



April 11, 2025

Honorable Senator Hubert L. Frederick

Chair of the Committee on Economic Development and Agriculture 36th Legislature of the Virgin Islands 3022 Estate Golden Rock Christiansted, St. Croix, VI 00820St. Croix, USVI

RE: Testimony Submission for April 16, 2025 Committee Hearing

Dear Chairman Frederick and Members of the Committee,

Thank you for the invitation to provide testimony on the state of agriculture in the Virgin Islands. I deeply appreciate the Committee's attention to these critical issues and for creating space for stakeholders across the Territory to share their experiences and insights.

Please accept the attached testimony on behalf of the Virgin Islands Good Food Coalition. This submission reflects our direct work with food system actors across the Virgin Islands and draws on recent listening sessions held on all three islands, USDA Census data, and our published studies on land access, credit feasibility, resilience, and infrastructure. We are also including a supplemental document that visualizes food import data to support strategic decision-making.

If members of the Committee would like to explore any of the referenced research in more detail, we are happy to provide access upon request. Additionally, we would welcome the opportunity to host a presentation for the Committee on Economic Development and Agriculture to engage in a critical conversation about national and global shifts and their impacts on our community thank you again for your leadership and the opportunity to contribute to this important dialogue.

In partnership,

Sommer Sibilly-Brown
Founder & Executive Director
Virgin Islands Good Food Coalitio



Testimony of Sommer Sibilly-Brown

Executive Director, Virgin Islands Good Food Coalition Before the Committee on Economic Development & Agriculture 36th Legislature of the Virgin Islands April 16, 2025



Opening Remarks

Good morning, Honorable Chairman Frederick and esteemed members of the Committee on Economic Development and Agriculture. Thank you for the opportunity to testify before you today.

My name is Sommer Sibilly-Brown, and I am the Founder and Executive Director of the Virgin Islands Good Food Coalition. I am a Food System and Agriculture Development Strategist with over a decade of grassroots experience building just, sustainable, and culturally relevant food systems in the U.S. Virgin Islands.

The Virgin Islands Good Food Coalition (VIGFC) is a place-based nonprofit dedicated to transforming the Virgin Islands' food system through community-driven solutions. Our mission is to build a thriving and just local food system that supports U.S. Virgin Islands farmers and producers and ensures that nutritious, affordable, and culturally relevant food is accessible to every resident in the territory.

I. Key Challenges and Opportunities in VI Agriculture

Despite the passion, wisdom, and determination of our farmers, the current state of agriculture in the U.S. Virgin Islands reveals urgent challenges that cannot be ignored.

According to the USDA's 2022 Census of Agriculture, 676 farms operate in the Virgin Islands. Of these, more than 90% are under 20 acres, and over 60% earn less than \$5,000 a year. The average age of a producer is nearly 59, and less than 10% are under 35. Only a third identify agriculture as their primary occupation.

Meanwhile, nearly 7,000 acres are designated as farmland across the territory—but less than 1,000 acres are used for crop production. The problem isn't a lack of will. It's a layered lack of access: access to land, capital, markets, services, support—and respect for the lived experience and wisdom of our farmers.

Agriculture is an untapped economic engine. Food is a foundational necessity, not a luxury. As former Commissioner Positive Nelson has often stated, food is an inflexible

commodity. People must eat to live—and our local economy, food and nutrition security, and our position in regional and global markets all depend on reclaiming the ability to feed ourselves.

Farms are small businesses and farmers are entrepreneurs. The answer to building our food system and realizing agriculture as a viable economic pillar lies in creating systems of support that develop strong business people—backed by equally strong support systems. This includes access to capital and markets, real-time data that tracks market trends, and infrastructure that drives investment for everyone from the small producer to the large grocer and the territorial government.

We have been having this conversation for years—moving in circles and passing the blame from farmer to department, department to government official. What we haven't done is look closely at our response strategy.

Food insecurity and resilience are complex, global problems. And complex problems call for a diversity of responses. We must attend to increasing precision and production, as well as land health and stewardship. We must be innovative—and we must also accept that all technology, including that of our ancestors, are tools. We must work at all levels.

This is not a farmer issue or a Virgin Islands Department of Agriculture issue. This is all hands on deck. We must each recognize our complicity in the failure of past solutions and ask how we will contribute to the future of food in the United States Virgin Islands.

This year, we hosted listening sessions on all three islands and learned about the hopes, values, and vision of farmers across the territory. Over the years, farmers have repeatedly raised deeply personal and practical needs—support for health insurance, succession planning, and the ability to create college funds for their children. They've expressed the emotional and financial toll of operating in a sector that, while essential, often leaves them unsupported. Too many have endured failing infrastructure, watched policies stall in implementation, and listened to promises of investment that never arrive at their gates.

We also need to take a closer look at each island and understand the hyper-local food system needs and what each island community prioritizes in order to thrive. St. Johnians are especially underserved and often experience among the highest food prices in the territory. With limited land available due to its national park designation, residents have the least ability to grow and produce food locally. Farmers we've spoken

to on St. John feel that they are treated as an afterthought, receiving little attention or support for their unique voices, conditions, and needs.

At VI Good Food, one of our core values is duality. We recognize that multiple perspectives inform our collective experience, that two things can be true at once, and that meaningful progress often comes through working with tension. This is not an easy task—and many before us have toiled so we could be in this conversation today. I do not take any of them, or any of us, for granted.

As you read, listen, and reflect on this testimony, I hope to inspire not only belief in the importance of agriculture, but a shared commitment to what real, measurable, and lasting change truly looks like. Real change means listening to farmers and aligning action with their lived realities. Measurable change means defining our terms, tracking our outcomes, and holding ourselves accountable. Lasting change means building infrastructure, protecting our land, and creating systems that can serve this and future generations.

This includes moving beyond siloed efforts and instead pursuing an integrated, responsive approach to the implementation of our collective plans—including Vision 2040, the Territorial Agriculture Plan, and the Comprehensive Land and Water Use Plan. These frameworks already exist. What we need now is the coordination, investment, and will to implement them effectively in support of the food system we all depend on.

