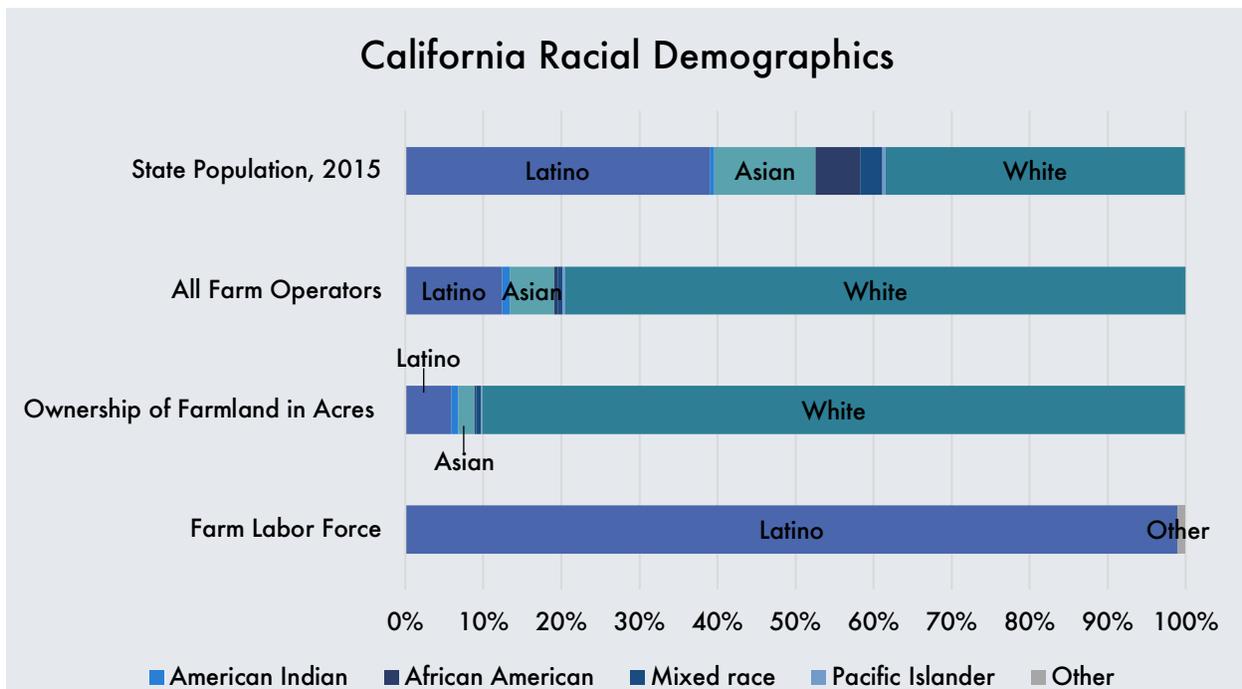
source: 2012 Census of Agriculture \*includes up to 3 operators per farm operation

While these discrepancies are in some cases more extreme in other states, California has an enormous interest in ensuring the viability of farms operated by people of color. California’s 15,123 Latino operators make up 15 percent of the nation’s total Latino farmers and ranchers. The state’s 7,000 Asian producers make up 33 percent

---

<sup>1</sup> Government payments consist of payments received from the Conservation Reserve Program (CRP), Wetlands Reserve Program (WRP), Farmable Wetlands Program (FWP), or Conservation Reserve Enhancement Program (CREP) plus those received from Federal, State, and local programs other than the CRP, WRP, FWP, and CREP, and Commodity Credit Corporation loans 7. U.S. Department of Agriculture, *2012 Census of Agriculture, Appendix B: General Explanation and Census of Agriculture Report Forms*. 2012.

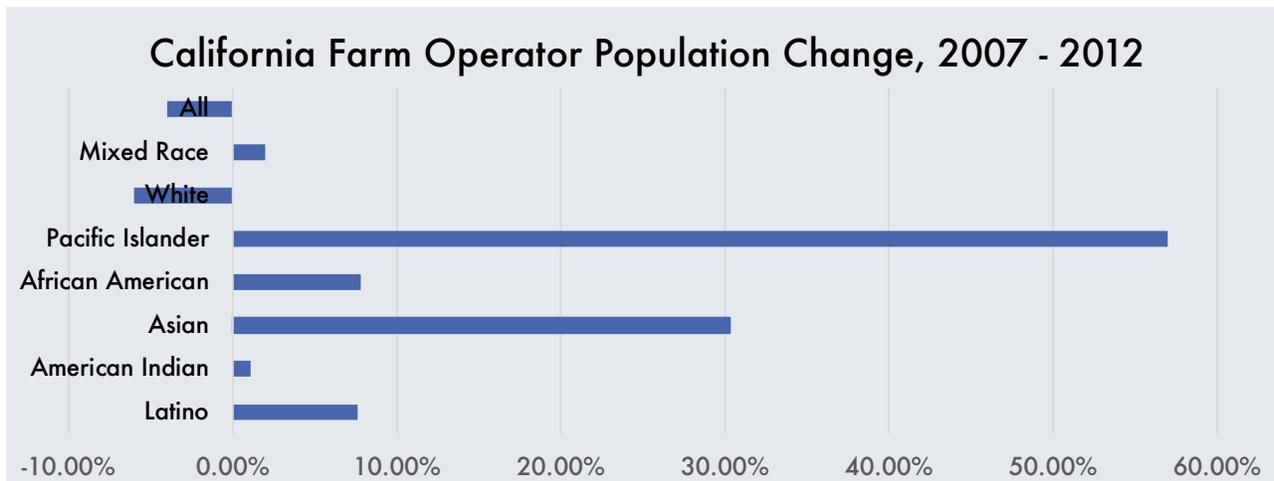
of the country's total. With 21 percent of the state's farmers and ranchers identifying themselves as people of color in the 2012 Ag Census, California has one tenth of the nation's farmers of color [8]. Yet, as high as these numbers are compared to the rest of the country, they likely significantly underrepresent farmers of color who are not in contact with USDA due to historic discrimination and modern barriers (see the Limitations of the Census of Agriculture section below). Nonetheless, even if we assume that farmers of color far exceed 21 percent of the state's farmers and ranchers, their numbers are likely still dwarfed by California's increasingly diverse demographics. In 2015, people of color made up 62 percent of the state's population, far surpassing the proportion of farmers of color in the state [9]. If we compare the 21 percent of farm operators to the 99 percent of farm laborers that are people of color, this distinction is even more concerning [10].



Source: 2012 Census of Agriculture, California Budget 2015-2016 Demographic Information, 2015 National Agricultural Workers Survey

One backdrop to these disparities is the state's aging farmer population, whose average age is 60 [8]. It's estimated that in the next 20 years, 70 percent of all privately-owned farms and ranches in the United States will change hands as this generation retires [11]. This is of great concern to the agriculture industry and calls into question the future of the nation's food supply. In contrast to the aging trend of the average American farmer, farm operators of color are actually increasing in number [8]. In spite of the lack of support they receive and a long legacy of discrimination, dispossession and exclusion, people of color and immigrants are trying

to enter the agricultural field. Given changing demographics and an aging farmer population, California, and the nation, needs more people of color to begin farming and succeed.



Source: 2007 Census of Agriculture; 2012 Census of Agriculture

California’s Assembly Bill 1348 was created to support this growing, yet under-resourced and underrepresented population of farmers. Also called the Farmer Equity Act of 2017, the bill was signed by Governor Brown in October 2017 to “ensure that socially disadvantaged farmers and ranchers... are included in the development, adoption, implementation, and enforcement of food and agriculture laws, regulations, and policies and programs.” It does so by establishing the California Department of Food and Agriculture (CDFA) as the coordinating agency for programs that provide outreach, technical assistance, and resources to “socially disadvantaged farmers and ranchers” (SDFRs)—a term the bill defines for the first time in California law to include African American, Native Indian, Alaskan Native, Hispanic, Asian American, and Native Hawaiian and Pacific Islander farmers and ranchers. As part of this effort, CDFA must:

- 1) include urban and rural SDFRs in making agricultural law, policies, and programs;
- 2) create a staff position to support this work;
- 3) consult with other state agencies on opportunities for SDFRs;
- 4) distribute relevant information about federal agency services for SDFRs;
- 5) evaluate boards, commissions and panels within food and agriculture code for inclusion of SDFRs; and
- 6) submit a report to the Governor and the Legislature, by January 1, 2020, on CDFA’s efforts to serve SDFRs [5].

