

## Colorado Executive Summary

The Colorado Farm Service Agency routinely conducts an internal annual review of its operations, evaluating the efficiency in which FSA programs and services are delivered to the State's farmers and ranchers. For the past 5-6 years, these annual reviews have proven to be essential in the successful implementation of our planning and operations. The analysis of agricultural trends and population variations has not only provided the fundamental data to identify concentrated areas of producer participation, but revealed opportunities to position our efforts and staffing in support of Colorado's agricultural resources.

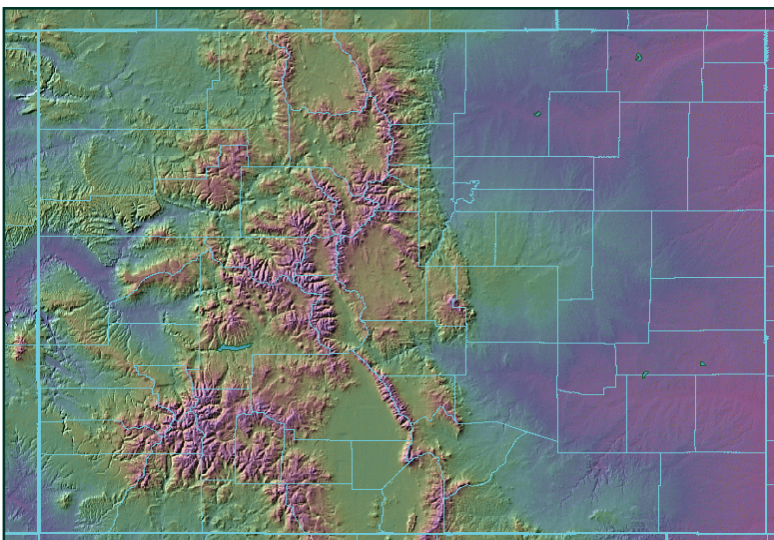
### State Overview

Colorado has a strong and diverse agricultural heritage, leading agriculture to be one of the primary industries and a major contributor to the State's economy. The state is comprised of about 30.7 million acres of agricultural land, a little more than 46% of the total land base of 66.3 million acres. The approximate 30,000 farms and ranches in Colorado average 1,007 acres each, with major agricultural outputs of cattle, wheat, hay, corn, and fruit and vegetable crops.

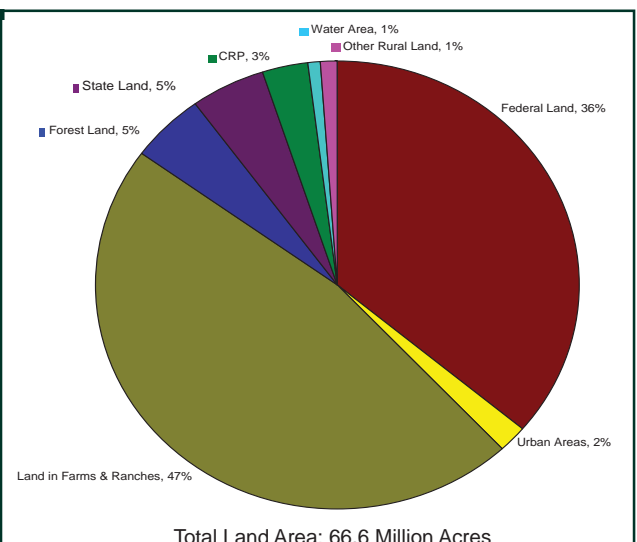
Located in the Rocky Mountain region of the United States, Colorado has a higher elevation than any other state. The approximate 400-mile distance from east to west across the state is comprised of 104,100 square miles, making it the 8th largest of the 50 states. Only 371 square miles of Colorado are covered by water. The land areas can be classified into four different regions:

- ✦ The **Great Plains region** covers roughly the eastern 2/5 of the state and is flat and dry, sloping upward from east to west to meet the Rocky Mountains.
- ✦ The **Rocky Mountain region** of Colorado lies to the west of the Great Plains and occupies roughly the central 2/5 of the state. Fifty-four mountain peaks reach altitudes of over 14,000 feet above sea level and more than 1,000 peaks are over 10,000 feet high.
- ✦ The **Colorado Plateau** lies to the west of the Rocky Mountains and runs along the border of Utah. It occupies the western 1/5 of Colorado in an area of hills, deep valleys, plateaus, and mesas.
- ✦ The **Intermontane Basin** lies in the northwest corner of Colorado, and is characterized by rolling forested hills, plateaus, and sagebrush. It is the smallest land area in Colorado.

Colorado Land Form



Colorado Land Use



## Colorado FSA Proposed Restructuring Plan

Per the Administrator's directive to evaluate our network of facilities and with consideration of the budgetary and staffing reductions of recent years, Colorado FSA has developed a plan to consolidate five county offices. This plan will help to maximize a high level of customer service, while providing for efficient and effective utilization of employees and impacting the least number of farmers and ranchers.

Today, the Colorado Farm Service Agency (FSA) has 39 county offices, divided into four districts, which provide Federal Farm Program benefits to the farmers and ranchers across Colorado's 64 counties. This structure places a servicing field office in 61% of Colorado's counties. This structure of delivery of programs and services includes combined county as well as shared management operations. The combined county operations operate with one field office serving from two to four counties, while shared management operations require a County Executive Director (CED) to divide management time between two field offices, one of which may also serve more than one county. Colorado FSA has maintained this program delivery structure for more than a dozen years.