My testimony is not just a reflection—it is an invitation to help shape a food system rooted in justice, integrity, and sovereignty.

I want to thank the members of the 34th and 35th Legislature for their commitment to agriculture. I am eager to work with the 36th Legislature and this body to double down on those investments and help them to manifest with accuracy, integrity, and a commitment to lasting change.

I am grateful for the opportunity to testify and I am hopeful that, beyond this hearing, we can work collectively to make real, measurable, and lasting change in our food system—together.

II. Access to Land, Water, and Financial Resources

We've heard from many farmers whose land leases are frozen due to unresolved insurance issues and the difficulty of navigating the new leasing process. Other farmers are impacted by a lack of water infrastructure, limited access to working equipment, or

an inability to receive timely services from the Virgin Islands Department of Agriculture. Many are suffering due to drought, excessive heat, and the emergence of new pest and disease cycles caused by climate disruptions. Without access to seeds or seedlings, a functioning abattoir, cold storage, or transportation, income is regularly lost.

Our 2025 Credit Feasibility Study confirmed that most producers are ineligible for traditional loans due to the absence of credit histories or formal business records. What's needed is flexible, grant-based capital delivered alongside coaching and technical assistance.

We currently import over \$154 million in food annually. Just five categories—poultry, beef, fish, vegetables, and eggs—make up over \$60 million of that. If we replaced just 10% of poultry imports with local production, that's \$1.9 million recirculating in our economy. For fish, nearly \$1 million. For eggs, \$380,000. This is not hypothetical—it is strategic.

It is also critical that we recognize land and water are finite resources. Access alone is not enough—we must also address land stewardship. This means ensuring that land under the oversight of the government is actively maintained to promote soil health, groundwater recharge, and biodiversity—all of which are foundational to growing nutrient-dense food. Our farmers are not just producers—they are land and ecosystem stewards.

We must also invest in territory-wide water solutions that include pond management, rainwater harvesting, desalination, wastewater reuse, and reforestation/tree planting to re-attract rainfall in key areas.

We need deeper education and investment in agroecological and regenerative practices, especially ones suited to micro-farmers working in tropical environments like ours.

Additionally, we must clearly define what we mean by "local" and "regional." Ambiguity around these terms has created confusion among both proponents and beneficiaries of programs like Farm to School and our Government-Run Farmers Markets. We recommend that "local" be defined as food that is grown, caught, raised, or processed in the Virgin Islands—and measured by a clear geographic radius. "Regional" should include sourcing from Puerto Rico and other Caribbean islands. This definition must be standardized and legislated if we are serious about tracking progress and building procurement pathways.

Our Division of Procurement should adopt a geographic preference model that supports these definitions and prioritizes local sourcing.

In conversations with farmers—like one on St. Croix who has long advocated for this—we've heard calls to improve the licensing process by creating multiple classes of licenses. This would help differentiate producers, better track participation and outcomes, and offer tailored support, while still valuing the contributions of all participants in our food system.

III. Impacts of Existing Policies and Regulations

The Resilience Snapshot we conducted shows producers remain exposed to climate risks, with minimal access to formal risk management tools. Repeated infrastructure losses go unrecovered.

Our Territorial SWOT Analysis identified weak interagency coordination, a lack of funding transparency, and a slow implementation of legislative support—all of which contribute to widespread institutional distrust.

The Comprehensive Land & Water Use Plan, the Territorial Agriculture Plan, and Vision 2040 all call for implementation partnerships, performance-based zoning, and food system overlays. These plans exist—we simply need the support to activate them through inclusive, responsive, and coordinated action.

IV. Opportunities for Food Production and Food Security

The opportunity lies in what we already know and what we've already built. Across every island, we see producers ready to farm, youth ready to learn, and consumers ready to buy local.

We conducted an opportunity mapping exercise comparing import dependence with local production feasibility. It revealed where we can move now—and where we must build for the future.

Invest Now:

- Fish (\$9.8M): High demand + strong coastal base
- Eggs (\$3.8M): Ideal for small flock expansion
- Goat/Lamb/Sheep (\$871K): Culturally relevant, under-leveraged

Build for the Future:



- Poultry (\$19.2M): Scale and infrastructure needed
- Pork (\$4.0M): Feed and biosecurity planning needed

As noted in global frameworks like the Food and Agriculture Organization of the United Nation's Food System Resilience Index, Latin America and the Caribbean remain among the least resilient food regions globally. That's not just a statistic—it's a mandate. A resilient food system ensures we can withstand shocks and feed ourselves in times of crisis.

To quote Whitney Jaye, Co-Executive Director of SAAFON: "We must attend to shifting the material conditions of farmers." Getting resources directly into the hands of farmers and farmer-support organizations—such as VI Good Food, Virgin Islands Farmers Alliance, Islands Food Security, Farmers in Action, and We Grow Food—is key to success. These organizations close the gaps the system leaves open.

Public-Civic Partnerships that support the Virgin Islands Department of Agriculture in fulfilling its mandate are essential to building a healthy food ecosystem.

V. Legislative Recommendations

Based on our analysis of import trends, production potential, and infrastructure gaps, we recommend the Legislature take the following actions:

- Fund infrastructure for cold storage, slaughter, and processing to reduce post-harvest losses and improve market access.
- Streamline land lease approvals and renew support for long-term land access to trusted stewards such as We Grow Food, St. Janco, and others.
- Create an agricultural land trust to preserve farmland for future generations.
- Modernize licensing by creating tiered license classes to help differentiate and support producers.
- Develop a geographic preference model and clarify definitions of "local" and "regional" in procurement legislation.

- Support bundled programs that combine flexible capital, technical assistance, and training.
- Attract and retain a new generation of farmers through structured incentives and succession planning.
- Align agency procurement—including the Bureau of Corrections, Department of Human Services, Department of Education, and all public training and events—with a mandate to source at least 20% of food purchases from local producers. Congruence of action is imperative.