The bill's mandate to include urban and rural SDFRs gives the Agency an expansive mandate. Inclusion doesn't mean any one thing to all people. For the purposes of this report, we think about inclusion as an active engagement with diversity that results in people with different identities feeling welcomed and valued within a given setting. It requires attention to equity in order to ensure that people consistently left behind under current conditions given what they need to be successful. While race is the focus of the Farmer Equity Act, full inclusion requires attention to the way that people experience prejudice due to multiple aspects of their identities, including race, class, immigration status and gender.

CDFA submitted a budget change proposal (BCP) to the California Legislature in October 2017 to fund the staff position required by the bill, which can be viewed as the Agency's first proposal for meeting the Farmer Equity Act's requirements. This report examines the Agency's current proposal and asks whether it is enough to ensure full inclusion of socially disadvantaged farmers and ranchers in the scope of activities related to agricultural laws, regulations, policies and programs.

## Methods

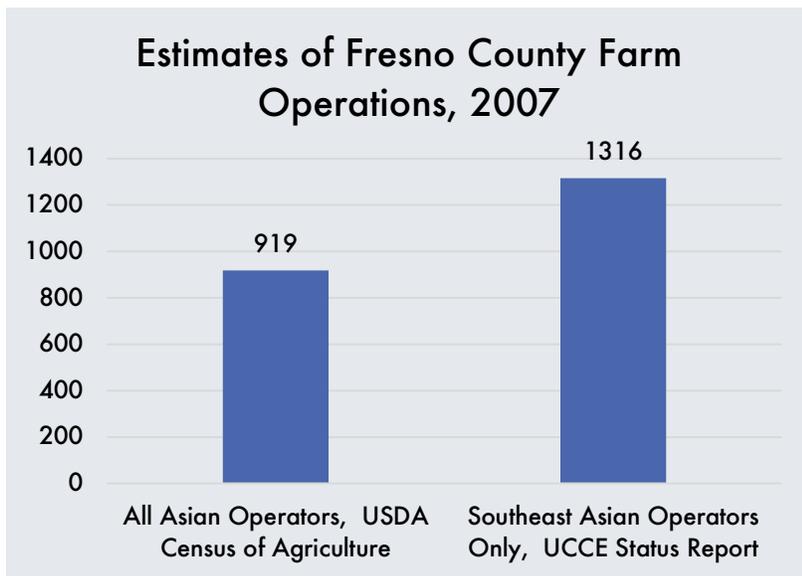
In order to answer this question, we conducted 25 interviews with 23 subjects. Seven are state employees, two federal, one works for UC Cooperative Extension and one for a resource conservation district. Nine interviewees are employed by non-profit organizations. Of all of these interviewees, two were socially disadvantaged farmers and eight work with SDFRs as technical assistance providers or for organizations that represent SDFRs. In addition, we conducted a review of literature on how farmers of color interact with government and analyzed CDFA strategic planning documents and organizational structure. We reviewed materials from the Government Alliance for Race and Equity (GARE) and other literature for lessons on implementation of racial equity efforts within government institutions and public-sector stakeholder engagement.

## The Limitations of the Census of Agriculture

Currently, most of the data available to identify how many SDFRs are working California lands, what their operations look like, and how much financial assistance they receive from the federal government comes from the USDA Census of Agriculture. Taken every five years, the Ag Census is intended to be a complete count of U.S. farms and ranches and their operators, including urban and rural operations that grow and sell more than \$1,000 worth of products within the Census year. Unfortunately, while 100 percent participation is not expected from any group of agricultural producers, concerns about the Census's ability to capture SDFRs in particular is a long-standing concern across the country, reflected in interviews and literature [12-16].

There are multiple reasons for these concerns. One explanation is that because SDFRs have historically been subject to overt and covert discrimination at the hands of USDA, and local, state and federal government more broadly, they are resistant to voluntarily providing information to those entities. Similarly, immigrant farmers may be fearful about being identified by the federal government as targets for deportation, especially in the current political climate. For farmers that do not speak English as a first language, or have little or no formal education, completing the Census independently is a barrier. Furthermore, the Census’s methodology relies on agricultural producers appearing on a mailing list ahead of time in order to be sent a Census to complete and return. SDFRs may be less likely to appear on the Census Mail List because of historic exclusion from USDA services, or any of the other reasons previously discussed, and therefore may not be asked to complete a Census, regardless of whether they are able or interested.

It is hard to estimate how many farmers may be missing from the Agricultural Census.



Note: Both estimates count farm operations, not farm operators, which would be significantly higher

Given these barriers, the Census skews towards farmers that are already in contact with USDA and receive government payments or services already, missing the farmers and ranchers we are most concerned about finding a way to reach to elicit participation and provide equitable resources—limited resource and socially disadvantaged producers. Here in California, one helpful reference is a 2007 door-to-door census conducted in Fresno County by UC Cooperative Extension

Small Farms staff to identify all Southeast Asian producers in the county. While the 2007 Census of Agriculture identified 919 farms operated by Asian producers, their door-to-door count yielded more than 1300. This difference is especially stark because their count only included Hmong, Mien, Laotian and Cambodian producers and excluded other Asian and Asian-American producers [17].

In spite of these limitations, this report uses the Ag Census because it is the most comprehensive gauge that we currently have for estimating the diverse and growing population of SDFRs in California.

## A Brief History of California's Socially Disadvantaged Farmers and Ranchers

While available statistical data may significantly undercount farmers of color, there is no doubt that people of color were the first food producers and land stewards in California. For thousands of years, California Indians tended and cultivated the land through controlled burnings, weeding, pruning, tilling, irrigation, and selective replanting [18]. Even after their genocide, immigrants from all over the world established the state's modern agricultural industry, coming from Spain, China, Japan, India, the Philippines, Armenia, Portugal, Mexico and many other countries [19, 20]. The fact that today, California's farmers and ranchers are almost 80 percent white is in part due to the fact that federal farm programs have been managed inequitably, leading to white farmers benefitting more than farmers of color. As a result, generations of SDFRs have faced additional obstacles securing or retaining farmland, accessing new competitive technologies, and entering profitable markets.

The literature available on the experiences of farmers of color reveals several ways to think about the discrimination against them with respect to government services. The best researched example is the impact of structural racism on Black farmers, carried out by government agencies serving farmers that was underscored by the successful litigation of *Pigford v. Glickman*. The case, which resulted in a \$1.25 billion consent decree—the largest civil rights class action settlement in the country's history—verified USDA discrimination against Black farmers, which has contributed to a shockingly high rate of Black farm loss [21-25]. While there were nearly one million Black farmers in the country in 1920, owning roughly 15 million acres of farmland, their numbers declined at a rate approaching 50 percent nearly every decade during the second half of the 20<sup>th</sup> century [21]. In 2012, Black farmland ownership had dropped to only 3.6 million acres [26]. Subsequent cases on the part of American Indian, Latino and female farmers documented similar mistreatment of other racial minorities and women.

In California, a number of different policies contributed to dispossession and exclusion of farmers of color from the state's agricultural industry. For instance, at one point, California had a much more substantial Black farming population following the Southern Exodus, which began in the 1910s, precipitated by Jim Crow laws in the Southeast. Documented racism upon their arrival no doubt contributed to a decline in their numbers, as it did in other places [27]. The Chinese Exclusionary Law of 1882 and the Alien Acts of 1913-1927 limited opportunities for Chinese and Japanese agricultural laborers and producers. The Internment Acts of 1942 further eroded Japanese land ownership and agricultural businesses [19, 28]. Federal immigration laws of the last century and the Bracero guestworker program, which operated from 1942 to 1964, have meant that agricultural workers largely from Mexico were not legally entitled to remain in the U.S. and to this day face the threat of deportation. This has made organizing agricultural workers difficult and severely limits their opportunities to operate their own agricultural operations [19, 20].