Over the past four years Colorado FSA has faced a 10% reduction in staff and administrative budget allocation. The allocated staff ceiling in fiscal year 2001 was 193 employees, (140 county office, 53 federal). Today, fiscal year 2007, the allocated staff ceiling is 173 employees, (127 county office, 46 federal). Colorado FSA's workload for fiscal year 2006 indicated the need for 167 county office employees, 30% more employees than presently allocated.

Operating at the 127 staff ceiling for county offices and trying to maintain our present delivery structure (39 county offices) has left Colorado FSA with several staff vacancies. For example, one county office (Bent County) has three temporary employees (no permanent employees) and an Acting CED from Prowers County. There are also four additional vacancies in three other county offices.

With the above facts in mind, the Colorado FSA assembled a Task Force to look for potential efficiencies within our delivery system. The Task Force was comprised of a CED, Program Technician (PT), and a Farm Loan Manager (FLM), who were selected by their peers within each of the four districts of Colorado FSA. Also, the District Directors, State Committee, the Farm Loan Chief, the Chief Administrative Officer and the State Executive Director were members of the Task Force. This group spent a day discussing each of the 39 offices, i.e. current staffing, workload, program activity (Direct/Counter Cyclical Program (DCP) contracts, Conservation Reserve Program (CRP) contracts, Noninsured Crop Disaster Assistance Program (NAP) participation, distance to neighboring offices, terms of office leases, and any other issues pertinent to the county.

At the end of the day, the Task Force found it difficult to come up with one indicator, or one set of numbers that would clearly identify potential offices for consolidation. Rather, the decision of the group was based on a combination of factors which were directly related to the following:

- Colorado is the 8th largest State in terms of landmass, just over 104,000 square miles.
- Colorado has nearly 31 million acres of agricultural land, just under 50% of the total acres of the State.
- Current locations of Colorado USDA Service Centers, 39 USDA (FSA) Service Centers serving producers from all 64 counties.

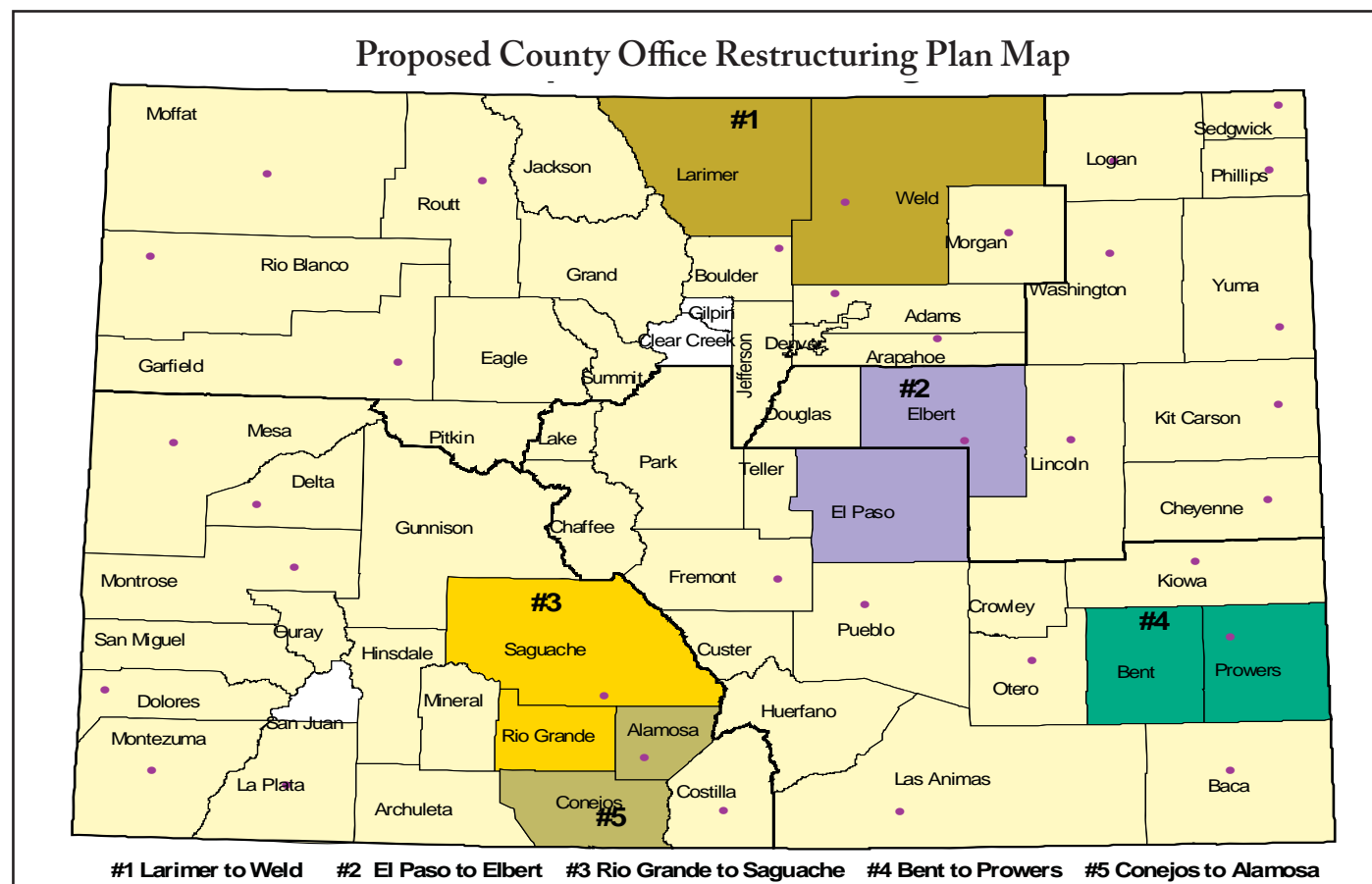
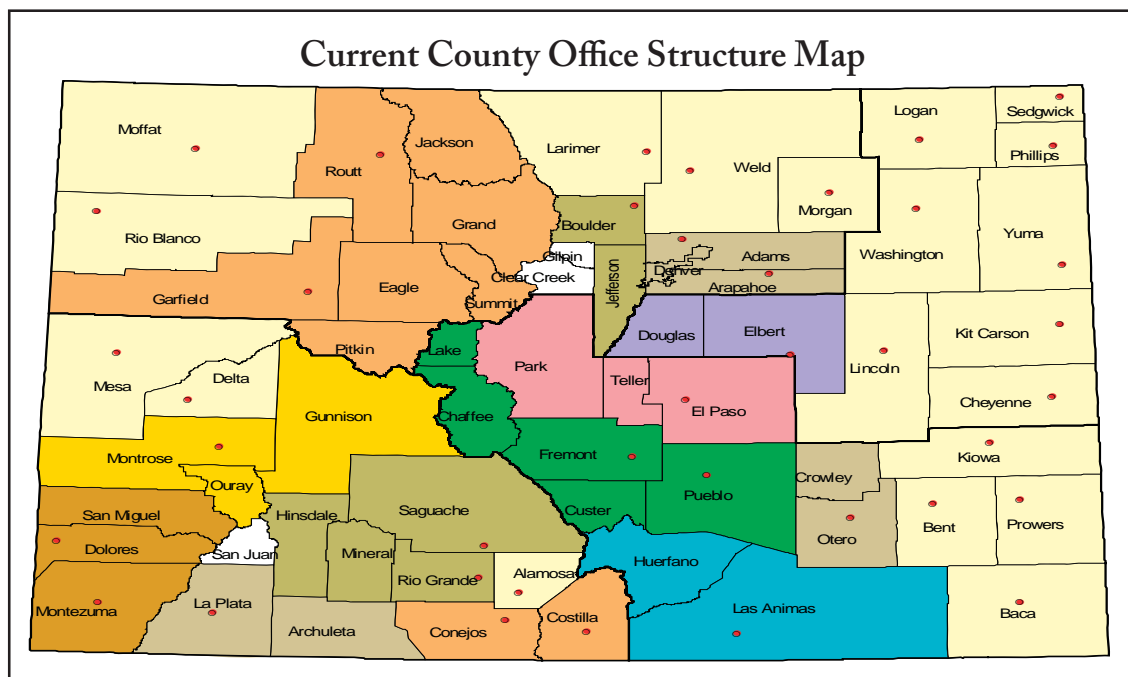
### Workload 2006