VI. Experience with Sustainability and Partnerships

Our work is collaborative. We've developed multi-year projects with RAFI-USA, Iowa State University, and the USDA. Our Extension Risk Management & Education-supported trainings emphasize disaster readiness and economic stabilization.

The USVI Food Systems Snapshot, Resilience Report, and Agricultural Literature Review all affirm that the key to progress is localized, relationship-based governance.

We are already moving—we just need sustained support to scale.

VII. Barriers to Implementation

The gap is not in vision—it's in activation. We've written the plans, conducted the studies, and listened to our farmers. What remains are real but solvable barriers:

- Bureaucratic delays: slow lease approvals, fragmented coordination, and unfunded mandates
- Funding gaps: lack of flexible, non-reimbursement capital
- Infrastructure deficits: cold storage, water systems, food hubs, mobile slaughter capacity
- Data limitations: outdated or disconnected information systems

 Underleveraged partners: NGOs, co-ops, and producer networks ready to act, but unsupported

This is not about starting over—it's about unblocking what's already in motion.

VIII. Closing Remarks

We are not at the beginning—we are at a tipping point.

The climate is changing. Our farmers are aging. Our land is being sold. Our youth are watching. Global disruptions—wars, pandemics, political shifts—are not abstract. They are our reality.

Federal programs that have kept our food systems afloat—SNAP, WIC, Child Nutrition, Specialty Crop Block Grants—are under threat. These programs do more than put food in fridges. They fund our agencies, staff, and farmers.

We must act—not only to survive these shifts but to secure our food future.

Every day we delay, we risk losing another farm. Another elder. Another story.

At VI Good Food, we are here to serve. We amplify the wisdom of our farmers, protect ancestral knowledge, and insist on justice—for the land, for our people, and for the right to feed ourselves with dignity.

Because at the end of the day: First, we feed ourselves.

Thank you. I welcome your questions.



HARNESSING OPPORTUNITY

YEAR-OVER-YEAR COMPARISON OF SELECTED FOOD IMPORTS TO INFORM POLICY, REGULATION, AND KEY INVESTMENTS SUPPLEMENT

SUPPLEMENT FOR SOMMER SIBILLY - BROWN TESTIMONY TO COMMITTEE ON ECONOMIC DEVELOPMENT & AGRICULTURE





YOUR WHO WE ARE: VIRGIN ISLANDS GOOD FOOD (VIGF) IS A COMMUNITY-FOCUSED ORGANIZATION DEDICATED TO CREATING A SUSTAINABLE AND EQUITABLE FOOD SYSTEM IN THE U.S. VIRGIN ISLANDS. FOUNDED IN 2012 VIGF HOLDS A UNIQUE ROLE IN THE USVI COMMUNITY, WORKING TO BRIDGE THE GAP BETWEEN CONSUMERS, GOVERNMENT, AND PRIVATE INDUSTRY TO FACILITATE LONG-TERM CHANGE AND STRENGTHEN THE USVI FOOD SYSTEM AND THE ENVIRONMENT.

MISSION STATEMENT: OUR MISSION IS TO BUILD A THRIVING AND JUST LOCAL FOOD SYSTEM THAT SUPPORTS US VIRGIN ISLANDS FARMERS AND PRODUCERS; AND ENSURES THAT NUTRITIOUS, AFFORDABLE AND CULTURALLY-RELEVANT FOOD IS ACCESSIBLE TO EVERY RESIDENT IN THE TERRITORY.

VISION STATEMENT: THE VISION OF VIRGIN ISLANDS GOOD FOOD IS A HEALTHY, CULTURALLY RELEVANT, THRIVING, AND JUST FOOD SYSTEM THAT PROVIDES EQUITABLE OPPORTUNITY, NUTRITION SECURITY, FOOD SOVEREIGNTY & SUSTAINABILITY FOR ALL VIRGIN ISLANDERS. OUR VISION IS ROOTED IN HUMANITY, PROMOTES COMMUNITY, AND CONNECTS US BACK TO FOOD, LAND, AND TRADITION.

WHY THIS SUPPLEMENT MATATERS



THE VIRGIN ISLANDS IS AT A CROSSROADS—FACING RISING FOOD COSTS, CLIMATE VOLATILITY, AND PERSISTENT BARRIERS TO LOCAL PRODUCTION. YET WE ALSO STAND ON THE EDGE OF EXTRAORDINARY OPPORTUNITY.

THIS SUPPLEMENT EXISTS TO TRANSLATE FOOD IMPORT DATA INTO DECISION-READY INSIGHTS. IT OFFERS LEGISLATORS AND POLICY LEADERS A CLEAR, GROUNDED VIEW OF:

- WHERE WE'RE MOST VULNERABLE TO EXTERNAL FOOD SHOCKS
- WHERE WE'RE SPENDING THE MOST—AND LEAKING THE MOST ECONOMIC VALUE
- WHERE LOCAL PRODUCTION CAN REDUCE DEPENDENCE AND RECAPTURE MILLIONS
- WHAT'S NEEDED TO BUILD RESILIENT INFRASTRUCTURE FOR THE FUTURE