In spite of several decades of stated commitment by USDA to improving SDFRs access to the farm safety net, many still face barriers to accessing these important services. Because SDFRs are more likely to operate smaller, more diverse operations than white farmers and ranchers in California, laws, regulations and programs designed to apply to larger growers are either irrelevant or harmful to growers operating small-scale operations. For instance, researchers have documented “cultural misunderstandings” of Southeast Asian growers in California by regulators applying labor and business laws designed for industrial-scale growers that have resulted in disproportionate fines for limited-resource producers that lead to loss of farm operations [28-30].

Similarly, researchers found that the government’s requirement for standardization is at odds with Latino and Asian immigrant farmers’ norms such as direct marketing, plant diversity, reliance on family labor, and lack of record keeping, which often make them ineligible for government programs [31, 32]. On top of these obstacles, monolingual English farm services act as an additional barrier to immigrant farmers that have language barriers or lack formal education. Lastly, legal status and the possibility of deportation—one of the most feared results of interacting with the government for immigrants—can have devastating effects on immigrants’ economic opportunities, well-being, and family structure [33, 34].

The Farmer Equity Act states that “existing federal agricultural policies have failed to provide sufficient and appropriate technical assistance and financial support” for SDFRs. Regardless of current inadequacy at the federal level to provide sufficient redress for current and past inequity, CDFA now has the opportunity to coordinate state government efforts in concert with community partners to increase inclusion and equity within California’s agricultural industry.

## PART 2: BEST PRACTICES FOR EQUITY AND INCLUSION

Persistent and dramatic racial disparities are well-documented in the United States across all indicators for success, including wealth, land ownership, health and educational achievement. Over the last decade, government entities across the country and within California have begun to acknowledge the significant role that local, state and federal governments have played in creating and maintaining racial inequity, and their crucial role in advancing equity. Municipalities across the country—and now a number of California state agencies—have begun to pursue racial equity, many coming together to form the Government Alliance for Race and Equity (GARE). Best practices identified in this report were taken from publicly available GARE resource materials and a review of literature on stakeholder engagement in the public sector. In addition, it includes findings from interviews with GARE staff and state agency staff from California Environmental Protection Agency (CalEPA) and the Health in All Policies Taskforce that have incorporated racial equity into their respective jobs and organizations. Conversations with technical assistance providers that work with SDFRs provided lessons from their work to serve this population.

Best practices were gathered from these sources because of a combination of expertise in government culture and introducing new audiences to racial equity. GARE, for instance, has benefitted from the trials and errors of cities like Seattle, Washington, which initiated a Race and Social Justice Initiative in 2005, and Dubuque, Iowa, which began working to address inclusion and diversity in 2006. Learning from environmental justice and health equity staff within California state government added insight into efforts to transform state-level institutions.

Building organizational capacity to work toward racial equity requires a commitment from staff located throughout an institution and at different levels of hierarchy. This is one of GARE's main strategies and ensures that the people actually implementing policies and programs are engaged in furthering equity. State workers and GARE case studies alike highlighted the ineffectiveness of having only one staff person within an agency responsible for identifying obstacles to inclusion and opportunities to take up racial equity, as well as implementing changes. Other state departments addressing racial equity have expanded from one staff position to whole departments as they acknowledge this need

for capacity to achieve equity goals. See the box for Dr. Andrea Shapiro's Seven Levers of Change, which can be utilized to engage employees in these efforts more broadly [1].

### SEVEN LEVERS OF CHANGE

1. **Mass exposure** should reach all employees
2. **Personal contact** will ensure that everyone is reached
3. Determine your message and response by the **resistance** that arises
4. Build **expertise** internally to further efforts to change
5. Invest in **infrastructure** like tools and processes
6. Recognize the **role of leaders** in setting an example and expectations
7. Reward and recognize **accomplishments** [1]

Because racial equity and inclusion are emerging issues that benefit from strong leadership and commitment throughout the organization, positions that answer directly to Agency's highest leadership send a strong message to everyone in the organization about the Agency's commitment to this work.

Stakeholder engagement and outreach are critical to equity and inclusion in outward-facing work that will be informed by work within the agency to involve all staff in these efforts. The literature on stakeholder engagement articulates consultation as a best practice surpassing engagement. Because people of color and low-income people have historically been excluded from policy development that impacts their lives, consultation with stakeholders is an important step in building trust and can inform policies that truly meet equity goals.

True consultation must extend beyond dissemination of information and asking for input, to actually allowing stakeholders to have a stake in an organization's work by allowing them to put forward their own proposals and influence its strategic direction. It requires engagement early in policy development, not after a policy has been developed. This approach is most likely to make the stakeholders feel as though true consultation has taken place and public institutions are accountable to their voices [35, 36]. This requires opportunities for stakeholders to voice their opinions through formats such as community meetings and listening sessions and structures to encourage engagement such as community liaison positions and advisory groups subject to public reporting requirements. It also requires that these voices actually inform decision making processes. This is the difference that one interview subject articulated between procedural and substantive justice: in one case, policies are in place to allow stakeholders to have a voice; in the other, the decision-making process requires that stakeholders' interests factor in decision making. This is another important reason that racial equity staff should answer directly to an Agency's highest leadership.

Community organizations and technical service providers that represent and serve SDFRs highlighted the need to design outreach efforts to reach many different demographics. For instance, while translating written materials is a popular response to concerns that non-English speakers cannot access government resources, interviewees who have provided technical assistance to SDFR on grant applications consistently stated that translating those materials was ineffective. Grant applications often require a high level of literacy and technical knowledge, so one-on-one assistance in a producers' native language is required. Technical assistance providers estimate that they spend two to four times as much time helping SDFR with language or literacy barriers than other farmers. Reaching these farmers can be difficult because many do not use computers regularly and may not be connected to service providers already. For some, texting is a very effective way of mass-communication, for others, it might be a Spanish-language radio program. Technical assistance providers who are either from the same communities as SDFRs, or work with well-embedded colleagues

that build relationships and trust over time are the most successful in reaching these producers and increasing their participation in government programs [29].

The theory of “collective impact” refers to the commitment of a group of important actors from different sectors to a common agenda for solving a specific social problem. It is unreasonable to expect that any one government entity could achieve racial equity on their own, or that even all government working together could do this without the collaboration of non-governmental entities. The authors of the Farmer Equity Act recognized the importance of collaboration and intended CDFA to act in a coordinating role to facilitate efforts across the public sector to support farmer equity. The five criteria for collective impact include: a common agenda, shared measurement system, mutually reinforcing activities, continuous communication, and a backbone organization [37].

These same criteria were reiterated by Health in All Policies staff that regularly facilitate interagency collaborations. Fortunately, CDFA’s role as backbone organization is clear and the Agency already has working relationships with sister agencies, federal agencies, and partners throughout the state. Technical assistance providers working with SDFR populations reiterated the importance of partnering with organizations with regional and local offices in order to reach SDFR through trusted channels. Collective impact may also require assisting these organization in building capacity to meet common goals, as UC Cooperative Extension learned in their work with Southeast Asian growers [29].

Other lessons that emerged from research pertain to the use of data for evidence-based decision making and to evaluate performance. Research indicates that identifying patterns of behavior that lead to disparities is best done through the use of data [1]. This requires collecting data, the third step in CDFA’s performance measures process (see box on PAGE 18). Gathering and analyzing data will aid evaluation efforts, but it will also be easier to identify where resources should be directed to have the most impact on inclusion and equity of SDFRs.

## PART 3: PROPOSALS FOR IMPLEMENTATION

After the Farmer Equity Act was signed by Governor Brown, CDFA submitted a budget change proposal to the state legislature to fund the Farmer Equity staff position required by the bill. CDFA's proposal includes 15 tasks that the new position would pursue in its first year, divided into five general objectives: Evaluation of Agency Efforts, State and Federal Agency Coordination, Stakeholder Engagement, Mandated Legislative and Gubernatorial Report, and Miscellaneous/Research. The tasks represent the Agency's first articulation of the work it will do to satisfy the mandate of the Farmer Equity Act.

