

**A FOOD SYSTEMS ASSESSMENT FOR OAKLAND, CA:
TOWARD A SUSTAINABLE FOOD PLAN**

**Serena Unger
Heather Wooten**

**Oakland Mayor's Office of Sustainability
and
University of California, Berkeley, Department of City and Regional Planning**

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Acknowledgements

Chief Advisor and Editor:

Randy Hayes, City of Oakland, Mayor's Office of Sustainability

Faculty Advisors:

David Dowall, UC Berkeley, Department of City and Regional Planning

Fred Collignon, UC Berkeley, Department of City and Regional Planning

Additional Faculty:

Ananya Roy, UC Berkeley, Department of City and Regional Planning

Judith Innes, UC Berkeley, Department of City and Regional Planning

Resources and Information Provided by:

City of Oakland

Carol Misseldine, City of Oakland, Mayor's Office of Sustainability

Dave Grennel, City of Oakland, Mayor's Aid

David Ralston, City of Oakland, Community and Economic Development Agency (CEDA)

Emergency Food Providers Advisory Committee

Frank Rose, City of Oakland, Commission on Aging

Hui Wang, City of Oakland, CEDA

Jacoba Van Stevern, City of Oakland, Department of Parks and Recreation (retired)

James Bondi, City of Oakland, CEDA

Josh Amaris, City of Oakland, Department of Parks and Recreation

Keira Williams, City of Oakland CEDA

Margot Prado-Lederer, City of Oakland, CEDA

Mike Church, City of Oakland, Department of Human Services

Peter Slote, City of Oakland, Public Works Agency

Others

Anya Fernald, Community Alliance with Family Farmers

Aysha Massell, Oakland-Based Urban Gardens (OBUGS)

Bill Lambert, ShastaPros

Brahm Ahmadi, People's Grocery

Brian Matthews, StopWaste.Org

Dana Harvey, Environmental Justice Institute

Dana Rosenburg, City Slicker Farms

Don Shaffer, Business Alliance for Local Living Economies (BALLE)

Jeanne Nader, StopWaste.Org

Jennifer le Barre, Oakland Unified School District, Food Serves

John Jeavons, Ecology Action

Josh Miner, Food Policy Analyst (formerly at Alameda County Cooperative Extension)

Julia Shams, Sustaining Ourselves Locally (SOL)

Justin Watkins, Alameda County Cooperative Extension

Kenneth Hecht, California Food Policy Advocates

Leah Rinkus, San Francisco Food Systems

Leroy Musgraves, Central Valley Farmers, Mandela Farmers' Market Vendor

Malaika Edwards, People's Grocery

Mark Woo, Alameda County Public Health Department, Community Health Services

Pam Aziz, Alameda County Public Health Department, Nutrition Services

Suzan Bateson, Alameda County Community Food Bank

Temra Costsa, Community Alliance with Family Farmers

Willow Rosenthal, City Slicker Farms

Assistance with Methodology:

Eileen Brady, EcoTrust and principal investigator for *The New Mainstream*

Gail Feenstra, UC Davis, Sustainable Agriculture Research and Education Program

Kathleen Dickhut, City of Chicago, Planning Department

Ken Meter, Crossroads Resource Center

Mark Winne, Community Food Security Coalition

Raquel Bournhonesque, Community Food Security Coalition

Moral Support

Brock Winstead

Cole Roberts

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Executive Summary

Food touches the life of every Oakland citizen. It is a basic human need on par with water, housing, transportation and other essential urban infrastructure. Though complex and interrelated, the food system can be conceptually broken down into five basic elements: production, distribution, processing, consumption, and waste. These elements present social, economic, and environmental opportunities as well as challenges to our every-day lives and to society as a whole. Such current and interdisciplinary issues as obesity, fossil fuel consumption, urban sprawl, and job preservation/growth can all be seen through a “food lens.” Concerns over quality of food, access to food, and the long-term environmental impacts of both patterns of agriculture and urban food consumption present a number of problems that current food system relationships have not adequately addressed.¹

Across North America and around the world, a group of diverse actors in cities are stepping up to identify problems within the current food system that cause harm, and are searching for ways in which the system can be improved to provide for greater health and wellbeing of our cities and the surrounding countryside. Many organizations in Oakland, including departments within the City government, have been active in seeking solutions to problems that the food system presents to the community. Over recent years, these efforts have increased as new organizations, programs, studies, and partnerships have formed.

In June 2005, Mayor Jerry Brown's Office of Sustainability initiated this study in order to begin a process of evaluating each element of the food system in Oakland, and to provide key baseline information on the various activities that represent it. On January 10, 2006, the Oakland City Council, Life Enrichment Committee unanimously passed a resolution that:

...[authorizes] the Mayor's Office of Sustainability to develop an Oakland Food Policy and Plan for thirty percent local area food production, by undertaking an initial food system assessment study, conducted by a research team from the Department of City and Regional Planning, University of California at Berkeley, at no cost to the City.

This baseline analysis is therefore intended to initiate discussion among City policymakers, staff, and community members to consider the impact that the City's food system might have on different areas of public concern. It also begins to assess the potential for increasing the consumption of local foods among Oakland residents. This includes exploring how systems of production, distribution, processing, consumption, and waste, as well as city planning and policymaking could support the objective of having at least 30 percent of the City's food needs sourced from within the City and immediate region.

¹ “Food System Planning — Why Is It a Planning Issue?: An overview from APA's Divisions Council.” Conferences 2006. *American Planning Association*. Nov. 2005. <<http://www.planning.org/2006conference/sessionproposal/foodsystembg.htm>>.

In order to guide the research and ensuing discussion, we proposed five preliminary goals that could represent a sustainable food system for Oakland. The proposed goals are to: 1) ensure food security, 2) promote economic development, 3) maximize urban agricultural and food waste recovery, 4) support regional agricultural preservation, and 5) increase community “food literacy.” With these proposed goals in mind, the study highlights activities across a broad spectrum of food-related activities and sheds light on how interests and resources can come together to expand the discussion of food-related concerns. It is also intended to offer new and creative models, and detailed recommendations on how specific areas of concern might be addressed. Each chapter represents an element or set of elements of the food system (production, distribution and processing, consumption, waste) for which we provide a general description of that food system element, baseline information for Oakland, and areas of critical challenges and opportunities. The assessment uses both quantitative and qualitative analyses of local activities and efforts that contribute to the food system. The end of each chapter includes a summary of key findings as well as some of the barriers that we discovered to a sustainable food system in Oakland. The last chapter of the report focuses on recommendations for each element and provides case studies of sustainable food system initiatives in several cities.