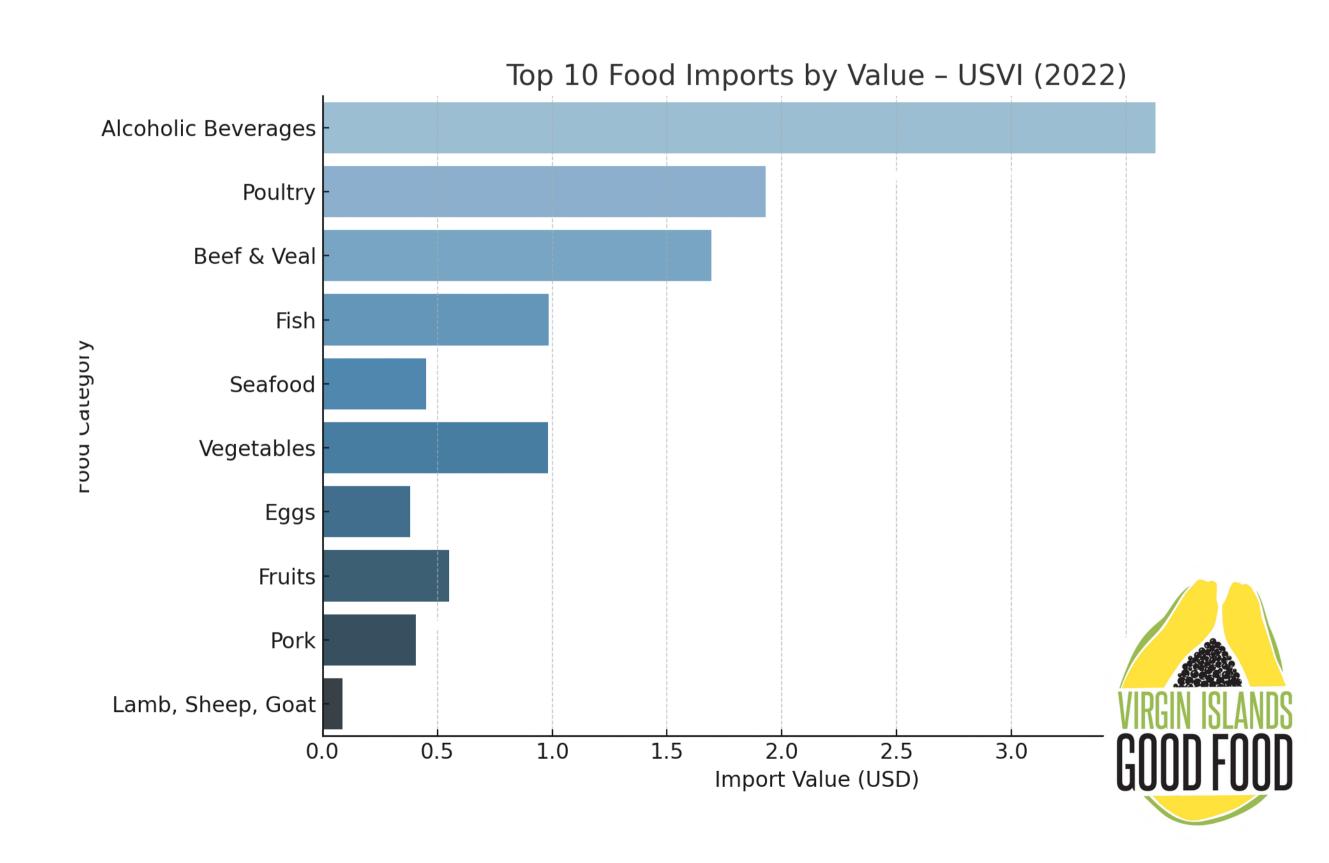
EACH CHART IS NOT JUST DATA—IT'S A CALL TO ACTION.
TOGETHER, THEY FORM A ROADMAP FOR STRATEGIC
INVESTMENT IN LAND, PEOPLE, AND POLICY.

AGRICULTURE IS NOT A SIDE PROJECT—IT IS AN ECONOMIC PILLAR IN WAITING. THIS SUPPLEMENT ENSURES THE NUMBERS BACK THAT TRUTH WITH CLARITY AND URGENCY.