### FARMER EQUITY POSITION TASKS

(from CDFA's October 2017 Budget Change Proposal)

#### Evaluation of Agency Efforts

- 1 Conduct needs assessment of participation of SDFRs in CDFA's commissions and advisory bodies and make recommendations for Secretariat
- 2 Inventory grant scoring criteria for SDFRs and make recommendations to Secretariat (OEFI, SCBC, program-specific)
- 3 Evaluate CDFA's Strategic Plan, Cal Ag Vision and other governing documents
- 4 Develop guidance document regarding SDFRs membership inclusion Agency-wide
- 5 Present to State Board of Food and Ag, commodity boards, commissions and various Advisory Boards on inclusion of SDFRs

#### State and Federal Agency Coordination

- 6 Interface with sister agencies and identify potential opportunities for coordination of existing services for SDFRs—partners include CalEPA, CNRA, BCSH, HHS, SGC and others
- 7 Develop interagency Action Plan for future coordination between state agencies
- 8 Interface with USDA, FDA and US EPA regarding opportunities for coordination of existing services for socially disadvantaged farmers and ranchers
- 9 Evaluate and advise the Secretariat on Federal Farm Bill application to SDFRs

#### Stakeholder Engagement

- 10 Attend and present at conferences and community meetings on resource needs and opportunities
- 11 Assemble and facilitate working group to discuss barriers to entry and actions to remediate
- 12 Evaluate opportunities to translate existing CDFA documents for multi-lingual communities

## Legislative and Gubernatorial Report

13 Draft, edit and finalize report to the Legislature, Governor and related state agencies on work, goals and action plan

## Miscellaneous/Research

14 Establish and continually update a dedicated webpage on main CDFA website to host resources for SDFRs

15 Research and evaluate other states' and NGOs' actions to include SDFRs and overcome barriers to entry

The proposed tasks focus on evaluation through needs assessments, research, inventories, and planning within the Agency and with other government institutions. The remainder of this report will provide analysis of this proposal and recommendations for more successful implementation of the Farmer Equity Act's mandate to include SDFRs in the broad scope of the state's agricultural policies and programs. In particular, this report applies lessons from the best practices research to identify what tasks CDFA should pursue to achieve full inclusion through each of the five objectives. CDFA's budget change proposal limits actions to the Farmer Equity staff position and this research identified the need to expand efforts to further racial equity throughout the agency. Therefore, this report makes recommendations that exceed the role of the Farmer Equity staff position and will require commitments from the Agency as a whole.

Each objective will begin with analysis of those existing proposals, then move on to further action required to address inclusion and equity most effectively.

## Objective 1: Evaluation of Agency Efforts

**Representation on Boards and Commissions** SDFR representation on boards and commissions is a promising strategy for increasing the visibility of issues that impact their communities through public channels [38]. The State Food and Agriculture Board and the Environmental Farming Act Science Advisory Panel are two influential bodies whose work impact state agricultural policies and farmer livelihoods by setting Agency priorities and shaping grant processes. One immediate action that can be taken to facilitate more diverse participation in these governing bodies is to make information about them available in a central location on the CDFA website. This should include a complete list of boards and commissions (including marketing boards), their members, functions and the processes for electing new members.

**Grant Making** The first tasks on the budget change proposal speak to three aspects of CDFA activity that need assessment with respect to SDFR inclusion—boards and commissions, grant scoring criteria and strategic planning documents. With respect to

grants—the second task on CDFA’s budget change proposal—it’s important that evaluation of these programs expands beyond the grant scoring criteria alone to include SDFR inclusion in other elements of the grant-making process. Currently, demographic information is not collected on the agricultural producers that apply for and receive grants administered by the Agency. Without this information, it is impossible to measure their utilization by SDFRs. CDFA should immediately begin collecting demographic information about producers that apply for grants. It should then undertake an assessment of these programs to better understand current utilization rates by SDFR, barriers to access, and possible solutions to ensure that SDFR are able to benefit from these key programs. Since CDFA-administered grants currently do not provide any special provisions for SDFRs, there are significant opportunities to encourage their participation and increase equity through the grant process. Those grants on which CDFA has a role in advising also offer an opportunity to increase equity for SDFRs.

**Strategic Planning Documents** Inclusion of SDFRs in the Agency’s strategic planning documents presents a powerful opportunity to fulfill the spirit of the Farmer Equity Act—and the values articulated in the planning documents themselves related to stakeholder engagement—by going beyond evaluation to eliciting participation of SDFRs in the planning process. Furthermore, CDFA’s Strategic Plan states that performance measures are a key component of the planning process. Inclusion of SDFRs, like all other goals of the Agency, should be assessed through a similar process to that laid out in CDFA’s Strategic Plan (see box right).

#### CDFA’S 5-STEP PROCESS FOR PERFORMANCE MEASUREMENT

1. **Establishing meaningful goals** for strategic direction
2. **Selecting initial performance measures** that tie directly to departmental goals
3. **Gathering data** requirements
4. **Establishing a baseline** performance
5. **Assessing our progress** on a biannual basis

**Human Resources** An important strategy in increasing the Agency’s capacity to serve SDFRs effectively is to have diverse representation from the SDFR and limited-resource farmer community within the agency in different divisions and levels of responsibility. The Agency has a stated commitment to maintaining a diverse workforce and currently, CDFA’s staff racial demographics lag behind the demographics of the state’s quickly diversifying population [39]. As California’s farmers and ranchers age and the population of the state grows more racially diverse, the future success of the state’s agricultural industry is dependent on people of color overcoming current barriers to entering the industry and succeeding. Similarly, the state’s civil service faces high turnover in the coming decade, so this is an important time to invest in the diversity of CDFA staff and pathways to leadership for people that understand the SDFR and limited-resource farming experiences. This should be an integral aspect of CDFA’s strategic goal pertaining to employee development and succession planning.

In addition, other departments within state government are choosing to take a deeper look at racial representation within their ranks. While summary data about racial diversity within the department is easily accessible, the Health in All Policies Taskforce is assisting departments that choose to participate in further analysis of racial stratification in different classifications. While this analysis may reveal unequal distribution of people of color throughout job classifications and hierarchy, this could present an opportunity for the Agency to develop more targeted recruitment strategies and provide rich data to inform succession planning.

**Staff Training** While the Farmer Equity Act only requires the creation of one staff position, all CDFA staff need to have the skills and awareness to increase inclusion and equity within the Agency and throughout California agriculture. Many other state agencies are considering this same challenge and the Strategic Growth Council has partnered with GARE to provide training and organizational capacity building for government staff to achieve racial equity. Throughout 2018, GARE is training a capitol cohort consisting of 10 to 15 staff members from 12 departments that receive 50 hours of racial equity training and experiential learning with expert staff. Part of this time is dedicated to training the trainer so that capacity is built within departments to bring expertise back to facilitate trainings with their colleagues. GARE explains the importance of involving a wide cross-section of agency staff in racial equity work thus:

“... organizational infrastructure must be created that enables a diverse array of stakeholders to work toward a shared vision of equity. Change will not occur if just one person or department is assigned the duties of advancing equity. Staff teams within every department must be sufficiently knowledgeable, equipped with the necessary tools, and given responsibility for incorporating racial equity policies and processes into their regular job duties if a jurisdiction is to advance its goals successfully.” [1]

CDFA should send a full cohort of staff, including the Farmer Equity staff position and others representing various departments and levels of hierarchy, to participate in the next GARE training cohort. In addition, the department should conduct in-person trainings for all staff—including those in the field—on diversity and racial equity that are tailored to CDFA’s work and the context of socially disadvantaged farmers and ranchers in the state.

**Racial Equity Assessment Protocol** Once staff have completed training that provides them with common vocabulary and information about the purpose and potential of racial equity work, the Agency, with the guidance of the Farmer Equity staff position, should design and implement a racial equity assessment protocol specific to CDFA. This protocol can be implemented routinely throughout all policy decisions and processes and will give Agency staff a framework to explicitly consider racial equity in decision making. This is necessary because equity requires purposeful, proactive efforts to eliminate inequities and an Agency-wide protocol would provide an opportunity to think through aspects of policies and programs that aren’t always

considered: who will benefit or be burdened by given decisions; what are the unintended consequences; and what strategies will advance equity?

This protocol would also aid in evaluation of CDFA's inclusion efforts. One potential model for this is GARE's Racial Equity Tool. Part of GARE's training and resources, this tool is a simple set of questions that help guide decisionmakers to identify opportunities to further inclusion and equity in CDFA's internal and external work (see box below).