About the Researchers

The study was conducted by Serena Unger and Heather Wooten, both graduate students at the University of California at Berkeley, and both candidates for their Masters of City and Regional Planning in May 2006. The framework and study were initiated by Ms. Unger in June 2005, and in September 2005 Ms. Wooten joined as a contributing researcher and author. While both contributed equally to the research and writing of the study, Ms. Unger was the principal author of Chapter 2, “Production,” and part two of Chapter 4, “Consumption – Food Security,” and Ms. Wooten was the principal author for Chapter 3, “Distribution and Processing,” Chapter 4, “Consumption –Retail,” and Chapter 5, “Waste.” Both the “Introduction” and the final chapter, “Recommendations,” were authored by both Ms. Unger and Ms. Wooten. A collaborative process between the two researchers was fundamental to the form and content of each chapter, with this exchange being an invaluable generative and critique process. Together, Ms. Unger and Ms. Wooten donated a combined total of approximately 725 hours of work for this assessment.

Production

Exploring how to increase Oaklanders’ consumption of local food, this chapter focuses on the producers’ end. In assessing how 30 percent of food consumed in the City of Oakland can be sourced from within the City and immediate region, it is important to evaluate agricultural productivity of the City’s and region’s land and the propensity for that land to be used for agricultural purposes. This chapter examines the state of regional agriculture within 32 counties immediately surrounding Oakland and discusses the types of land and space within Oakland that are currently in use for urban food production. Additionally, this chapter highlights community initiatives in Oakland that are engaged in urban gardening for educational and recreational purposes, entrepreneurial food production, job skills training, food security, and environmental sustainability.

An analysis of the food producing regions surrounding Oakland shows that in approximately a 300-mile radius, there are over 20 million acres in agricultural production representing well

over \$16 billion in total sales of food. However, though California's farming regions are one of the most productive in the world, the majority of the food consumed in the state is imported from out of state and just under half of the state's raw agricultural production is exported. Our findings show that what Oaklanders spend on food represents a small fraction of the value of the region's agriculture goods. Oakland therefore represents a ripe market for the region, and the region is capable of supplying Oakland with most of its food needs. Sourcing food from this regional foodshed could have many positive social, economic, and environmental outcomes for both regional farming and for the City.

The City itself also has significant potential to produce food. While many argue that the City is too crowded, space too valuable, or land too contaminated to produce food within the City, our research on urban gardening projects shows that there are many innovative ways to maximize space for food production within an urban setting, and many benefits beyond food production that urban gardens provide for city dwellers. We found 35 community-based gardens currently operating in Oakland. The organizations and people responsible for these gardens are producing a wide range of nutritious food suitable to many different ethnic cuisines, demonstrating Oakland's long and productive growing season. Many of the organizations involved in community-based urban gardens are seeking to expand their production, but some (mostly schools) are struggling to keep their garden programs alive. Though Oakland has acknowledged the importance of community gardening in its general plan, there are no policies that support or protect future urban food production in the City.

Distribution and Processing

Food distribution and processing are the two elements of the food system whereby food transitions from production to consumption. Both processed and unprocessed foods must be distributed in some way – this might include distribution systems such as food wholesalers (mediated marketing), Community Supported Agriculture (CSA), farmers' markets, farm-to-restaurant or farm-to-institution programs (direct marketing). Oakland's existing food processing and distribution sectors contribute to the City's economic activity and to its job base, as well as having direct feedback implications for both producers and consumers, including the viability of local production systems and the availability of food for consumers.

The City of Oakland already has a significant food wholesaling and processing cluster, with approximately 4,000 people employed in the "Food Distribution and Processing" cluster, or 4.9 percent of payroll employees in Oakland's "target industry clusters" and 2.2 percent of total employee payrolls.² This is good news for local food, because this sector may function as an existing infrastructure on which to build. However, the food processing and distribution sector is in danger of being "squeezed out" of Oakland as industrial land prices rise and rents increase. The existing food processing and distribution base could be expanded and strengthened in order to serve new retail markets, including schools, hospitals, and low-income communities.

² Developing Alternatives; Fike, David. "Labor Market Study Target Industry Cluster: Food Processing & Distribution." Oakland Workforce Investment Board, Oakland Community and Economic Development Agency. August 2004.

Emerging and innovative distribution models, such as CSA's, which distribute local produce directly from the farm to consumers, and other non-retail wholesale models (such as the "Grower's Collaborative") that offer increased efficiencies and lower prices for distributing local produce from many growers, provide opportunities to increase sustainability and accessibility in food distribution. Increasing consumption of local food in Oakland and developing a more sustainable food system that benefits all Oakland residents will be largely a function of leveraging City policy tools to help create new opportunities and tailor existing ones in the food distribution and processing sector.

Consumption - Retail

Food plays a large role in the overall vitality and health of a community and of individuals. The quality, accessibility, affordability and cultural appropriateness of food within a community should be a critical measurement of community sustainability. With an increased awareness of the linkages between food and health, communities have begun to focus on food retail as an important intervention point in improving the sustainability of the food system. Food retail can serve as community gathering places (especially restaurants and market-type establishments), and vibrant, community-serving food retail establishments have the potential to revitalize neighborhood commercial centers.

Because Oakland residents rely on some form of food retail for consumption, understanding the food retail landscape (both through "traditional" grocery or corner stores, as well as direct-marketing models such as farmers' markets) is central to increasing local food consumption. A food retail sector that is capable of effectively and sustainably serving its community offers a culturally appropriate, accessible, and affordable selection, preferably of fresh, nutritious, locally produced and processed foods.

Increasing Oakland's consumption of local food has a number of economic development benefits, as well as environmental, and community benefits, by increasing the community's overall food security, reducing price vulnerability (especially in the face of rising fossil fuel costs), and providing fresher, more nutritious seasonal products.³

There is currently substantial untapped food retail demand in Oakland neighborhoods, especially those neighborhoods currently underserved by full-service grocery and that rely on small food retail stores with few fresh offerings. Approximately 85 percent of Oakland food retail stores are less than 3,000 square feet, suggesting that food retail policy should address small stores when attempting to improve food security and increase local food consumption. "Corner store conversions" offer one model for increasing fresh, nutritious produce in all neighborhoods, but particularly in low-income and underserved communities. Existing economic development tools, including Neighborhood Commercial Revitalization and Redevelopment incentives, should be employed in encouraging food retail improvements through the use of a new "Food and Façade Improvement Program." Additional incentives, such as Food Retail Enterprise Zones and special certification programs like the current Green Business program could be implemented to further advance sustainable food retail goals.