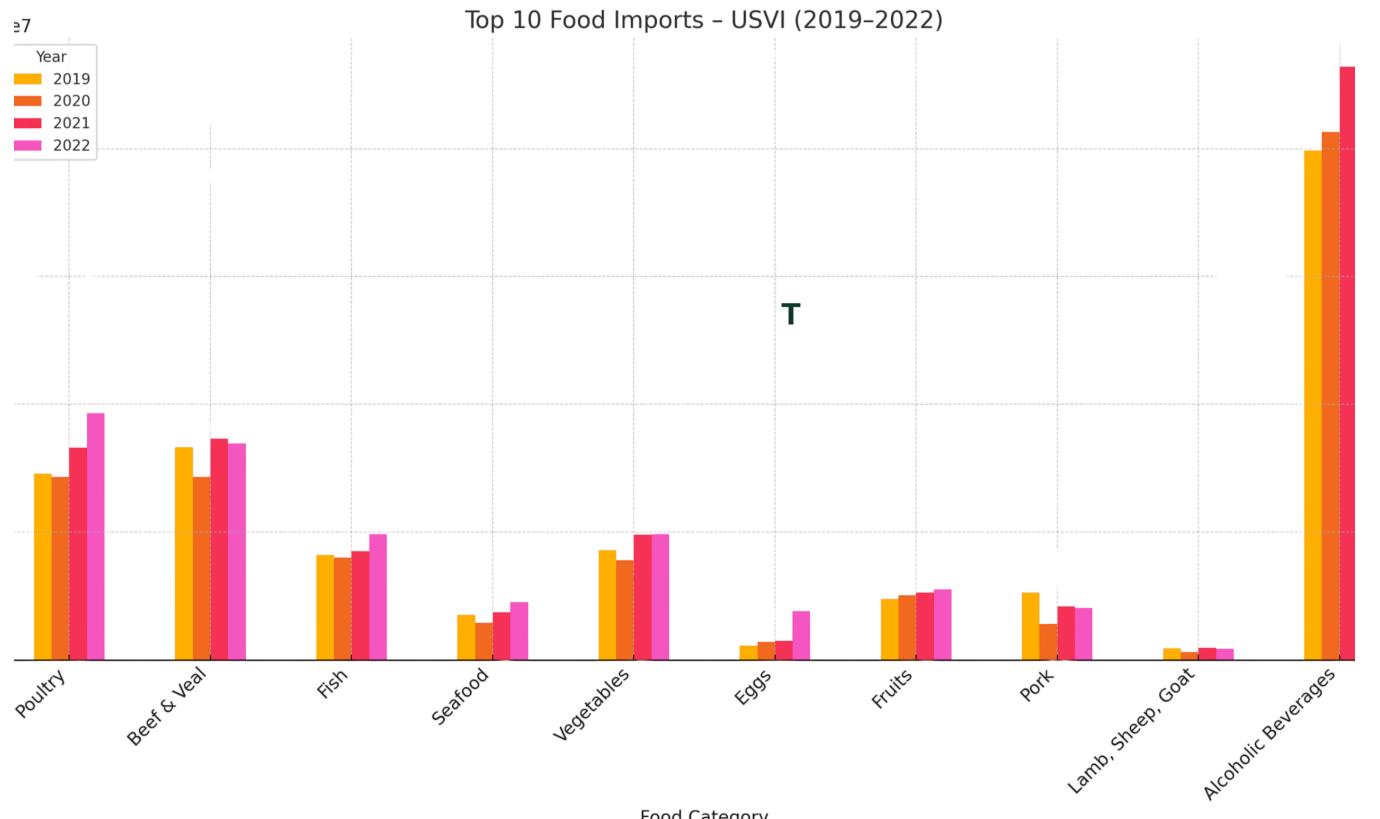
TOP 10 FOOD IMPORTS - 2022

HERE'S WHERE WE'RE SPENDING THE MOST MONEY ON FOOD IMPORTS RIGHT NOW



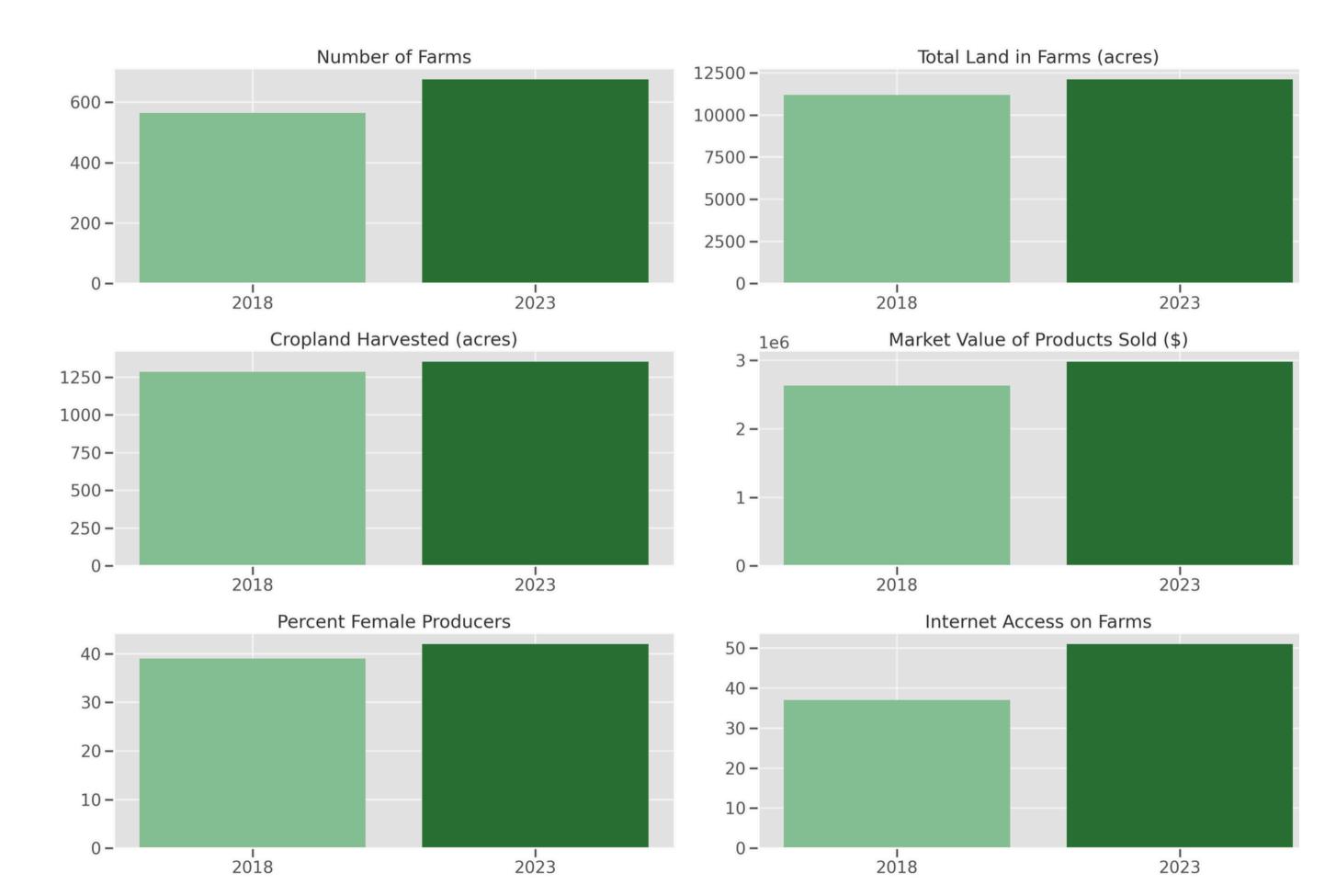
TREND ANALYSIS: 2019-2022

AND THIS IS HOW THAT DEPENDENCE HAS SHIFTED-SOME ARE RISING QUICKLY.