$$\frac{43,546 \text{ units}}{260} = 167.48 \text{ staff years}$$

$$\frac{129 \text{ (present staffing)}}{167 \text{ (workload staffing)}} = 77\% \text{ of needed staffing for workload}$$

*Despite a substantial reduction in staff years, Colorado's highly-skilled and dedicated work force has continued to provide professional and reliable service to the State's farmers and ranchers, thus maintaining FSA program integrity.*

Additionally, the Task Force determined that with the 2007 Farm Bill still undetermined, the best course of action would be to capitalize on immediate opportunities for consolidation. Once the Agency responsibilities of the new Farm Bill are known, any additional need for efficiencies will be addressed at that time. Present calculations through the FSA workload process indicate that the administrative function (computer start-of-day, end-of-day, software downloads, etc.) of a county office encumbers nearly three quarters of a staff-year. Therefore, one consolidation would free up nearly three quarters of a staff year to provide customer service to the farmers and ranchers of the area. *Colorado's proposed plan would net approximately three staff years that could be devoted to customer service/farm program delivery.* The state's current and proposed office structures are depicted on the maps below.



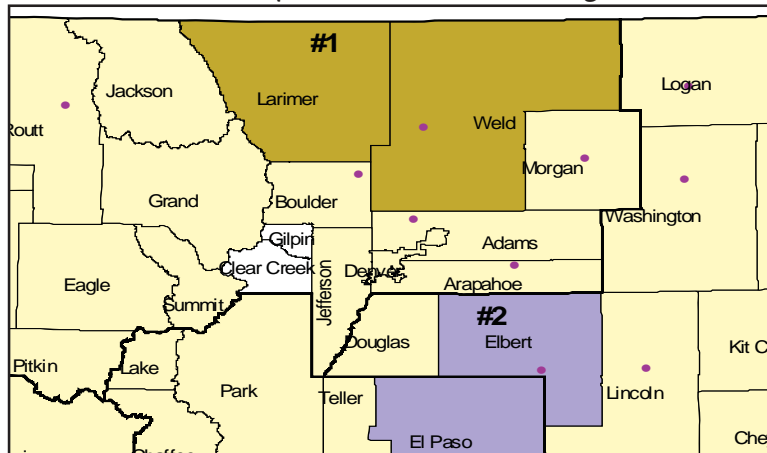


Colorado FSA's proposed office restructuring plan is as follows:

### 1. Larimer County consolidated with Weld County

- ✦ Distance between county offices – 28 miles
- ✦ Distance between Larimer County office and Boulder County office – 40 miles
- ✦ DCP participation – 320 farms, ranking Larimer County 18th of 39 county offices
- ✦ CRP contracts – 5 contracts, ranking Larimer County 29th of 30 offices with CRP contracts
- ✦ NAP contracts – 25 contracts, ranking Larimer County 34th of 39 county offices

The retirement of the CED from the Weld County FSA office in January 2007 presented an opportunity for the consolidation of the Larimer and Weld County offices. Larimer County's considerable urban growth translates to the loss of productive agricultural land. The majority of the present agricultural lands are along the eastern county line and against the western edge of Weld County. Farmers and ranchers in Larimer County would also have the option of utilizing the Boulder County office to the South. The CED and the two PTs from Larimer County would be transferred to the Weld County office. This action would eliminate the administrative function from one office resulting in a net increase of three quarters of a staff year to devote to customer service and program administration in the combined office. The Weld County office has sufficient space to accommodate the three employees and the associated producer files from the Larimer County office.