#### **GARE'S RACIAL EQUITY TOOL**

1. **Proposal:** What is the policy, program, practice or budget decision under consideration? What are the desired results and outcomes?
2. **Data:** What are the data? What does the data tell us?
3. **Community engagement:** How have communities been engaged? Are there opportunities to expand engagement?
4. **Analysis and strategies:** Who will benefit from or be burdened by your proposal? What are your strategies for advancing racial equity or mitigating unintended consequences?
5. **Implementation:** What is your plan for implementation? [1]

## **Objective 2: State and Federal Agency Coordination**

**State and Federal Agency Collaboration** A collective impact approach to increasing SDFR inclusion—discussed in Part 2—requires collaboration across multiple institutions and organizations committed to the same goal. CDFA has the opportunity to leverage institutional partnerships to build collaborations focused on achieving racial equity within the agricultural industry. CDFA's proposed tasks under the State and Federal Agency Coordination objective highlight the important role that multiple state and federal agencies can play for agricultural operations, as well as the fact that many of these agencies have overlapping or complementary services. Because SDFRs are a population historically underserved by these entities and to this day, lack sufficient support from them, it will be beneficial for various entities working to improve equity in government services to share best practices, communicate about complimentary programs and outreach efforts, and advocate for policies that further these efforts. CDFA has the opportunity to advocate and encourage SDFR participation in other agencies' policy and program development processes.

**Regional and Local Collaborations** Several more government entities that work on the regional or local level warrant collaboration: Resource Conservation Districts, UC Agriculture and Natural Resources (UC Cooperative Extension), and County Agricultural Commissioners. Their staff are often the best situated to understand the unique needs of SDFRs and may already have deep networks within SDFR

communities that can be leveraged to inform how CDFA's inclusion of SDFR should proceed.

**CDFA's Coordination Role** The five criteria for collective impact include a backbone organization that takes responsibility for coordinating the actors involved in making change. Coordination is required to ensure that the other four criteria are met (a common agenda, shared measurement system, mutually reinforcing activities, and continuous communication) and without it, coalitions falter. The Farmer Equity Act identifies CDFA as the backbone organization for the collaborative work required to increase inclusion and equity in California agriculture.

### **Objective 3: Stakeholder Engagement**

Inclusion of socially disadvantaged farmers and ranchers cannot take place without a firm and continuing commitment to stakeholder engagement on the part of CDFA. No one understands farmer and rancher experiences, challenges and needs like producers themselves. This is especially true for SDFRs who are often not acknowledged as a significant component of California agriculture and even more salient for urban farmers, or those isolated geographically, linguistically or culturally. For this reason, CDFA's focus on stakeholder engagement is very encouraging.

**Consultation with Stakeholders** For the most part, the tasks associated with the Stakeholder Engagement Objective focus on communicating CDFA's work to SDFR communities, which is an important step in increasing access to existing resources. Improving communications and outreach capacities, discussed later, will make this effort more effective. While dissemination of information is a good first step, true consultation, as discussed in Part 2, must extend beyond dissemination of information and asking for input, to actually allowing SDFRs to put forward their own proposals and influence the strategic direction of the Agency. Task 11, related to facilitation of a working group to identify barriers to entry and solutions for SDFRs, would be one opportunity to consult with stakeholders on policies and programs that affect SDFRs. This approach is most likely to make SDFR communities feel as though true consultation has taken place and that leadership is accountable to their voices. This requires, on the most basic level, opportunities for farmers and ranchers to be heard by Agency staff through formats such as listening sessions. It also requires participation in meaningful consultative processes such as the development of CDFA's strategic plan and grant scoring criteria.

Expanding the use of listening sessions that target SDFRs with translation available is one strategy in ensuring that the channels of communication are open between SDFRs and CDFA. Stakeholder engagement is also aided by availability of public information about how decisions were reached and how stakeholder input contributed to policy change. Furthermore, establishing an Advisory Committee subject to public open meeting requirements ensures accountability to SDFR communities, especially with

respect to access to CDFA leadership. While formation of a working group can be a beneficial way of eliciting participation from experts in the field, it does not have the same level of responsibility or accountability to stakeholder participation and provision of public information.

**Language Resources** The Stakeholder Engagement Objective addresses the needs of non-English speaking farmers and ranchers with task 12, evaluation of opportunities to translate CDFA documents. While ensuring that mono-lingual farmers that do not read English can access services, technical services providers that work with farmers that do not speak English fluently consistently downplayed the importance of translated documents and pointed to the importance of multi-lingual staff. Immigrant and refugee farmers in particular may not have formal education and long documents translated into their native language may remain unread, whereas staff from SDFR communities can much more effectively reach and serve those same farmers. While this option entails a much bigger cost, its effectiveness far outweighs that of translated documents.

**Outreach Capacity** As best practices research revealed, equity requires designing outreach strategies that vary depending on the needs of different hard-to-reach or underserved producers. SDFRs and technical assistance providers explained that for farmers who do not speak English as a first language, do not have formal education, or are not integrated into the traditional networks that CDFA relies on to communicate their services and resources, email is not an effective mode of communication. Since this is the way that many opportunities are disseminated, communications and outreach methods should be assessed further and alternative communications methods, such as multi-lingual radio segments, should be considered. Realistically, the Farmer Equity staff person is not capable of providing quality stakeholder engagement to California's 25,000 farmers of color, or the representative organizations that some of them belong to. Partnerships with and capacity building assistance for public and non-profit organizations that work at the regional and local level with SDFRs is one way to increase this capacity. As discussed in the previous paragraph, hiring multi-lingual staff from SDFR communities is vital as well. Assessment of outreach capacity may reveal that a team of people is needed within CDFA to ensure true inclusion and engagement of not only SDFRs, but all farmers and ranchers.

**Targeted Technical Assistance** While an assessment of the grant-making process, discussed under Objective 1, will inform changes to CDFA's grant program, there is already significant evidence that all producers need support in order to access the grants that the Agency provides. Technical assistance providers that work with producers that do not speak English as a native language or lack formal education have consistently expressed that the farmers they work with require two to four times as much support as native-English speakers through the complex project development, application and implementation stages of these programs. More must be done to make sure that SDFRs receive support to access these important programs that increase sustainability and profitability.

AB 2377, currently moving through the Assembly's policy and Appropriations committees, would make 15 percent of the annual budgets for the Healthy Soils Program, Alternative Manure Management Program, and State Water Efficiency and Enhancement Program available to fund a technical assistance grant program. At least 25 percent of those funds are meant to provide SDFRs with technical assistance. While this number underestimates the resources needed to provide some SDFR communities with equitable assistance, the bill is a step in the right direction.

#### **Objective 4: Gubernatorial and Legislative Report**

The Farmer Equity Act's mandated gubernatorial and legislative report should describe the Agency's farmer equity work, covering each of the topics included in this report, goals for SDFR inclusion and an action plan for achieving these goals. As in CDFA's Strategic Plan, this report should include performance measures.

This report is an important opportunity to convey transparency and accountability to SDFR communities. Making this report publicly available and updating it annually or bi-annually will aid this process. See Part 4 for a full list of proposed topics.

#### **Objective 5: Miscellaneous/Research**

**Public Information** Task 14, creation of a dedicated webpage on CDFA's website to host resources for SDFRs, is a step toward making the agency and its processes more accessible to farmers and ranchers, although not a substitute for outreach and consultation. In addition to information about services available to SDFRs, information should be publicly available in a user-friendly format about Agency structure, boards and commissions, relevant regulations, and opportunities for participation in development, adoption, implementation and enforcement of agriculture laws, regulations, policies and programs. Providing this information would be useful to stakeholders that wish to participate in the Agency's work and it aligns with CDFA's Core Transparency Value. Furthermore, it complements efforts in the legislature to create an agribusiness regulatory website portal via AB 2166, the California Farm Bill.

In truth, however, these resources are most likely to be used by organizations that serve SDFRs, instead of SDFRs themselves. For populations least likely to be aware of government programs already, the chances of them navigating a government website are low. For instance, only 34 percent of California's Latino producers reported having internet access of any kind, in comparison to 77 percent of all California farmers and ranchers [8].