³ Koc, Mustafa; MacRae, Rod; Mougeot, Luc J.A.; Welsh, Jennifer, Eds. *For Hunger-Proof Cities: Sustainable Urban Food Systems*. International Development Research Centre. Ottawa, ON, Canada. 1999.

Oakland's nine farmers' markets offer residents local, fresh and seasonal produce through direct-marketing, encouraging face-to-face relationships between farmers and consumers. All of Oakland's farmers' markets accept WIC and Senior Farmers' Market Checks, making farmers' markets affordable to Oakland residents who participate in these programs.

Promoting food retail that incorporates local food can help capture those food dollars as well as improve community food security. Retail sales of local food in particular can help increase a community's access to fresh, nutritious, and seasonal foods. Local food offers the possibility of increasing Oakland's environmental sustainability by reducing energy inputs from food distribution and helps to preserve farmland by contributing to regional agricultural viability.

Consumption - Food Security

Food Security means access by all people at all times to enough food for an active, healthy life. Food security includes at a minimum: 1) ready availability of nutritionally adequate and safe foods, and 2) an assured ability to acquire acceptable foods in socially acceptable ways.⁴ This chapter examines three different approaches to alleviating food insecurity Oakland, including federal food assistant programs and emergency food programs, as well as community food security programs. Community food security programs are more systems-oriented, and utilizes grassroots resources and capacity building to produce long-term solutions in making healthy, nutritious, and affordable food accessible to the entire community.

A significant portion of Oakland's population experiences food insecurity or is at risk of experiencing food insecurity. While income is a major contributor to food security, environmental factors (such as location of and type of food retail) also play a part. A lack of access to nutritious food in terms of cost and convenience appear to be significant barriers to food security in Oakland. As of 2004, 20 percent of Oakland's population had incomes at or below the Federal poverty level. The California Budget Project determined that a family of three in California needs to earn \$36,012 per year to meet their basic needs. In 2004, about 29 percent of all Oakland families (about 23,000 families) were earning under \$35,000 per year in Oakland. Additionally, 20 percent of Oakland households did not have motor vehicles as of 2000. Use of motor vehicles is low especially in neighborhoods where there are high percentages of families with low income, and where there are few large food stores within walking distance, increasing the difficulty of access to a broad selection of nutritious food.

The Food Stamp program which provides supplemental income for people who cannot afford food and other basic needs is underutilized in Oakland. It is estimated that only 23 percent of the eligible population are enrolled in the program, resulting in the loss of over \$54 million of dollars in unclaimed federal benefits (2003 figures), and a loss also to Oakland retailers and the Oakland economy. Approximately 90 percent of Oakland's eligible population is enrolled in the Women, Infants, and Children program.

⁴ Definition from United States Department of Agriculture.

Federal programs serving youth and the elderly are the National School Lunch Program, the School Breakfast Program, Summer Food Service Program, and Child and Adult Care Food Program. The number of students using the lunch program appears to be high, while the breakfast program appears to be underutilized with about 25 percent of those eligible actually using the program for their breakfast needs. Participation rates for the Summer Food Service Program have been consistently growing in Oakland. Meals provided by the Child and Adult Care Food Program saw a significant decrease in participation rates over the last year.

The City of Oakland is engaged in food security in many ways. The Department of Human Services has six programs or initiatives that contribute to alleviating food insecurity. The Hunger Program is primarily responsible for providing emergency food, but is also focused on nutrition education. Other programs include funding for programs on hunger and nutrition, food stamp outreach, administration of the Summer Food Service Program, and Head Start, which serves breakfast and lunch and provides nutrition education.

Another emergency food organization is the Alameda County Community Bank which has national recognition for being innovative in its approach to food security. In addition to food distribution, they try to raise awareness both in the community and among policy makers of the root causes of hunger, and have been active in promoting food stamp participation. Still, while they provide emergency food to 120,000 adults and children in a given month, or 12 million pounds of food per year, they believe that they are still only reaching one-third of the people in need in Alameda County.

Part of this analysis includes a brief examination of health and nutrition in Oakland. Data show that Oakland is not in good shape when it comes to diet-related disease, particularly in childhood obesity. Though obesity is an issue of national concern, Oakland fares poorly amongst its counterpart cities in Alameda County. Obesity among children is higher in Oakland than the county as a whole and diet-related disease among adults is higher than in most Alameda County cities.

Nutrition education is almost completely lacking where it is needed most. Oakland Unified School District, along with all other school districts in the state, are not currently required by the California Department of Education academic content standards to include nutrition in curriculum at any grade level. OUSD has a policy that commits the District to increasing its collaboration with county agencies and city organizations to bring nutrition education to the schools. However, resources are often too scarce to ensure that all schools are engaged in nutrition education and classroom time for extra curricular activities is almost nonexistent for teachers who already struggle to cover all required elements of the state-mandated curriculum.

Complimenting traditional food security programs and expanding food security activities are various community food security initiatives in Oakland that share an interest in getting local, fresh and nutritious food into communities where hunger and malnutrition are present, and in improving health in underserved neighborhoods. Often involving capacity building, community-based food security strategies have included community-based urban gardening, the facilitation of "corner store conversions," and partnerships with OUSD to provide garden-based nutrition education. Though our assessment highlights only a small portion of

food security efforts, we inventoried 70 organizations whose combined efforts have the potential to make great strides in combating food insecurity in Oakland.

Food Waste Recovery

Food Waste recovery represents an important part of the food system, and in particular a sustainable food system, by “closing the food loop.” As the final step in the movement of food through human communities, food waste can be both a community output (as discarded or landfilled waste), and an input back into the food system (as a recoverable resource capable of being converted into compost or other recyclables). Increasing food waste recovery and recycling can help reduce pollution and the consumption of non-renewable resources, generate needed compost for urban and regional agricultural production, reduce costs for businesses, and ensure that edible food is re-distributed to those who need it.

Along with its current “Beyond 75%” diversion rate goal, Oakland recently adopted a “Zero Waste” resolution, demonstrating Oakland’s support for increasing product recyclability, reducing toxics and pollution as a component of products and packaging, and creating opportunities for economic development through both increased efficiency and multiple markets for reused and recycled goods. One of the major barriers to increasing food waste recovery and recycling are non-biodegradable packaging, such as Styrofoam and plastic bags. These materials pollute the waste stream, making it harder to compost and recycle food.