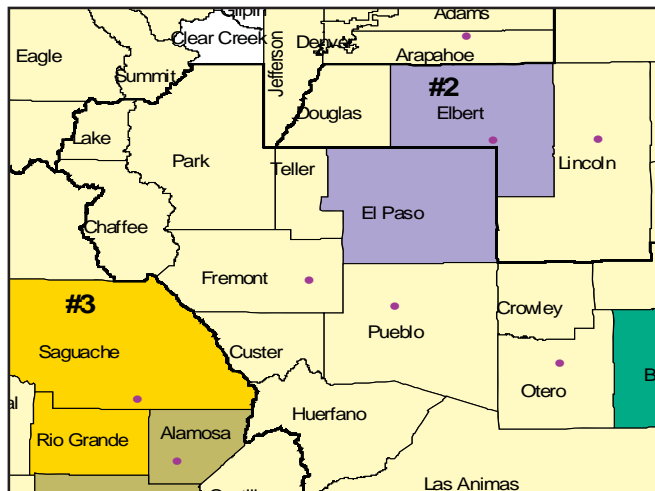
### 2. El Paso County Consolidated with Elbert County

- ✦ Distance between county offices – 47 miles
- ✦ Distance between El Paso County office and Pueblo County office – 41 miles
- ✦ DCP participation – 63 farm, ranking El Paso County 35th of 39 county offices
- ✦ CRP contracts – 109 contracts, ranking El Paso County 21st of 30 offices with CRP contracts
- ✦ NAP contracts – 86 contracts, ranking El Paso County 17th of 39 county offices

Two break-ins over the last two years at the El Paso County USDA Service Center warranted consideration of a new office location. The prospect of soliciting for new office space allowed for the opportunity to seriously reconsider the need for an office in the county. Growth of Colorado Springs continues to push North, East, and South, consuming agricultural land in the process. Currently, the productive agricultural lands are concentrated in the northeast quadrant of the county, stretching South through the remainder of the eastern portion of the county. A large part of the office workload is reconstitutions associated with urban development. The majority of the producers would be within 25 miles of the Elbert County office, just across the northeast tip of El Paso County. Farmers and ranchers in El Paso County also have the option of utilizing the Pueblo County office to the South. This combination would eliminate the administrative function from one office resulting in a net

increase of three quarters of a staff year to devote to customer service and program administration in the combined office. The Elbert County office has enough space to accommodate an additional employee and the associated producer files.

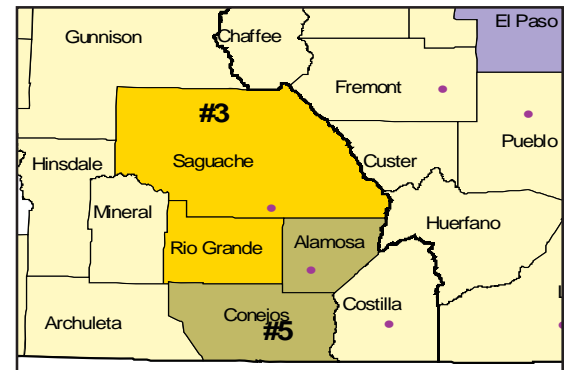
El Paso County is currently a combined operation, providing service to Teller and Park County farmers and ranchers. Because these counties are very mountainous, the closest USDA Service Center for these producers would be the Fremont County Office. Therefore, the shared management operation of Pueblo and Fremont (combined with Custer, Chaffee, and Lake counties) would be severed. Teller and Park counties will be consolidated with Fremont, Custer, Chaffee, and Lake counties. The Fremont County office has sufficient space to accommodate a full-time CED and the associated producer files for these two additional counties.



### 3. Rio Grande County Consolidated with Saguache County

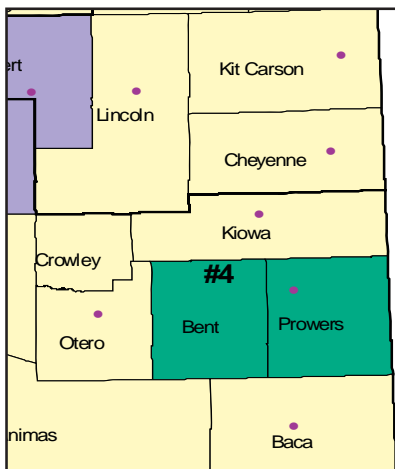
- ✦ Distance between county offices – 14 miles
- ✦ Distance between Rio Grande County office and Alamosa County office – 18 miles
- ✦ DCP participation – 167 farms, ranking Rio Grande County 28th of 39 county offices
- ✦ CRP contracts – 0 contracts
- ✦ NAP contracts – 25 contracts, ranking Rio Grande County 35 of 39 county offices

The Rio Grande County office is one of five offices in the San Luis Valley that are in close proximity to one another. The Rio Grande County office is a combined office, providing service to farmers and ranchers in Mineral and Hinsdale Counties. Also, the Rio Grande County office and Saguache County office are shared management, with the CED traveling between the two offices. There is one PT in each office. The DCP and NAP provide on-going program activities in both offices. In considering how best to serve the producers throughout the seven counties of the San Luis Valley, the large size of Saguache County (173,000 + acres of productive ag land) was taken into consideration, resulting in the decision to consolidate the Rio Grande County office into the Saguache County office. This combination would allow the CED to spend 100% of his time in one office as well as bringing both PTs together to better serve the needs of the customer. The Saguache County office has enough space to accommodate one additional employee and the associated producer files from the Rio Grande County office.