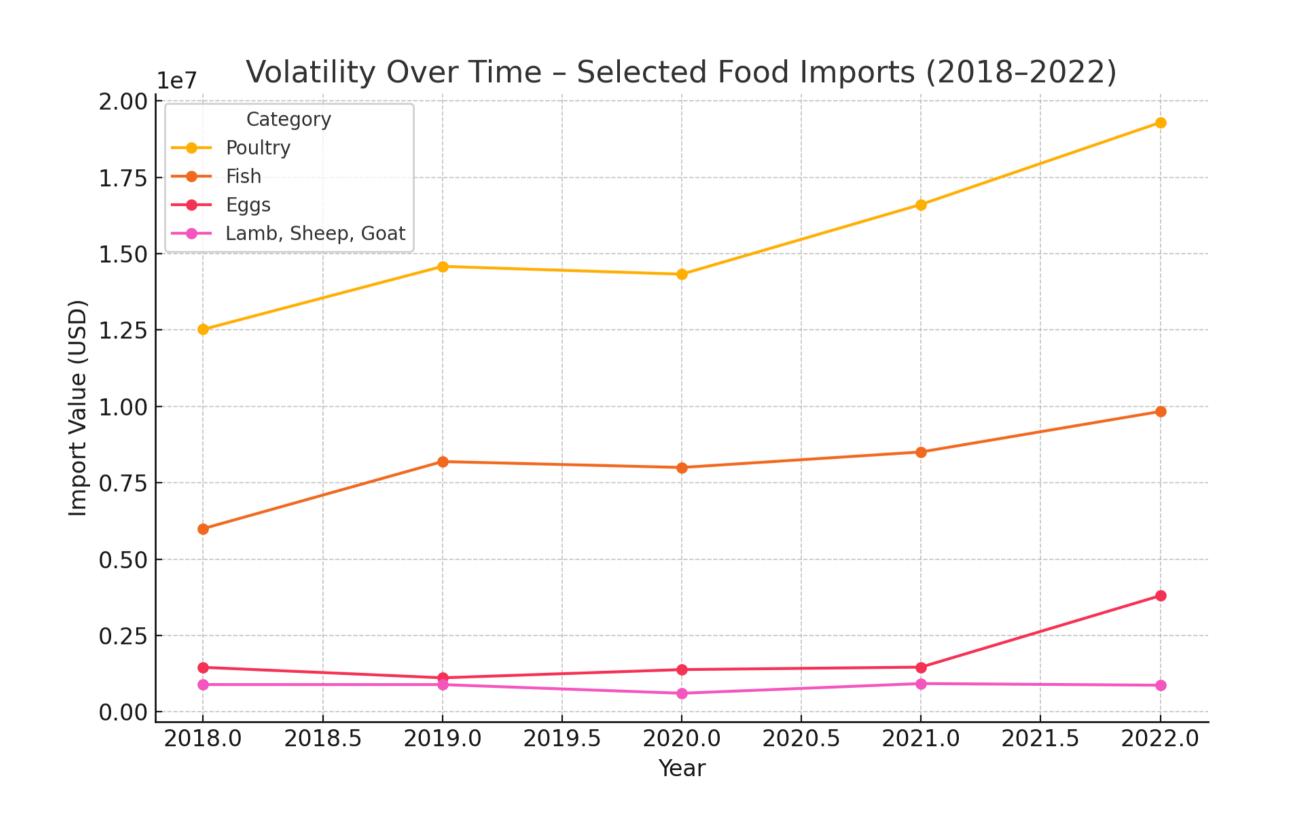


NASS 2018 VS 2023 COMPARISON



IMPORT VOLATILITY - POULTRY, FISH, EGGS, GOAT

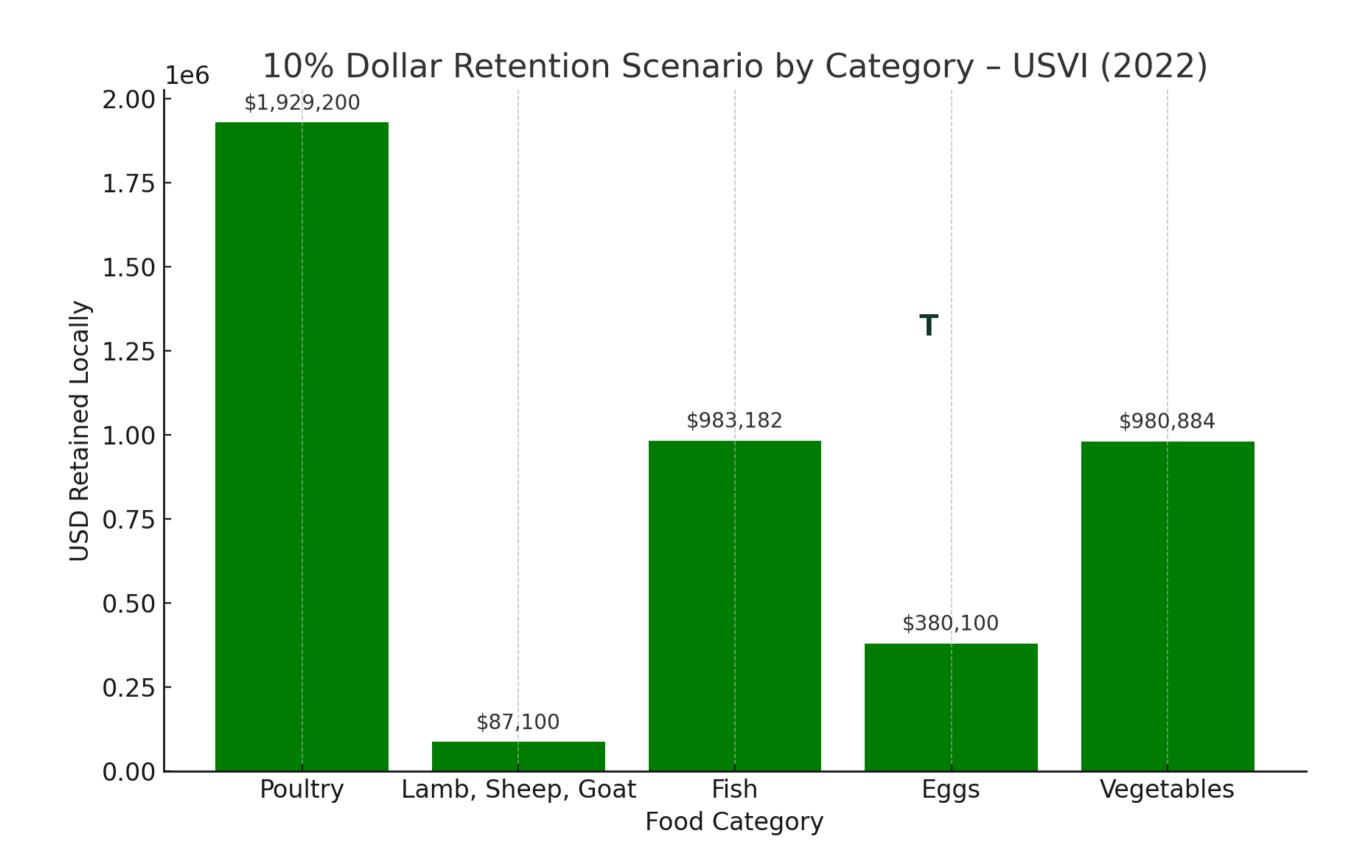
THESE CATEGORIES AREN'T JUST EXPENSIVE—THEY'RE UNSTABLE AND VULNERABLE