**Research Needs** Research needs surrounding the inclusion of SDFRs far exceed task 15, related to research and evaluation of other states' and NGOs' work to include SDFRs. Currently, most of the data available to identify and understand the experience of farmers of color comes from the USDA's Agricultural Census. As discussed in Part 1 of this report, there are significant concerns about USDA's ability to accurately capture some SDFR populations through the Ag Census.

Having a more-accurate count of SDFRs in the state would help public and private institutions, including CDFA, allocate resources equitably. If in fact there is a higher proportion of SDFRs than the Ag Census would lead us to believe, this could help the Agency set appropriate performance measures, identify what language skills are a priority in hiring, and develop programs that meet the needs of diverse SDFR populations. UC Cooperative Extension's 2007 study of Southeast Asian farmers in Fresno County highlights that local and state efforts can be made to more accurately assess numbers of SDFRs. A collaboration across the federal, state and local institutions identified in this report could either implement new surveys or improve collection of the Ag Census in the next Census year.<sup>2</sup> In particular, partnering with grassroots organizations with relationships within SDFR communities is a key to more thoroughly capturing the state's SDFR population.

CDFA also has the opportunity to establish research partnerships with public universities and research institutions to provide data not only on SDFR characteristics and numbers, but barriers to entry and opportunities for support. Collaborating with these entities early in CDFA's inclusion efforts will help establish performance measures so the Agency can make evidence-based decisions. Making this data publicly available will aid statewide efforts by partner organizations and will help to build trust in Agency transparency and accountability.

---

<sup>2</sup> Due to concerns about low participation in the 2017 Ag Census, the collection date has been extended through 2018 and 2017 Ag Census data may not be available in 2019 as expected.

## PART 4: RECOMMENDATIONS

### FARMER EQUITY ACT RECOMMENDED IMPLEMENTATION PRIORITIES

#### Farmer Equity Staff Hiring

Include a farmer of color on hiring committee and make committee members public

Direct supervision of position by the Secretary or Under Secretary of Agriculture

Position title: Farmer Equity Director

Position Attributes:

- Lived or work experience with SDFRs and limited-resource farmers
- Demonstrated cultural competency and ability to work with diverse farming populations
- Multi-lingual
- Knowledge of diverse agricultural practices and discrimination against SDFRs
- Experience facilitating institutional work addressing equity and inclusion
- Demonstrated ability to increase participation from underserved populations
- Ability to research and analyze programs and policies through equity lens

#### Evaluation of Agency Efforts

- |   |   |
|---|---|
| 1 | Collect demographic data on grants, assess grant scoring criteria and utilization by SDFRs, and make recommendations for improvement to CDFA-administered and -advised grants |
| 2 | Develop and implement racial equity assessment protocol   |
| 3 | Assess CDFA outreach capacity and communications strategies to engage SDFRs   |
| 4 | Assess CDFA's commissions and advisory bodies for inclusion opportunities   |
| 5 | Create guidance document on CDFA inclusion efforts Agency-wide  |
| 6 | Evaluate CDFA human resources practices for opportunities to increase representation  |

#### State and Federal Agency Collaboration

- |   |   |
|---|---|
| 7 | Coordinate equity and inclusion efforts between federal, state and regional government entities and community organizations |
| 8 | Develop interagency action plan   |
| 9 | Present to State Board of Food and Ag, commodity boards, commissions and advisory boards (moved from objective 1)           |

#### Stakeholder Engagement

- |    |   |
|----|---|
| 10 | Target technical assistance for CDFA-administered grants to SDFRs     |
| 11 | Prioritize hiring multi-lingual staff that represent SDFR communities |
| 12 | Assemble and facilitate a Farmer Equity Advisory Committee            |

13	Include SDFRs in the development of CDFA’s strategic planning documents (moved from objective 1)	
14	Outreach at conferences and community meetings	
15	Elicit participation from SDFRs in Farm Bill listening sessions and advise Secretariat on their interests (moved from objective 3)	
<b>Legislative and Gubernatorial Report</b>		
16	Report topics:	Proposed performance measures:
	• Performance measures for Agency inclusion of SDFRs	• Technical assistance access, applicant and recipient demographics
	• Grant-making process and utilization	• Demographics relative to state employment numbers and state demographics
	• Representation within CDFA	• No. of staff trained and hours of training
	• Agency staff training on racial equity	• Staff hours and number of stakeholders engaged
	• Outreach capacity and stakeholder engagement strategy	• Multi-lingual staff levels, materials translated, languages available
	• Multi-lingual staff and materials	• Opportunities for SDFR participation, no. of SDFRs involved in planning process
	• SDFR inclusion in planning documents	• SDFR representation numbers
	• Representation on state boards and commissions	
	• Collaboration efforts with federal, state, regional and local government	
• Data gaps and research goals		
• Functions and membership of Advisory Committee		
<b>Miscellaneous/Research</b>		
17	Evaluate data gaps and make recommendations for improvement	
18	CDFA staff cohort participation in GARE trainings, followed by development of all-staff trainings on diversity, equity and inclusion	
19	Create dedicated webpage on CDFA website	
20	Make information on CDFA organizational structure and processes publicly available	

---

**21 Research and evaluate other states' and NGOs' SDFR-inclusion work**

---

**22 Coordinate Ag Census outreach efforts**

The recommendations listed above provide opportunities for CDFA to implement best practices to advance equity and inclusion internally and externally. They help to fulfill the mandate of the Farmer Equity Act by increasing opportunities for SDFRs to participate in policy development through tasks that improve equity in outreach and engagement efforts. These efforts will increase SDFR awareness of the programs available to support their businesses. Perhaps more importantly, moving towards consultation allows underrepresented populations to speak for themselves, contributing the knowledge needed to make these programs more effective for SDFR populations.

These recommendations also help the department assess and evaluate current systems and new efforts to be inclusive. Collecting the data needed to establish baselines and identify disparities, and developing performance measures, such as those identified under task 19, are important to this process. Initially, this may illuminate needs that have not yet been identified. Later, it can help assess the effectiveness of inclusion efforts.

## PART 5: CONCLUSION

As the first bill of its kind in the country, the Farmer Equity Act of 2017 tasks CDFA with addressing historical and current discrimination within California's agricultural industry. CDFA is not capable of destroying the additional barriers that socially disadvantaged farmers and ranchers face or ending the disparities that exist on its own. However, the Agency has the opportunity to play an important role in coordinating statewide efforts to increase inclusion in agriculture for SDFRs and those efforts must begin within the Agency itself.

Full inclusion requires a commitment to equity, recognizing that each person or community does not start at the same place and may need different types and amounts of resources to achieve similar outcomes. Interviews and research for this report highlighted that a commitment to these ideals requires that the Agency focus on the processes used to engage SDFR communities, as well as the outcomes of these efforts.

The recommendations in Part 4 represent actionable tasks for furthering these commitments. This can begin even before the Farmer Equity position is filled by inviting SDFR participation in hiring and transparency throughout the process. Tasks under Objective 1 from CDFA's October 2017 proposal, Evaluation of Agency Efforts, will allow CDFA to assess whether its systems and processes are designed equitably to include farmers and ranchers traditionally left out of Agency planning and programs. These tasks also build CDFA's capacity to undertake racial equity and inclusion work so that all staff can participate in implementation of inclusive and equitable processes.

Objective 2, State and Federal Agency Coordination, includes tasks that contribute to collective impact towards inclusion and equity for SDFRs. Government entities at the local, regional, state and federal levels working together can have a powerful impact on the resources and information available to farmers. In addition, work with community-based organizations and researchers outside of government will be important components of the cross-sectoral collaboration needed to have collective impact. Furthermore, coordinating efforts between all of these entities to reach and serve SDFRs will help avoid duplicative action and will make limited resources go further.

Tasks included under Objective 3, Stakeholder Engagement, are intended to help CDFA go beyond the dissemination of information toward true consultation with SDFRs. Throughout the recommendations, consultation should be used whenever possible to elicit input from the farmers most impacted by proposed policies, with transparency about how decisions are made. Equity requires that communications, outreach and engagement efforts are designed to work for diverse SDFR communities.