### 4. Bent County Consolidated with Prowers County

- ✦ Distance between county offices – 37 miles
- ✦ Distance between the Bent County office and the Otero County office – 30 miles
- ✦ DCP participation – 290 farms, ranking Bent County 19th of 39 county offices
- ✦ CRP contracts – 81 contracts, ranking Bent County 26th of 30 offices with CRP contracts
- ✦ NAP contracts – 173 contracts, ranking Bent County 5th of 39 county offices

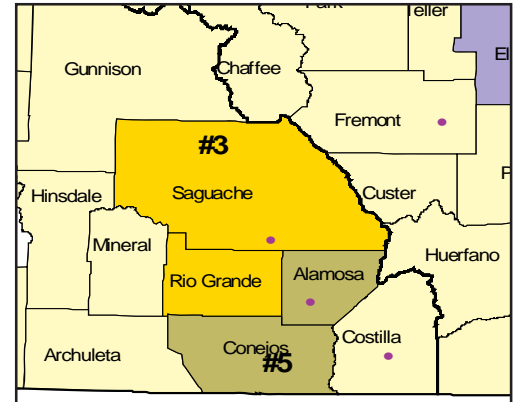


With the loss of two permanent employees several years ago, including the CED, consolidation of this office was initiated in 2005, halted with FSA Tomorrow, restarted after the collapse of FSA Tomorrow, and halted once again with the Administrator's memo requiring a plan prior to any office adjustments. The farming practices in Bent County are similar to Prowers County. The Prowers County CED currently serves as the Acting CED in Bent County, traveling between the two offices several times a week. This combination would allow the CED to spend 100% of his time in one office, and the three temporary employees in the Bent County office will be transferred to neighboring offices. This combination would eliminate the administrative function from one office resulting in a net increase of three quarters of a staff year to devote to customer service and program administration in the combined office. Both of the neighboring offices have adequate office space to accommodate an additional employee or two, as well as the associated producer files from the Bent County office.

## 5. Conejos County Consolidated with Alamosa County

- Distance between county offices – 15 miles
- Distance between the Conejos County office and the Costilla County office – 34 miles
- DCP participation – 168 farms, ranking Conejos County 27th of 39 county offices
- CRP contracts – 4 contracts, ranking Conejos County 30th of 30 offices with CRP contracts
- NAP contracts – 166 applications, ranking Conejos County 7th of 39 county offices

The Conejos County office is one of five offices in the San Luis Valley that are in close proximity to one another. The office is located 20 miles north of the New Mexico border. The majority of NAP activity in the office is associated with native pastures and grass. Because of the short distance between the Conejos and Alamosa offices, the producers of this county will be adequately served by combining the two offices. The Alamosa County office is presently a Type 1 office (Farm Loan Manager, Farm Loan Officer and Program Technician) for the San Luis Valley as it is centrally located in the area. The two PTs in Conejos County will be moved to Alamosa where there is adequate office space for them. Again, this would eliminate the administrative function from one office resulting in a net increase of three quarters of a staff year to devote to customer service. One CED will be displaced with this action, but will be utilized in another Colorado county office.