10% DOLLAR RETENTION OPPORTUNITY

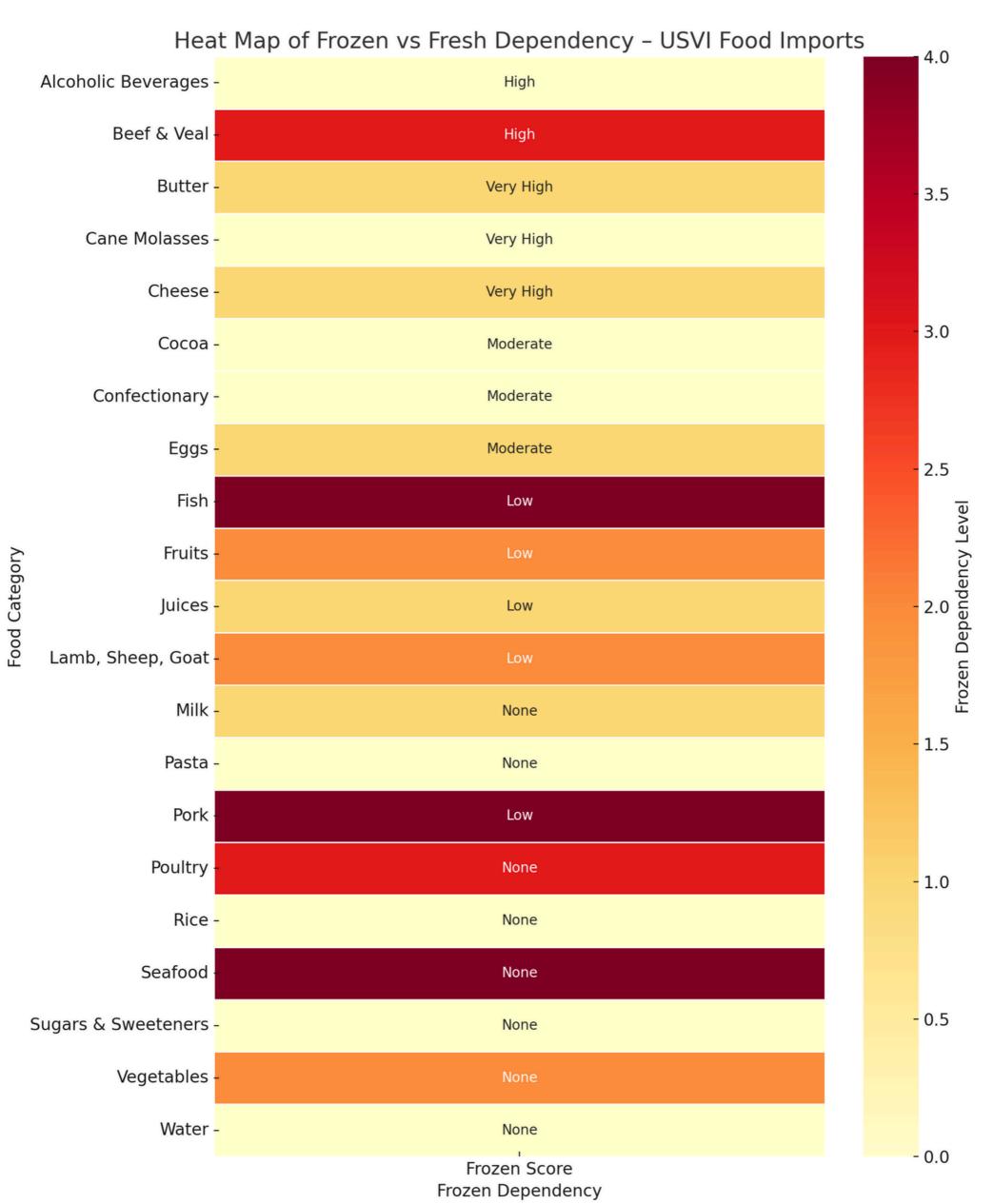
EVEN MODEST LOCAL REPLACEMENT COULD RECAPTURE MILLIONS





COLD CHAIN DEPENDENCY (FROZEN VS. FRESH)

MANY OF OUR TOP IMPORTS (POULTRY, FISH, SEAFOOD) RELY HEAVILY ON FROZEN STORAGE. THESE SYSTEMS ARE FRAGILE AND COSTLY TO MAINTAIN. THIS HEAT MAP HIGHLIGHTS WHERE COLD CHAIN INVESTMENT IS MOST URGENT.