The legislative and gubernatorial report under Objective 4 should be a full assessment of the topics and tasks covered in this report. It should include what has been done to include SDFRs in agricultural policies and programs, goals for increased inclusion, and the performance measures that the Agency will use to chart progress. The report

is an opportunity to build trust between CDFA, SDFR communities and all California residents by demonstrating transparency and accountability. It should be updated annually or bi-annually.

Tasks under Objective 5, Miscellaneous/Research, address the lack of accurate data about California's farmers of color and will provide CDFA and partners with the information they need to accurately allocate resources and evaluate progress. It also addresses the lack of clear public information about CDFA that will enable stakeholders to better access and engage with the Agency. Lastly, it includes the staff training required for capacity-building to further inclusion and equity internally and externally.

This report outlines efforts that exceed the capacity of the one staff position mandated by the Farmer Equity Act because full inclusion cannot be achieved by the efforts of any one person. Just as collective impact requires collaboration across institutions and organizations, it will require a significant commitment from CDFA staff in every division and program.

According to the 2012 Ag Census, one in every 10 farmers of color live and work in California. Pursuing inclusion and equity in agricultural policies and programs will help address a long legacy of exclusion that still affects members of socially disadvantaged farmer and rancher communities. It is the right thing to do, and the future growth and prosperity of California agriculture depends on it.

## APPENDIX

### Further Resources

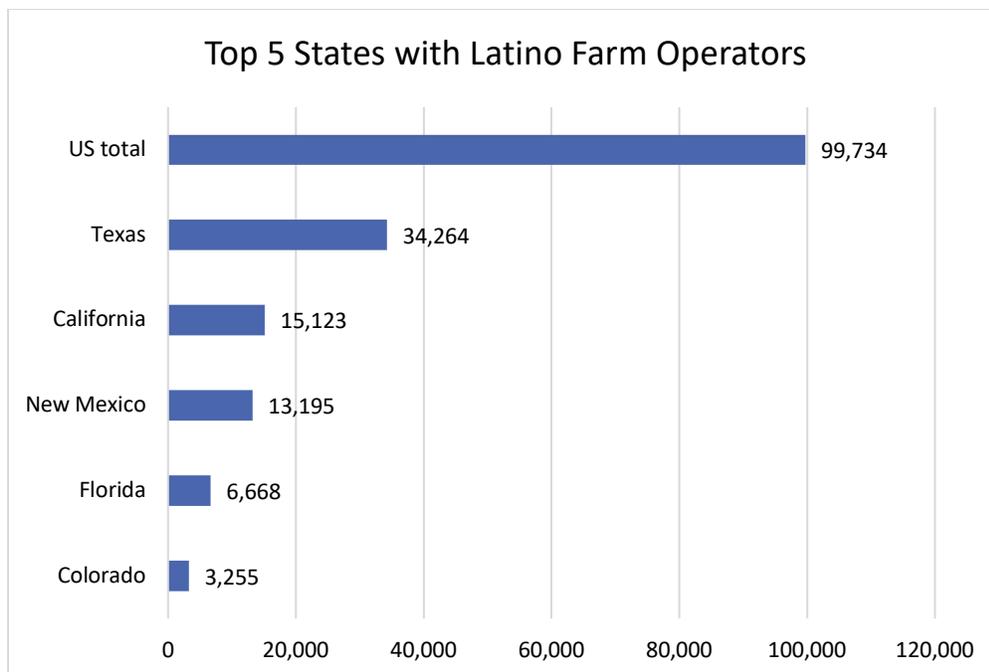
Government Alliance for Race and Equity, <https://www.racialequityalliance.org>

Health in All Policies Taskforce, <http://sgc.ca.gov/programs/hiap/>

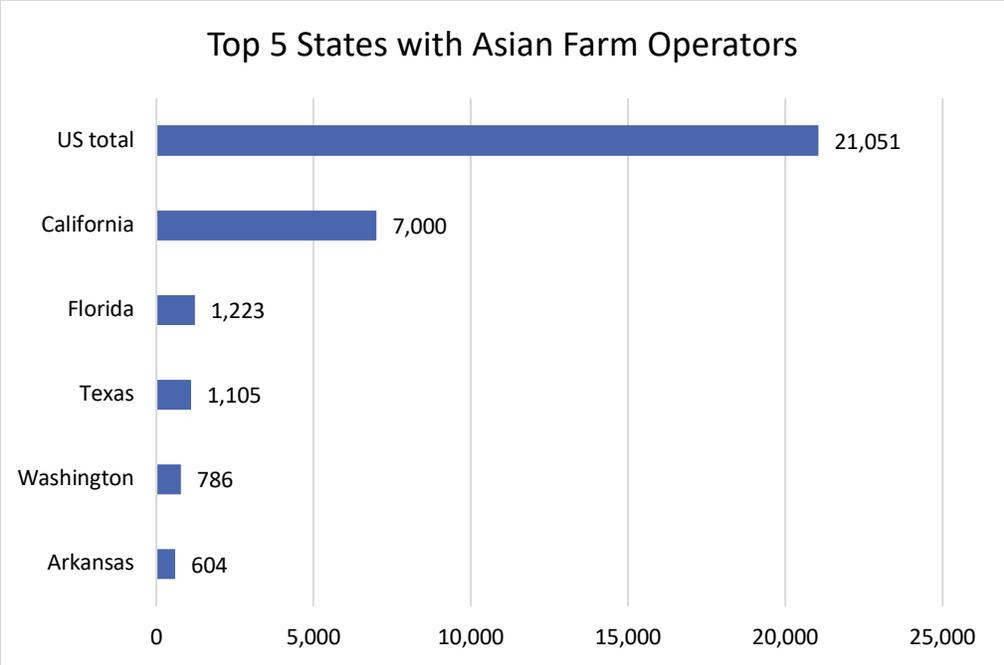
National Center for Cultural Competence, <https://nccc.georgetown.edu>