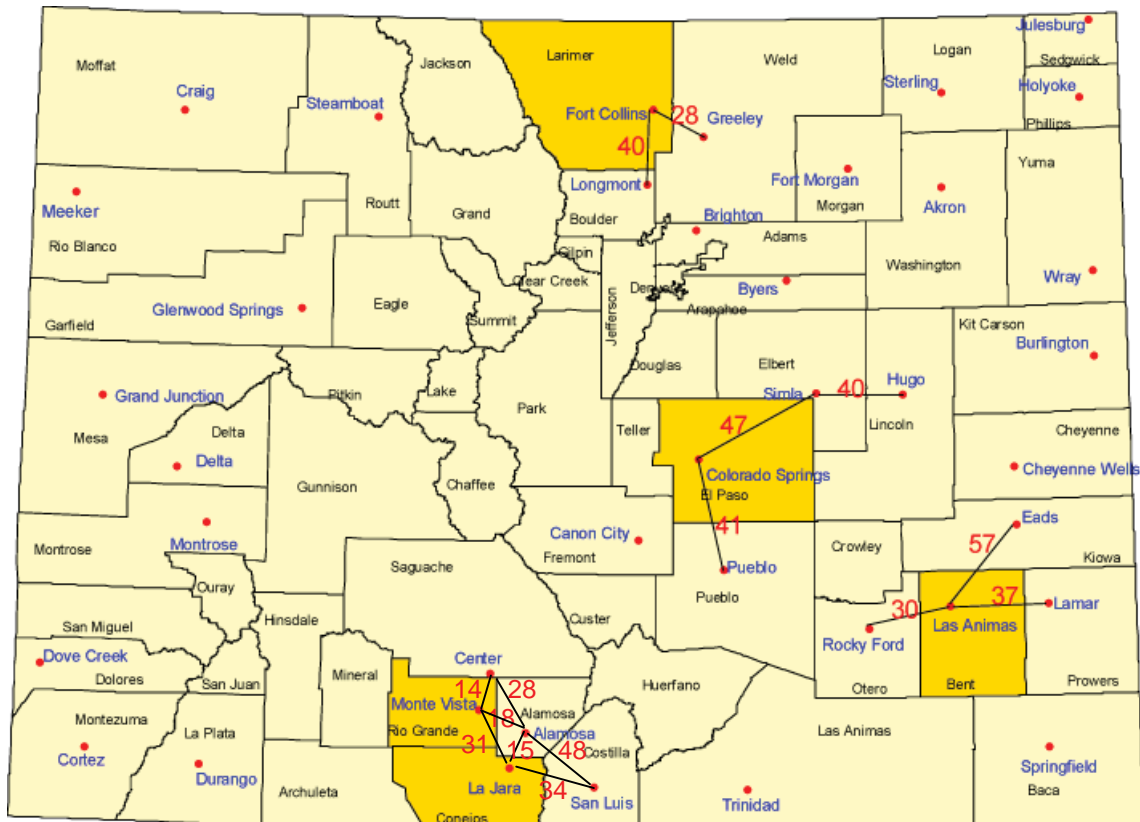
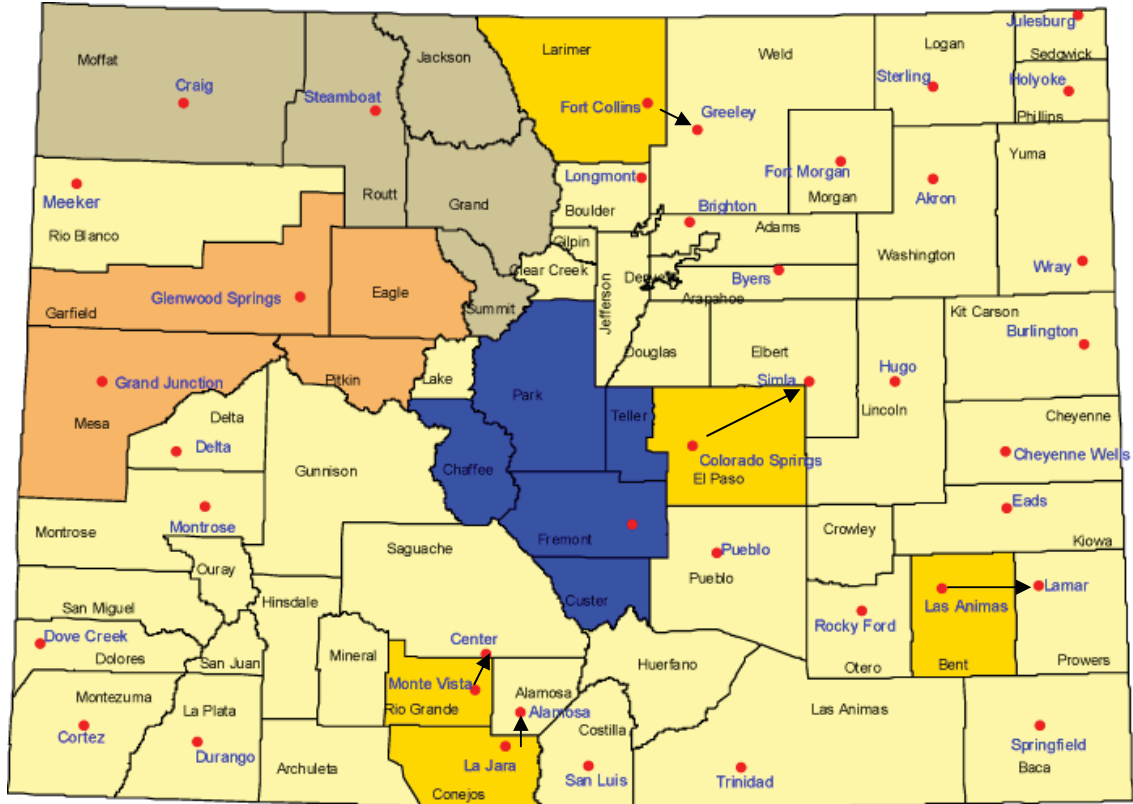


In addition to the aforementioned consolidations, Colorado FSA will be realigning the management of four offices in the northwest corner of the state beginning on January 1, 2008, to form two shared management operations. Those offices are:

- Moffat and Routt County offices
- Mesa and Garfield County offices

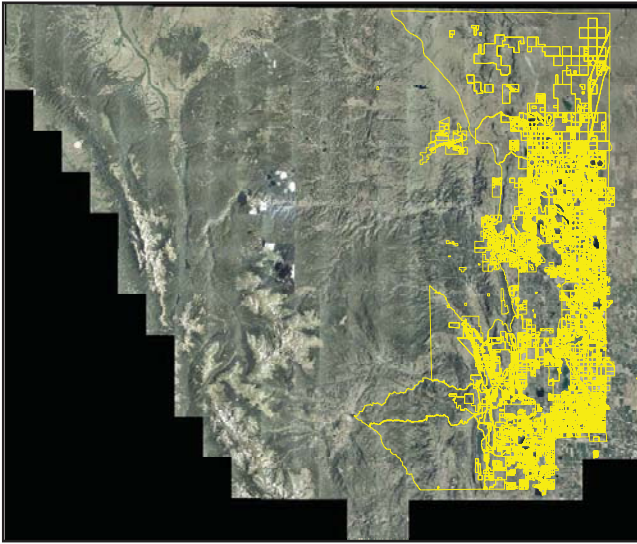
At the present time there are no plans to adjust the program delivery structure (county offices) in the northeast corner of the state, since well over one-half of the state's program workload is concentrated in these 12 county offices (Weld, Morgan, Logan, Sedgwick, Phillips, Yuma, Washington, Adams, Arapahoe, Elbert, Lincoln, Kit Carson).