Food waste is currently the largest single material in the Oakland waste stream (i.e., waste that goes to land fills rather than being composted or recycled in some other way), representing 12 percent of all waste in Oakland.⁵ Oakland has initiated commercial and residential food scrap recovery programs to begin to increase diversion and recycling of food waste. Commercial food scrap recovery is excluded from the Oakland exclusive garbage franchise with Waste Management of Alameda County and is collected for profit on an open market. In 2005, 12,000 tons of commercial food scraps were diverted from the waste stream. The residential food scrap and yard trimmings recycling program, known as the “Green Cart,” diverted 34,000 tons.⁶

Other community-based food scrap recovery programs include efforts run by City Slicker Farms, a West Oakland-based organization that runs organic, sustainable, bio-intensive market farms and backyard gardens, which accepts donated food scraps and uses them as inputs for composting. Edible food recovery by Oakland Potluck, which diverts edible food from the waste stream and donates it to those in need, is another community-based solution that increases food diversion and creates new opportunities for food scraps.

Locally produced and processed foods require less packaging due to reduced transportation distances could increase the recoverability of food scraps by reducing non-recyclable and non-compostable components. Increasing food waste recovery in Oakland requires cooperation and innovation among various stakeholders, including the city, waste haulers,

⁵ Alameda County Waste Characterization Study – 2000. *StopWaste.org*. March 2006. <<http://recycle.stopwaste.org/wcs/Vol2/Oakland3.xls>>.

⁶ City of Oakland Public Works Agency, 2006.

businesses, residents, and community organizations. Increasing public awareness of food waste issues and building mechanisms into the food system that address waste minimization and recycling maximization will improve sustainability across the food system.

Chapter 1. Introduction

Context, Definitions, and Goals: What is the Food System?

A food system is defined as a chain of activities connecting food production, processing, distribution, consumption, and waste management, as well as all the associated regulatory institutions and activities.⁷ Cities are becoming increasingly concerned with how food relates to the urban environment and are encouraging the development of “sustainable food systems” that contribute to quality and livable neighborhoods, meet the health and nutrition needs of residents, and promote economic vitality, social justice, local self-reliance, and environmental sustainability.⁸ A food system assessment can provide a valuable tool to begin to understand connections between food system mechanisms and outcomes, and to formulate policy and activities to improve these outcomes.

While people everywhere need to eat, cities offer particular challenges in terms of the number and diversity of people who need to be fed, and the amount of concentrated food that must be organized through production, distribution, processing, and retail channels to serve urban populations. Food continues to be a problematic piece of the urban system, particularly as it relates to public health, economic and social justice, as well as environmental sustainability. Such current and interdisciplinary issues such as obesity, fossil fuel consumption, urban sprawl, and job preservation/growth can all be seen through a “food lens.” Concerns over quality of food, access to food, and the long-term environmental impacts of both patterns of agriculture and urban food consumption present a number of problems that current food system relationships have not adequately addressed.⁹

Currently, no comprehensive evaluation of the food system and its relation to these areas of concern (livable neighborhoods/quality of life, health and nutrition, economic vitality, social justice, local self-reliance, and environmental sustainability) exists for the City of Oakland. Within Oakland, many different actors are currently working within the food system, such as health professionals, school officials, waste management companies, food retailers and processors, farmers, community- and faith-based organizations, and various City and County staff. However, increased coordination and collaboration would allow these actors to better understand each other's contributions to the food system as a whole and understand where there are areas for improved sustainability.

⁷ Kaufman, Jerome and Kameshwari Pothukuchi. “The food system: A stranger to the planning field.” *Journal of the American Planning Association*, 66.2 (2000): 113–124.

⁸ Koc, Mustafa; MacRae, Rod; Mougeot, Luc J.A.; Welsh, Jennifer, Eds. “Introduction: Food Security is a Global Concern.” *For Hunger-Proof Cities: Sustainable Urban Food Systems*. International Development Research Centre. Ottawa, ON, Canada. 1999.

San Francisco Food Systems. “2005 San Francisco Collaborative Food System Assessment.” The San Francisco Foundation Community Initiative Funds. 2005. Nov. 2005.
<<http://www.sffoodsystems.org/pdf/FSA-online.pdf>>.

⁹ “Food System Planning — Why Is It a Planning Issue?: An overview from APA's Divisions Council.” *American Planning Association*. 2 November 2005.
<<http://www.planning.org/2006conference/sessionproposal/foodsystembg.htm>>.

In recognizing that Oakland's food systems should be a vital component of the City's Sustainability Plan, the Mayor's Office of Sustainability initiated this study in order to begin a process of evaluating each element of the food system in Oakland and to provide key baseline information on the various activities that represent it. To guide the study five goals were proposed:

Goal 1: Food Security

Ensure that no Oakland resident experiences hunger. Ensure that access to safe and nutritious food is not limited by economic status, location, or other factors beyond residents' control.

Goal 2: Urban Agriculture and Waste Reduction

Maximize Oakland's self reliance and capacity to grow and provide healthy local food for its citizens through community and rooftop gardens, farmer's markets, community supported agriculture, and other urban agricultural activities; and simultaneously promote a "closed-loop" system that makes use of food waste recovery while reducing energy use.

Goal 3: Economic Development

Promote and revitalize economic development opportunities in the food sector that create jobs and re-circulate financial capital within the community. Encourage marketing and processing practices that create more direct links between local producers and consumers.

Goal 4: Agricultural Preservation

Support the preservation of the region's foodshed by encouraging consumption of regionally grown food that uses less chemical and energy-intensive production practices and emphasizes local inputs. Support Smart Growth policies that direct growth away from prime agricultural land.

Goal 5: Public Education and Capacity Building

Increase public "food literacy" and build capacity within communities to make food-related choices that positively influence public health and long-term sustainability.

The purpose of this study is two-fold. First, it is to **provide the City and community with an initial comprehensive evaluation and key baseline information on each element of the food system in Oakland**, and where appropriate, the surrounding region (for a detailed definition of the food systems components, see "Food Systems Components" in following section). This baseline analysis will allow City policymakers and staff to consider the impact that the food system might have on areas of public concern, particularly as it relates to five goals above.

The second purpose of the study is **to assess the potential for increasing the consumption of local and regional foods among City residents**. To this aim, the Office of Sustainability proposed an objective to have at least 30 percent of the City's food needs sourced from within the City and immediate region. This research includes exploring how systems of production, distribution, processing, consumption, and waste, as well as city

planning and policymaking could support this objective. This percentage may be broken down between “regional” and “urban” food production (i.e., food that comes from the regional “local food shed” versus food that was produced within the City of Oakland).

An integral piece of the sustainability dialogue surrounding sustainable food systems is the promotion/supporting of local foods to sustain the City's food needs. Local foods have the potential to provide a number of economic, environmental, and community benefits to the City of Oakland by increasing the community's overall food security, reducing price vulnerability (especially in the face of rising fossil fuel costs), and providing fresher, more nutritious seasonal products.¹⁰ The effect of consuming local foods will impact all sectors of the food system, and these impacts are considered in this study.