PolicyLink, <http://www.policylink.org>

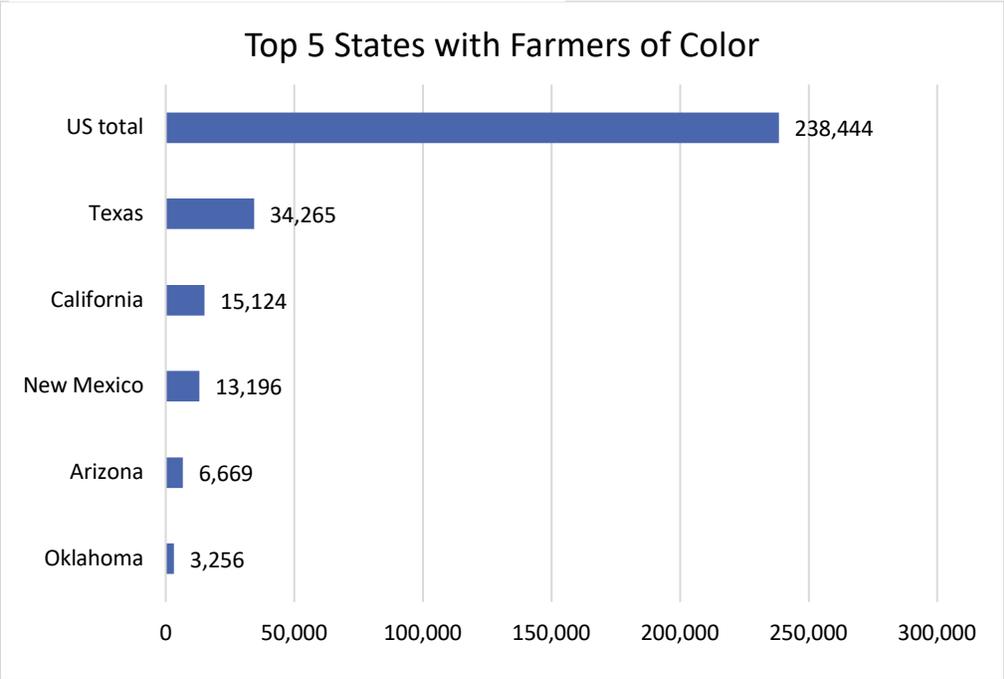
### Additional Visualizations



Source: 2012 Census of Agriculture

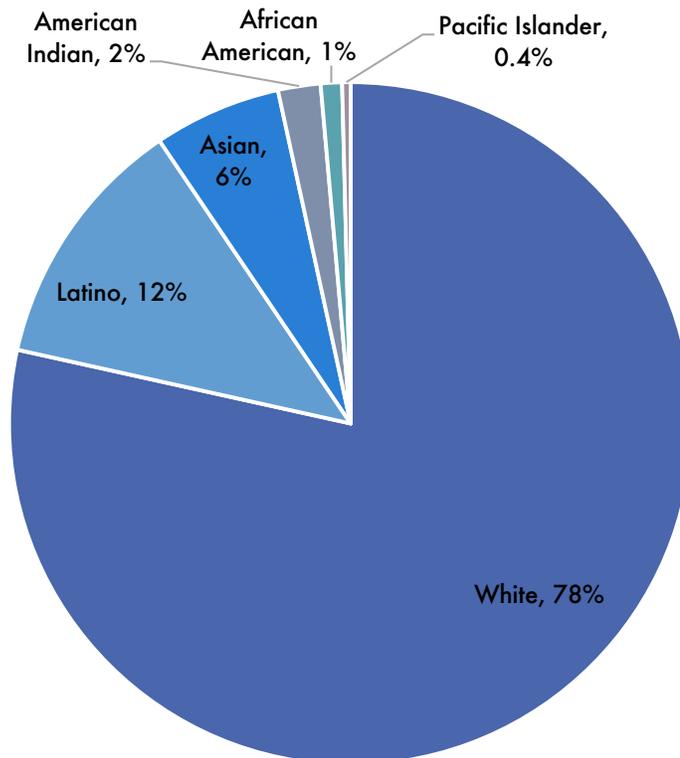


Source: 2012 Census of Agriculture



Source: 2012 Census of Agriculture

## Race or Ethnicity of California Farmers



source: 2012 Census of Agriculture

## BIBLIOGRAPHY

1. Nelson, J., et al., *Advancing Racial Equity and Transforming Government: A guide to put ideas into action*. n.d.
2. Nelson, J. and L. Brooks, *Racial Equity Toolkit: An Opportunity to Operationalize Equity*. 2016.
3. Heller, J., et al., *Promoting Equity through the Practice of Health Impact Assessment*, PolicyLink, Editor. 2013.
4. Bolger, M., *What's the Difference Between Diversity, Inclusion, and Equity?*, in *GA Blog*. 2017.
5. Aguiar-Curry, C., *Farmer Equity Act of 2017*. 2017, California Assembly: Sacramento, California.
6. Lawrence, K., et al., *Structural Racism and Community Building*, in *Aspen Institute Roundtable on Community Change*. 2004, The Aspen Institute Washington, DC.
7. U.S. Department of Agriculture, *2012 Census of Agriculture, Appendix B: General Explanation and Census of Agriculture Report Forms*. 2012.
8. U.S. Department of Agriculture, *2012 Census of Agriculture*, N.A.S. Service, Editor.
9. Johnson, H. *California's Population*. Just the Facts 2017 April 22, 2018]; Available from: <http://www.ppac.org/publication/californias-population/>.
10. Schenker, M.B., et al., *Improving the Health of Agricultural Workers and their Families in California: Current Status and Policy Recommendations*. 2015, UC Global Health Institute.
11. National Institute of Food and Agriculture. *Family Farms*. n.d. April 25, 2018]; Available from: <https://nifa.usda.gov/family-farms>.
12. New Mexico State University News Center, *New Mexico Minority Producers Severely Undercounted in Agricultural Census*, in *New Mexico State University News Center*, New Mexico State University, Editor. 2004, New Mexico State University.
13. Nation, C., *Cherokee Nation encourages farmers, ranchers to be counted on USDA Agriculture Census*, C. Nation, Editor. 2013: Tahlequah, OK.
14. Young, L.J., *Counting All Farmers - Capturing the Many Faces of Agriculture in the 2017 Census*, USDA, Editor. 2016.
15. Yurth, C., *Dine a force in Arizona Agriculture*, in *Navajo Times News*, N. Times, Editor. 2009, Navajo Times: Chinle, AZ.
16. Zabawa, R., et al., *Shut Out: How US Farm Programs Fail Minority Farmers*, O. America, Editor. 2007.

17. Molinar, R., M. Yang, and C. Cha, *UC Cooperative Extension Fresno S.E. Asian Farmers in Fresno County — Status Report 1992 & 2007*. 2008.
18. Anderson, M.K., *Tending the Wild: Native American Knowledge and the Management of California's Natural Resources*. 2005, Berkeley: University of California Press.
19. McWilliams, C., *Factories in the Field: The Story of Migratory Farm Labor in California*. 1971, Santa Barbara: Peregrine Publishers, Inc.
20. Street, R.S., *Beasts of the Field: A Narrative History of California Farmworkers, 1769-1913*. 2004, Stanford, California: Stanford University Press.
21. Gilbert, J. and G. Sharp, *The Loss and Persistence of Black-Owned Farms and Farmland: A Review of the Research Literature and Its Implications*. *Southern Rural Sociology*, 2002. 18(2): p. 1-30.
22. Cola, J., *How Vast Amounts of Land Have Been Stolen from Black Americans*. 2017: Mint Press News.
23. Copeland, R.W., *Post-Pigford Remedies for African-American Farmers May Include Promissory and Equitable Estoppel*. *Western Journal of Black Studies*, 2015. 39(3): p. 209.
24. Grant, G.R., S.D. Wood, and W.J. Wright, *Black farmers united: The struggle against power and principalities*. *Journal of Pan African Studies*, 2012. 5(1): p. 3-22.
25. Cowan, T. and J. Feder. *The pigford case: USDA settlement of a discrimination suit by black farmers*. 2008. Congressional Research Service, Library of Congress.
26. U.S. Department of Agriculture, *Census of Agriculture 2012, Table 60. Selected Farm Characteristics by Race of Principal Operator: 2012 and 2007*, National Agricultural Statistics Service, Editor. 2012.
27. Eissinger, M., *Rural African American Communities in the San Joaquin Valley*, in *Beyond the City Limits: The Rural African American Experience in the West*. 2008, Central Valley Institute for Regional and Historical Studies, California State University, Fresno: Fresno, California.
28. Minkoff-Zern, L.-A., et al., *Race and Regulation: Asian Immigrants in California Agriculture*. *Cultivating food justice: Race, class, and sustainability*, 2011: p. 65-85.
29. Sowerwine, J. and C. Getz, *The Changing Face of California Agriculture: Identifying Challenges and Providing Opportunities for Southeast Asian and other Minority Farmers*. *Rural Connections*, n.d.: p. 25 - 28.
30. Sowerwine, J., C. Getz, and N. Peluso, *The myth of the protected worker: Southeast Asian micro-farmers in California agriculture*. *Agriculture & Human Values*, 2015. 32(4): p. 17.
31. Minkoff-Zern, L.-A. and S. Sloat, *A new era of civil rights? Latino immigrant farmers and exclusion at the United States Department of Agriculture*. *Agriculture & Human Values*, 2017. 34(3): p. 631-643.

32. Lee, M., *Good Intentions Fall Short: Why the Southeast Asian Community is Precluded from Obtaining Farm Loans*. San Joaquin Agricultural Law Review, 2015. 24(1): p. 27.
33. Hagan, J., B. Castro, and N. Rodriguez, *The effects of US deportation policies on immigrant families and communities: Cross-border perspectives*. NCL Rev., 2009. 88.
34. Hagan, J., N. Rodriguez, and B. Castro, *Social effects of mass deportations by the United States government, 2000–10*. Ethnic and Racial Studies, 2011. 34(8): p. 1374-1391.
35. Friedman, A.L. and S. Miles, *Stakeholders: theory and practice*. 2006, Oxford: Oxford University Press.
36. Rixon, D., *Stakeholder Engagement in Public Sector Agencies: Ascending the Rungs of the Accountability Ladder*. International Journal of Public Administration, 2010. 33(7): p. 347-356.
37. Kania, J. and M. Kramer, *Collective Impact*, S.S.I. Review, Editor. 2011.
38. Rodriguez, H., *Advanced Policy Analysis: Promoting Latino Farm Ownership in California*. 2017, UC Berkeley.
39. California Department of Human Resources, *Annual Census of Employees in the State Civil Service*. 2015.