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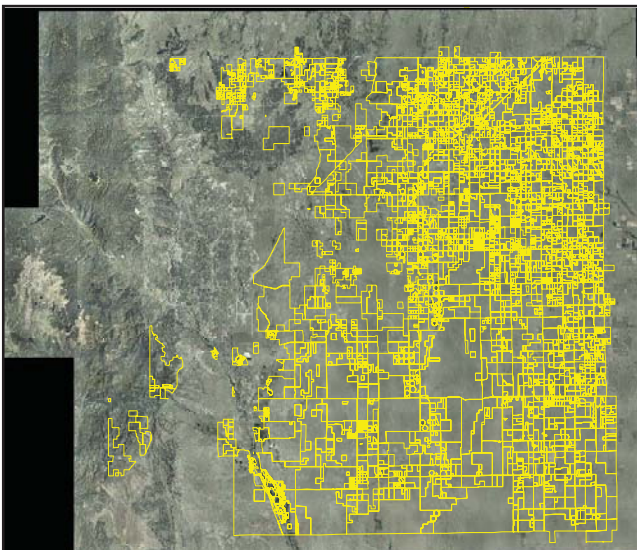


# Common Land Units (CLU) of Proposed Counties



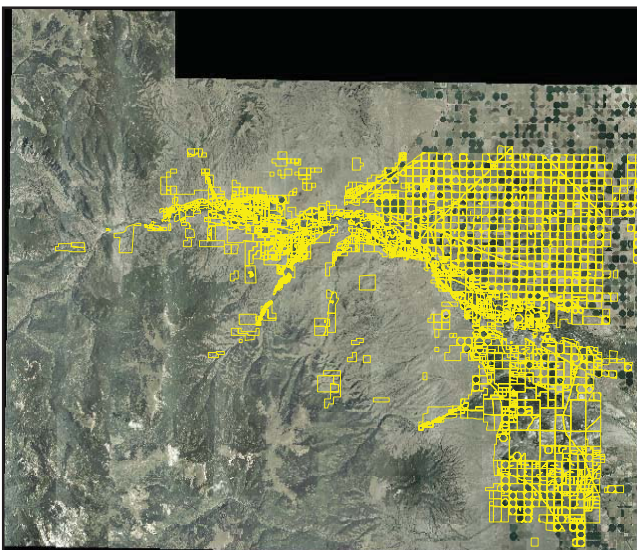
## 1. Larimer County common land units (clu)

Larimer County is located along Colorado's front-range where production agriculture has given way to the pressure of urban growth. Currently, the county's only production agriculture is situated along its eastern border, 10-15 miles from the county line shared with Weld County.



## 2. El Paso County common land units (clu)

The western portion of El Paso County is very mountainous and much of the prairie land in the eastern portion of the county is in a state of transition from rural acreage to urban development uses. The majority of the dairy and beef ranches in the county are concentrated in its northeast quadrant.

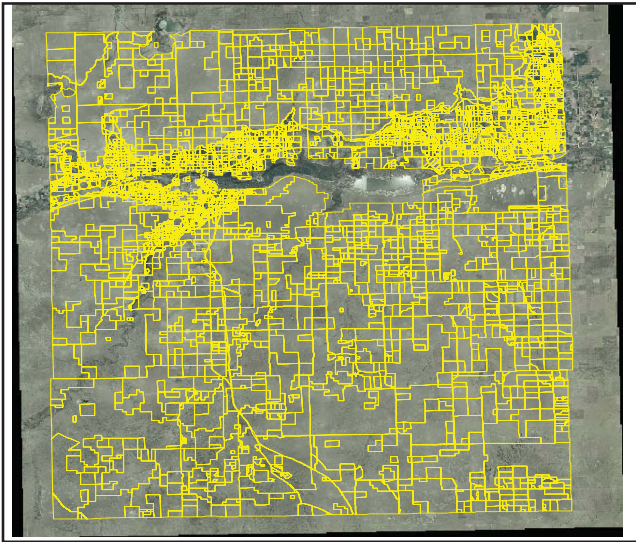


## 3. Rio Grande County common land units (clu)

Also located in south central Colorado's San Luis Valley, Rio Grande County covers approximately 913 square miles. The greatest portion of crop land lies on the valley floor with numerous mountainous peaks in the western half of the county. Major crops include potatoes, carrots, oats, wheat, barley, canola and alfalfa.

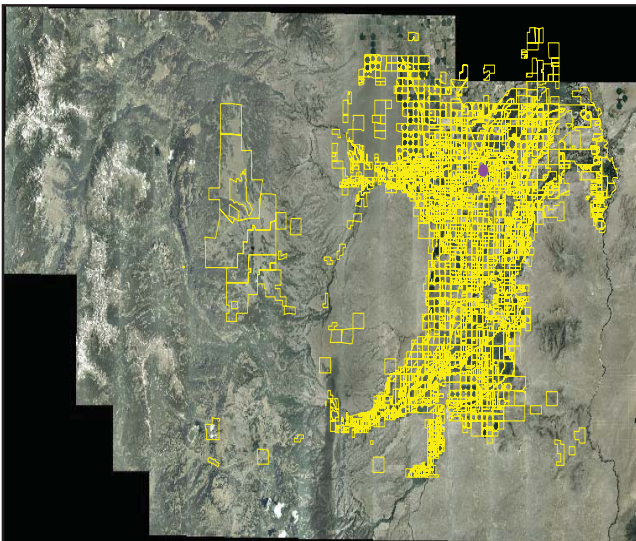


## Common Land Units (CLU) of Proposed Counties



### 4. Bent County common land units (clu)

Bent County is located in southeastern Colorado in the Arkansas Valley. The majority of its productive agricultural lands are found in the upper third and southernmost parts of the county.



### 5. Conejos County common land units (clu)

Located in south central Colorado's San Luis Valley, Conejos County lies just above the New Mexico border and encompasses approximately 1,287 miles. Only 34 percent of the county is privately owned. Cropland is situated on the valley floor and bordered on the west by the Rio Grande River and high mountain ranges. Major crops include potatoes and lettuce.