OURSELVES

GIFTED TO VIGF BY FARMER FYAH LOVE

SCAN FOR ACCESS TO OUR SEMI ANNUAL SESSION PROGRAM BOOKLET





Policy & Legislative Action



- O1 ALLOCATE 20% OF GOVERNMENT FOOD BUDGETS (DOC, DHS, VIDE, ETC.) TO LOCALLY GROWN, CAUGHT, RAISED, AND PROCESSED PRODUCTS
- O2 ESTABLISH AN AGRICULTURAL LAND TRUST TO PROTECT AND PRESERVE FARMLAND ACROSS GENERATIONS.
- MODERNIZE FARMER LICENSURE BY CREATING MULTIPLE LICENSE CLASSES TO SUPPORT PRODUCERS AT ALL SCALES.
- O4 INVEST IN FOOD SYSTEM INFRASTRUCTURE: COLD STORAGE, SLAUGHTER CAPACITY, WATER SYSTEMS, FOOD HUBS.
- O 5 STREAMLINE AND EXPEDITE LAND LEASE APPROVALS AND PROVIDE LONG-TERM LEASES TO TRUSTED LAND STEWARDS.
- O6 SUPPORT BUNDLED PROGRAMS COMBINING FLEXIBLE CAPITAL, TECHNICAL ASSISTANCE, AND TRAINING.
- 7 DEVELOP A CLEAR GEOGRAPHIC PREFERENCE MODEL FOR PROCUREMENT AND DEFINE "LOCAL" AND "REGIONAL" IN STATUTE

IMPORTANT NOTE

YOUR DATA SOURCES & METHODOLOGY: THE VISUAL DATA INCLUDED IN THIS SUPPLEMENT IS BASED ON PUBLICLY AVAILABLE DATASETS FROM THE VIRGIN ISLANDS BUREAU OF ECONOMIC RESEARCH (WWW.USVIBER.ORG) AND THE USDA CENSUS OF AGRICULTURE (2018 & 2022, VIA NASS.USDA.GOV). VISUALIZATIONS WERE GENERATED AND INTERPRETED WITH THE SUPPORT OF ARTIFICIAL INTELLIGENCE TOOLS TO HELP SYNTHESIZE LARGE DATASETS.

THIS IS A SAMPLE OF THE KIND OF INTEGRATED, ACCESSIBLE REPORTING WE BELIEVE IS ESSENTIAL TO SUPPORT THE THOUGHTFUL DEVELOPMENT OF AGRICULTURE AND THE BROADER FOOD SYSTEM. WE ARE COMMITTED TO PRODUCING FUTURE VERSIONS WITH 100% VALIDATION AND ACCURACY.



USVI Food Import Supplement: Companion Guide



Each chart included in the supplement provides strategic insights to inform^{012 V.I.} – investment, policy, and procurement decisions in support of the Virgin Islands' agricultural transformation.

Top 10 Food Imports (2022)

Page 4

What the Chart Shows:

This bar chart identifies the highest-value food import categories for 2022. Alcoholic beverages lead at \$49M, followed by poultry at \$19.2M and fish at \$9.8M. Together, the top 10 categories represent over \$100M in imports.

Why It Matters:

These categories are the largest financial outflows from the VI economy. Replacing even a portion with local products could retain significant economic value.

Recommended Actions:

- Prioritize procurement and investment for high-cost categories (e.g., poultry, fish).
- Expand technical assistance and infrastructure to grow competitive local supply.
- Consider "buy-local" mandates for government food budgets.

2. Trend Analysis: 2019–2022 Food Imports

Page 5

What the Chart Shows:

A line graph tracks how major food import categories changed over four years. Poultry rose from \$14.5M to \$19.2M (+32%); seafood increased by 29%; pork and vegetables remained steady but high.

Why It Matters:

Rising imports indicate increasing dependency. Categories like poultry, eggs, and fish show unmet local demand—highlighting areas ripe for investment.

Recommended Actions:

- Use this data to prioritize funding in high-growth, high-dependency categories.
- Develop resilience strategies for volatile and essential food types.
- Align training, land use, and grant programs to trend-based production opportunities.

3. NASS 2018 vs 2023 Comparison

Page 6

What the Chart Shows:

Side-by-side bars compare Census data over five years: farms increased by 20%, internet access improved by 14%, but cropland harvested and total product value saw minimal change.

Why It Matters:

Progress is uneven. More farms exist, but production and profitability haven't kept pace—underscoring the need for productivity-focused investments.

Recommended Actions:

- Support farm infrastructure, value-added processing, and reliable water systems.
- Provide technical assistance focused on business development and yield improvement.

Expand outreach and access to young and female producers.



4. Import Volatility Over Time

Page 7

What the Chart Shows:

Between 2019 and 2022, poultry and seafood imports increased sharply (+32% and +29%, respectively), while pork remained stable. These changes reflect both inflation and reliance on volatile supply chains.

Why It Matters:

Import volatility makes essential foods vulnerable during global disruptions. Reliance without redundancy puts food security at risk.

Recommended Actions:

- Build local supply chains for the most volatile categories.
- Invest in biosecurity, processing, and feed systems.
- Promote adaptive production (e.g., aquaculture, rotational grazing).

5. 10% Dollar Retention Scenario

Page 8

What the Chart Shows:

This scenario models the economic impact of replacing 10% of food imports with local alternatives. Retention opportunities: poultry (\$1.9M), fish (\$980K), eggs (\$380K), goat/lamb/sheep (\$87K).

Why It Matters:

Recapturing even 10% across these categories would retain over \$5 million annually. It shows how small shifts can create real economic gains.

Recommended Actions:



- Launch a producer scaling program focused on high-retention foods.
- Offer grant funding for infrastructure, seedlings, and marketing.
- Incorporate these targets into public procurement goals.

6. Cold Chain Dependency (Frozen vs Fresh)

Page 9

What the Chart Shows:

A heat map highlights which food categories are imported frozen versus fresh. Poultry, seafood, and pork are almost entirely frozen—revealing systemic reliance on cold storage.

Why It Matters:

Cold chain dependence increases vulnerability to power outages and shipping delays. It also limits competition from fresh local goods.

Recommended Actions:

- Build island-based cold storage hubs and mobile refrigeration units.
- Fund solar or hybrid-powered cooling systems.
- Support farmers and fishers able to supply fresh, locally sourced alternatives.