The questions that this study hopes to answer are largely part of a “Phase I” processes for the City of Oakland. While this study does intend to generate specific policy suggestions for Oakland in order to better address the goals outlined above, as well as begin the planning process for the “30% local” policy, this effort is essentially a beginning on which further action (e.g., studies, inventories, surveys, program development) should be based.

During the last decade, “community food systems assessments” have been undertaken in communities across the United States and Canada.¹¹ These assessments have ranged in focus, from a state, national and global level, to the county or regional level, and down to the neighborhood and city level. This study, while conducted at the municipal level, also reveals the broader impact of food systems beyond Oakland's borders – food is an issue of scale that impacts neighborhoods, cities, regions, and beyond. An implicit component of this study is to foster dialogue about how food policy in Oakland relates to the “bigger picture.” The interrelated and systemized nature of food systems means that no project attempting to address sustainability can be undertaken without making this connection. Here, sustainability in food systems is used to mean the “Three E's” model: Environment, Economy, and Equity.¹² This model suggests that social development must include and engage all three elements in order to achieve long-term tenability.

¹⁰ Koc, Mustafa; MacRae, Rod; Mougeot, Luc J.A.; Welsh, Jennifer, Eds. “Introduction: Food Security is a Global Concern.” *For Hunger-Proof Cities: Sustainable Urban Food Systems*. International Development Research Centre. Ottawa, ON, Canada. 1999.

¹¹ For a selection of 9 case studies and a comparison of the methodology used in each, see: Pothukuchi, Kameshwari; Joseph, Hugh; Burton, Hannah; Fisher, Andy. Eds Siedenburgh, Kai; Pothukuchi, Kameshwari. *What's Cooking in Your Food System?: A Guide to Community Food Assessment*. Community Food Security Coalition. Venice, CA: 2002

¹² Berke, Philip R. and Maria Manta Conroy. “Are We Planning for Sustainable Development?: An Evaluation of 30 Comprehensive Plans.” *Journal of the American Planning Association*. 66.1 (2000): 21-33.

For the purposes of this assessment focus will be applied to the city level, drawing connections to broader levels of analysis when appropriate. The scope of this study will cover the “core components” of the food system in relation to the five goals outlined by the Mayor's Office of Sustainability. These components are described below:

Food System Components¹³

Production

The cultivation of edible plants and domestication of animals

- “Urban” production in this component includes all forms of urban agriculture (community or school gardens, roof-top gardens, urban greenhouses, edible landscaping, backyard gardening)
- Rural agricultural production (the “Regional Food Shed”) is also part of the local food production system

Processing

All processes of Value-adding; transforming food into food products

- Examples are bakeries, commercial kitchens, food packaging

Distribution

Transporting, storing, and marketing food products to consumers

- Wholesalers, brokers, food warehouses, logistics, Community Supported Agriculture (CSA's), and other direct marketing sources (e.g. farmer's markets)

Consumption / Retail

All activities and processes by which an individual, society and culture acquires (e.g. purchases, strategizes, manages, ingests, digests) and utilizes (e.g. cooks, ritualizes, presents) food material that has been produced and distributed.

- Grocery stores, farmer's markets, restaurants, institutions, home kitchens

Waste Management

The series of activities where discarded food materials are collected, sorted, processed and converted into other materials and used in the production of new products.

- Backyard composting, large-scale composting, edible food waste recovery, recycling, land-filling

Food Systems Assessment Methodology

Community food systems assessments are a relatively new way of analyzing a set of community concerns around some aspect of food. The methodology of this assessment was greatly informed by some of the established models, including the Community Food Security

¹³ Modified from the “2005 San Francisco Collaborative Food System Assessment”, <http://www.sffoodsystems.org/pdf/FSA-online.pdf>; Mid-Atlantic Consortium. “2004 Annual Report: Partners Growing Toward the Future, Food Systems Consortium Highlights.” Nov. 2005. <www.foodsystemconsortium.org/files/Consortium_InsideFINAL.pdf>

Coalition's¹⁴ (CFSC) and others who have developed key principles and guidelines. Notably, we use the CFSC definition of **community food security** as a "condition in which all community residents obtain a safe, culturally acceptable, nutritionally adequate diet through a sustainable food system that maximizes community self-reliance and social justice".¹⁵

The CFSC's six guiding principles of community food security are as follows:

Low Income Food Needs	Like the anti-hunger movement, CFS is focused on meeting the food needs of low income communities, reducing hunger and improving individual health.
Broad Goals	CFS addresses a broad range of problems affecting the food system, community development, and the environment such as increasing poverty and hunger, disappearing farmland and family farms, inner city supermarket redlining, rural community disintegration, rampant suburban sprawl, and air and water pollution from unsustainable food production and distribution patterns.
Community Focus	A CFS approach seeks to build up a community's food resources to meet its own needs. These resources may include supermarkets, farmers' markets, gardens, transportation, community-based food processing ventures, and urban farms to name a few.
Self-reliance & Empowerment	CFS projects emphasize the need to build individuals' abilities to provide for their food needs. Community food security seeks to build upon community and individual assets, rather than focus on their deficiencies. CFS projects seek to engage community residents in all phases of project planning, implementation, and evaluation.
Local Agriculture	A stable local agricultural base is key to a community responsive food system. Farmers need increased access to markets that pay them a decent wage for their labor, and farmland needs planning protection from suburban development. By building stronger ties between farmers and consumers, consumers gain a greater knowledge and appreciation for their food source.
Systems-Oriented	CFS projects typically are "inter-disciplinary," crossing many boundaries and incorporating collaborations with multiple agencies.

¹⁴ Hamm, Mike and Anne Bellows, "Six Basic Principles of Community Food Security." *Community Food Security Coalition*. 8 March 2006. <http://www.foodsecurity.org/views_cfs_faq.html>.

¹⁵ Ibid., "What is Community Food Security."

However, the specific goals of this assessment required a particular approach, one that balanced our resource limitations and yet allowed us to utilize a grounded, systematic approach in assessing the City's existing strengths, opportunities, and challenges with regard to existing food system activities.

The limitations were particularly relevant to the extent to which broad community participation to identify local food issues and opportunities, as well as plan or recommend programmatic responses can be supported. Given this limitation, effort was made to identify and include a diverse, multi-faceted group of stakeholders, including key community based organizations, City staff, and private businesses whose work pertains to the food system. See Appendix 1 for a list of identified stakeholders.