# Colorado Cropland by County

(2006 USDA Colorado Agricultural Statistics)

County	Cropland
Weld	878,101
Washington	858,199
Kit Carson	849,670
Yuma	703,827
Baca	602,627
Adams	577,840
Logan	570,050
Prowers	533,069
Kiowa	498,188
Lincoln	488,304
Cheyenne	421,672
Phillips	387,974
Morgan	384,284
Elbert	216,294
Las Animas	202,528
Sedgwick	184,784
Saguache	173,446
Arapahoe	173,264
Bent	166,549
Moffat	161,643
Larimer	139,895
Conejos	138,281
Routt	136,211
Mesa	119,920
Montezuma	118,944
Pueblo	117,556
La Plata	111,609
Alamosa	111,194
Rio Grande	110,868
El Paso	109,220
Jackson	107,946
Montrose	106,613

County	Cropland
Otero	95,429
Dolores	82,687
Delta	79,134
Garfield	76,277
Rio Blanco	73,167
Costilla	69,789
Huerfano	60,191
Gunnison	58,608
Crowley	54,563
Boulder	54,065
Douglas	50,929
Grand	49,667
Park	45,649
Fremont	32,571
Custer	30,781
Archuleta	26,676
Chaffee	26,257
San Miguel	21,708
Jefferson	18,527
Denver	16,982
Eagle	16,639
Ouray	15,342
Teller	11,166
Summit	5,509
Pitkin	4,913
Hinsdale	4,197
Lake	3,936
Mineral	322
Gilpin	270
San Juan	0
Clear Creek	0
Broomfield	0

## Colorado FY 2006 Program Payments and Farm Loans

County	\$ Amount	County	\$ Amount
Yuma	38,684,174	Mesa	623,924
Kit Carson	29,622,769	Alamosa	621,545
Weld	26,505,359	La Plata	595,235
Baca	19,898,957	Delta	574,263
Washington	18,384,739	Garfield	536,939
Logan	17,542,863	Denver	462,556
Morgan	14,664,854	Boulder	455,069
Phillips	13,977,079	Costilla	329,946
Kiowa	12,893,792	Huerfano	210,466
Prowers	12,493,429	San Miguel	180,694
Cheyenne	10,266,378	Eagle	143,751
Lincoln	9,896,796	Archuleta	91,405
Sedgwick	7,623,214	Chaffee	71,934
Adams	5,187,694	Park	39,840
Otero	4,336,886	Fremont	32,571
Bent	3,826,910	Douglas	32,472
Elbert	3,470,173	Ouray	31,235
Pueblo	2,825,302	Pitkin	30,699
Moffat	2,416,747	Grand	17,640
Saguache	2,228,128	Broomfield	16,397
Crowley	2,177,727	Custer	5,516
Rio Grande	1,951,483	Mineral	3,831
Larimer	1,880,877	Jackson	2,969
Arapahoe	1,869,991	Gunnison	2,963
Montrose	1,818,434	Teller	2,799
Conejos	1,701,835	Hinsdale	1,891
Dolores	1,352,741	Summit	1,031
Las Animas	1,253,924	San Juan	0
Montezuma	1,004,243	Lake	0
Routt	998,483	Jefferson	0
Rio Blanco	917,575	Gilpin	0
El Paso	844,782	Clear Creek	0



## Colorado FY 2006 DCP Farms, CRP & NAP Contracts

County	DCP Farms	CRP Contracts	NAP Producers
Weld	2,224	1,292	119
Logan	1,210	1,225	67
Washington	1,109	1,304	168
Kit Carson	1,056	1,310	72
Yuma	1,021	1,159	116
Baca	999	1,203	194
Adams	833	266	33
Morgan	805	692	69
Prowers	720	649	256
Otero	599	105	363
Kiowa	561	846	119
Phillips	559	748	6
Lincoln	535	702	160
Sedgwick	464	324	15
Cheyenne	448	548	99
Arapahoe	359	168	28
Montrose	356		77
Larimer	323	5	25
Bent	290	81	173
Elbert	272	232	122
Dolores	252	262	76
Pueblo	217	89	145
Boulder	213		7
Mesa	201		52
Moffat	190	125	106
Montezuma	175	129	79
Conejos	168	4	166
Rio Grande	167		28
Delta	159		33
Routt	146	102	83
La Plata	131	111	48
Saguache	103		50
Alamosa	102		38
Las Animas	69	100	207
El Paso	63	109	86
Rio Blanco	62	24	66
Garfield	58	18	55
Costilla	56		53
Fremont	18		131
<b>TOTAL</b>	<b>17,293</b>	<b>13,932</b>	<b>3,784</b>

# Colorado FSA Restructuring Task Force

## District 1

LouAnn Brunetto, CED (Pueblo)  
Linda Dukes, FLM (Rocky Ford)  
Brent Fillmore, PT (Pueblo)

## District 2

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Vicki Engelmann, PT (Akron)

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Bryan Cook, FLM (Brighton)  
Lori Pelton, PT (Byers)

## District 4

Russ Valdez, CED (La Jara)  
Dwight Martin, FLM (Alamosa)  
Yonna Miller, PT (Montrose)

## District Directors

John Domann, District 4  
Mike Steffen, District 1  
Mike Thayer, District 2

## State Committee

Reggie Wyckoff  
Chann Fogg  
Landis Porter  
John Schweizer  
Leon Silkman

## State Office

Lewis Frank, SED  
Jean Kimber, Chief Administrative Officer  
Gary Wall, Chief Farm Loan Officer