When we began this research, it was with few concrete "facts" on which to build the possibility of creating a new space within Oakland for local food and a sustainable food system. Would it be possible - without concrete numbers on existing local food sales and consumption - to generate a local food goal that was pragmatic, possible, and yet still bold and ambitious? What is the best definition of "local" food for a city like Oakland, one that incorporates the differences inherent in natural ecosystem diversity that contains sufficient productive agricultural acreage, and yet maintains a tangible and meaningful relationship between the city and farm? How could we begin to map the relationships between food security and nutrition, and local food in a substantive way?

One of the major challenges of conducting a food systems assessment such as the one presented here is piecing together existing data from multiple sources and identifying knowledge gaps. These gaps are important because they represent excellent opportunities for research and policy action as Oakland transitions to a sustainable food system. Our attempts to "fill" these knowledge gaps represent both careful analytical research of dozens of different public data sources, policy and institutional analyses, and open-ended interviews with "Key Actors" in the Oakland food system. These actors include members of the public, private, and non-governmental sector, who were chosen for the significant contributions that the organizations or institutions they represent make to the Oakland food system, for their personal knowledge and expertise, and for their insights into potential policy directions.

While the organizations and interests identified in this study are by no means a comprehensive assemblage of all food systems interests, they represent a selection of those that may be particularly influential. The intention of including Key Actors (and indeed, conducting the study with the explicit belief that they should serve to guide the direction of work) in the development of this study was first to allow knowledgeable stakeholders to include resources or data they have independently collected that has bearing on the scope of the food system assessment, and to articulate their opinions, desires, and concerns with regards to the goals of the study, and current or potential City action on food systems.

In addition, to the invaluable information these sources have provided, we have made informed estimations based on our strategic vision and values.

Some of the important concepts generated by this assessment include:

- ▶ A set of goals that reflect the principle that sustainable cities improve the health, welfare, and general quality of life of all residents, regardless of income or other socio-economic characteristics, and that food is a major area in which sustainability should be pursued (see Chapter 1, "Introduction")
- ▶ A local food-shed for Oakland that emphasizes existing agricultural productivity and highlights the potential that both urban food production and new, sustainable models of rural production have to offer (see Chapter 2: Production and the scenario for 30% Local Area Food Production in Chapter 6.)
- ▶ An identification of existing City resources that could be potentially utilized in the advancement of sustainable food system goals (see "City Initiatives and Policies" in Chapters 2-5, as well as Chapter 6, "Conclusions")
- ▶ A framework for developing a food policy council and integrating its activities into City development and practices (see Chapter 6, "Conclusions")

We invite you to read this document as a starting point, both for further food systems research and what will hopefully become a much larger discussion around food and sustainability in the City of Oakland.

Chapter 2. Food Production: Regional and Urban Agriculture

Regional Agriculture - Why is it Important?

A **foodshed** is defined as the flow of food from an area where it is grown into a place where it is consumed.¹⁶ The City of Oakland, and the metropolitan Bay Area, are both auspiciously situated in close proximity to several of the nation's most fertile and productive agricultural land. The agricultural region surrounding Oakland includes 32 counties in three distinct regions. The Central Valley region (comprised of the Northern San Joaquin Valley, Southern San Joaquin Valley, and the Sacramento Valley) reaches as far as 100 miles to the east, 200 miles north, and 300 miles to the south of Oakland. California's Central Coast region reaches as far as 300 miles to the south of Oakland. The third and closest region to Oakland includes the nine county Bay Area region which has many acres of farmland remaining in production and extends as far as 90 miles from Oakland. Together, agricultural production in these three immediate regions surrounding Oakland accounts for over 20 million acres and well over \$16 billion in total sales of food in 2002.¹⁷ Of the top 20 agricultural counties in all of California, 15 are located within this region.

Unfortunately though, this high-yielding region does not necessarily serve as a complete foodshed for the Bay Area population, even given its close proximity and the latent Bay Area market. With agriculture being one of United States' biggest export industries, with agricultural goods traveling across state lines, and with agricultural goods being a major import to the country, today the average food item travels over 1500 miles from farm to table.¹⁸ This means the average American city has a foodshed that encompasses a 1500 miles radius.

What does this distance mean to our consumption of and dependency on energy, our ability to access healthy and fresh foods, our increasing reliance on food packaging and processing, our development patterns, our local economy, and our regional identity? Though food is generally thought of as cheap, these food miles traveled and the current dominating food system represent many hidden economic, social, and environmental costs that are not factored into the actual price of food. In addition, in California and in places where much of the country's fertile land is found, regional agriculture is under extreme pressure from urbanization, environmental degradation, and a globalized, industrialized farm economy.

At the local scale, the current food system disregards small farmers and local economies. Due to advanced biotechnologies, accelerating productivity, and the concentration of food producers¹⁹, in the U.S., on average, 75¢ of every dollar spent on food goes to processors,

¹⁶ "What is a Foodshed?" *Wisconsin Foodshed Research Project*. 1 December 2005.

<http://www.cias.wisc.edu/foodshed/foodshed.htm>>.

¹⁷ United States Department of Agriculture. 2002 Census of Agriculture. Total sales represents the gross wholesale market value before taxes and production expenses of all agricultural products sold or removed from the place of production regardless of who received the payment. Sales of grains, fruit, vegetables, and livestock (excluding horses, burros, and mules) are included in the data.

¹⁸ Pirog, R., T. Van Pelt, K. Enshayan, and E. Cook. *Food, Fuel, and Freeways: An Iowa perspective on how far food travels, fuel usage, and greenhouse gas emissions*. Leopold Center for Sustainable Agriculture. Ames, Iowa. 2001.

¹⁹ Lyson, Thomas, A. *Civic Agriculture*. Medford, MA: Tufts University Press, 2004.

packagers, shippers, advertisers and retailers. Because small farmers are receiving near record low prices for commodities and are unable to find alternative markets, thousands of small farmers go out of business each year. Additionally, both hidden and direct agricultural subsidies have favored large-scale farmers and corporate middlemen, allowing them to artificially lower their prices and increase the reach of their markets, pushing smaller farmers out of business.²⁰ The number of small farms is also declining due to the consolidation of farms that produce and deliver solely under production contracts with large food processing corporations.

To make things worse for small American farmers, the U.S. is increasingly relying on foreign food production and at the current pace of change, will soon become a net importer of agricultural products. This is happening because of major consolidations of America's largest food processors and commodity brokers whose bottom line depends

"Considered in the context of homeland security, one specialist on hunger recommends that cities should be able to produce or supply at least a third of the food required by its residents by providing an infrastructure for a safe, regional food supply that networks producers, processors, distributors and consumers."

on cheap, imported food procured at prices lower than those offered by small American farmers. Dependence on foreign nations for our food and the prolific consolidation of farms is endangering American's food security. Considered in the context of homeland security, one specialist on hunger recommends that cities should be able to produce or supply at least a third of the food required by its residents by providing an infrastructure for a safe, regional food supply that networks producers, processors, distributors and consumers.²¹ While the current landscape does not call for concern about food shortages today, increasing our reliance on a global food system increases our vulnerability to the whims of international political instability and increasing oil prices, eventually diminishing our self-reliance as a nation.

The global food system has begun to hurt small farming operations and the food system in the California. Heavy importing of food has been decreasing farm profits throughout California and is gradually slowing down local economies dependent on the agricultural industry. Agriculture has always been a large contributor to the state's economy directly through sales, job creation, support services and businesses, and by supplying lucrative secondary markets such as food processing. As foreign competition drives local farmers out of business, the Californian economy, whose agricultural industry generates \$59 billion in personal income for Californians²² is greatly at risk.

Adding to the pressure on our already vulnerable small local farmers is the alarming rate at which urban development is absorbing California's prime farmland. Between 2000 and

²⁰ Gorelick, Steven, Helena Norberg-Hodge, and Todd Merifield. *Bringing the Food Economy Home, Local Alternatives to Global Agribusiness*. London: Zed Books, 2002.

²¹ Mann, Peter. "Why Homeland Security Must Include Food Security." *Community Food Security Coalition News*. Winter 2002.

²² Goldman, George, Nicolai V. Kuminoff, and Daniel Sumner. "The Measure of California Agriculture." Produced for the University of California Agricultural Issues Center, October 2000.

2002, urban land in California expanded by 92,750 acres (145 square miles). Prime farmland accounted for 21 percent of the urbanization, and 8 percent occurred on other important farmland classifications.²³ The California Department of Finance projects that California will grow to nearly 59 million people by 2040, with much of that growth taking place in agricultural regions of the state. While urban development might provide higher value-added economic activity like construction and commerce for what have traditionally been rural jurisdictions, the accruing loss of farmland is harming the state's agricultural industry. Instead of developing farmland to accommodate the growing population, existing cities could absorb much of this population growth and the economic activities that come with growth, generating a win-win situation for our urban and rural economies.

The loss of farmland not only means a loss in economic activity but a loss of regional identity and consumers' ability to access fresh and local foods. In the Bay Area, which has traditionally been connected to the area's regional farms through its well-known food processing companies, restaurants, culinary schools, and the recent comeback of farmers' markets, regional identity is at stake. While dependence on foreign and out-of-state imported foods puts the entire population at risk to accessing fresh and local foods, it is the low-income communities that are hit the hardest. Pressures from urban growth and foreign competition have encouraged many of the Bay Area's regional small farmers to specialize and find niche markets where they can charge high prices and make reasonable profits from their production. However, such pricing provides farmers with a limited market and consumers with limited choices to access fresh and local foods. While farmers' markets and high-end restaurants and groceries stores that carry food from regional farms are able to cater to a segment of the population, a large majority of consumers are unwilling or unable to purchase these goods at the going prices. Lower-cost foods can be found in most neighborhood grocery stores, but often this affordability comes at the cost of other factors, nutrition being one. With food products traveling over 1500 miles on average before they are consumed, they must be sufficiently durable to withstand shipping, but durability and shelf-life are often realized at the expense of nutritional content.²⁴

The environment also suffers from the current rate at which food travels and from the current methods of production, processing, and distribution. Given the stark reality of the world's imminent decline of oil production, and given that the modern food system relies greatly on the use of nonrenewable fossil fuel inputs, growing and processing food sustainably and closer to home is becoming increasingly important. Though California is the leading state in food production, it is relying on imports to feed its own population and exporting more food than ever before (about one-fifth of its agricultural products).²⁵ In fact, California is a net importer of food with 43 percent of the state's raw farm tonnage going to export, and 59 percent of the state's demand for raw farm products imported from domestic and foreign sources.²⁶ A shocking study shows that the state imports more

²³ State of California, Division of Land and Resource Protection, Farmland Mapping and Monitoring Program. *California Farmland Conversion Report, 2000-2002*. December 2004.

²⁴ Kloppenburg, Jack Jr., John Hendrickson and G. W. Stevenson. "Coming into the Foodshed," *Agriculture and Human Values* 13:3 (1996): 33-42.

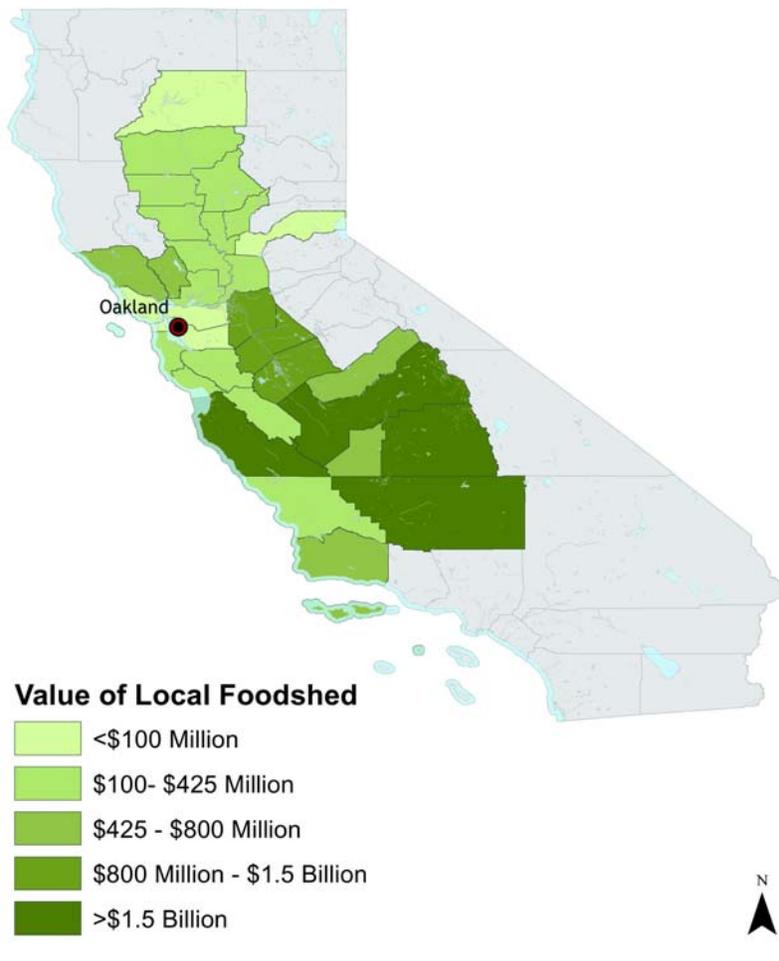
²⁵ Deumling, Diana, Steven Gorlick, Katy Mamen, and Helena Norberg-Hodge. *Ripe for Change: Rethinking California's Food Economy*. Produced for International Society for Ecology and Culture. 2004.

²⁶ Ibid

strawberries, asparagus, garlic, and other fresh vegetables ubiquitous to California crops, than we export.²⁷ This needless and redundant transportation of food greatly contributes to numerous air quality concerns, the least of which is global warming, and is unnecessarily contributing to the depletion of nonrenewable energy resources. With California capable of providing the vast majority of its foods from small and local farms, we could not only reduce our greenhouse emissions from the reduced travel of our food, but we could provide cheaper and healthier foods to our citizens and strengthen our local economies.²⁸ Additionally, by preserving our farmland we would also help to reduce sprawling development and greenhouse emissions resulting from extensive commuting, thereby allowing for overall healthier urban and rural communities.

Assessment of Regional Agriculture

Figure 2.1: Proposed Local Foodshed for Oakland²⁹



²⁷ Ibid

²⁸ Ibid

²⁹ US Department of Agriculture, 2002 Census of Agriculture

For the purposes of analyzing the potential for Oakland to obtain a larger percentage of its food from local and regional sources, 32 counties, geographically located in three distinct regions, were chosen either due to their proximity to Oakland or to their recognition as having highly productive agricultural land, or both. These counties were also chosen as Oakland's ideal foodshed because they were included as a part of the 2002 survey area of "Important Farmland in California" conducted by the California Department of Conservation, Farmland Mapping and Monitoring Program. Of these 32 counties, only six are not currently designated as Farmland of Local Importance, meaning agricultural land considered important to the local economy and land that is either currently producing, or has the capability of production, but does not meet the criteria of Prime Farmland, Farmland of Statewide Importance, or Unique Farmland.³⁰ All but three of the counties (San Francisco, San Mateo, and Marin) have lands designated as Prime Farmland, meaning land most suitable for producing food, feed, forage, fiber and oilseed crops. Most of the Central Valley's agricultural land is either classified as Prime Farmland or Unique Farmland, meaning land used to grow vegetables, grapes and horticultural crops, including fruits, nuts and berries, and that have unique soil and climatic requirements.³¹ It is important to keep in mind that other counties such as Mendocino are also perfectly situated to serve Oakland's food needs, but were not chosen as a part of this assessment because they are not included as California's most productive farmland regions. Additionally, while we stress the importance of preserving the region's productive farmland, we are also concerned with expanding the utilization of productive growing spaces within urban areas that have year-round growing climates. This is discussed in the subsequent section of this chapter.

One goal of this report was to assess whether the immediate region surrounding Oakland could serve as a foodshed to the City. Below, we quantify the value of food produced in the chosen region in order to later compare

"Our findings show that total consumer demand represents approximately 7 percent of what is being produced in the region, therefore, we can assume that there is strong market potential for regional farmers to sell products to Oakland consumers."

this to consumer expenditures on food in the City of Oakland (see "Food Retail Demand" in Chapter 3). Our findings show that total consumer demand represents approximately 7 percent of what is being produced in the region, therefore, we can assume that there is strong market potential for regional farmers to sell products to Oakland consumers. When looked at in terms of value, together the three regions alone are currently capable of supplying all of Oakland's food demands. But for this producer-consumer relationship to be developed more fully, producers not only need to find more profitable markets in Oakland, but appropriate distribution systems need to be in place for producers to easily access local markets. Chapter 3 will discuss some of the collaborative efforts among farmers, wholesalers, retailers, and institutions in the three regions that are attempting to increase distribution networks and bring more regional food to the Bay Area's markets.

³⁰ State of California, Division of Land and Resource Protection, Farmland Mapping and Monitoring Program. *California Farmland Conversion Report, 2000-2002*. December 2004.

³¹ United State Department of Agriculture definitions and classification system.

Though we know that the immediate region is productive enough to serve as a foodshed to Oakland (and other metropolitan areas in northern California), it is difficult to determine how much food from this region currently makes its way to Oakland consumers. Data such as the expenditures on food purchased from this region through Oakland farmers' markets, community supported agriculture, and farm stands is unavailable in a comprehensive form. Additionally, we were not able to account for local foods that appear in food retail establishments. Therefore this report does not present a baseline of regional food currently consumed in Oakland. However, standard data on consumer food expenditures for Oakland is presented in Chapter 4, "Consumption."

Central Valley

Table 1. Regional Food Production from Central Valley

Land in Farms (2002)	14,234,026 acres
Value of food commodities produced and sold in Central Valley (2002)	\$11,978,321,000
Value of food sold by Central Valley farms direct to consumers (2002)	\$57,981,000
Percent of food commodities sold directly to consumers (2002)	0.5 %
Value of certified organic food produced and sold in Central Valley (2002)	\$70,121,000

Source: US Department of Agriculture, 2002 Census of Agriculture

Located approximately 200 miles north, 300 miles south, and 100 miles east from Oakland the Central Valley represents a total of 18 counties. The region ranks number one in California, the nation, and perhaps the world for agricultural production, but also ranks number one among the nation's most threatened agricultural regions to urbanization.³² The region's economy is centered on agriculture, providing 20 percent of the counties' jobs.³³ Eleven of California's 20 top producing agricultural counties are in the Central Valley. The productivity of the region reflects a range of growing conditions (soils and local climates) conducive to specific crops and is also due to the widespread use of advanced irrigation technologies. Primary crops range from fruit, nuts and grapes in the northern counties of the region, to milk, chickens, chicken eggs, cattle and calves, and turkeys in the southern counties.³⁴ A significant amount of the poultry in this region is raised and delivered under production contracts, meaning that the livestock are sent directly to poultry companies nationwide for processing and packing. Much of the economic activity of the Central Valley that is not directly agricultural is associated with agriculture: packing, shipping, processing, and other secondary and tertiary activities that support agricultural enterprises. Some

³² "Farming at the Edge." American Farmland Trust. 2 December 2005. <<http://www.farmland.org/farmingontheedge>>.

³³ Great Valley Center. *The State of the Great Central Valley of California, Assessing the Region Via Indicators: The Economy 1999-2004*.

³⁴ Specific attention is given to food crops grown for human consumption, but other crops such as cotton and alfalfa are also present.

attribute as much as 30 percent of the Central Valley's total economy to agriculture, considering indirect multiplier effects.³⁵

Central Coast

Table 2. Regional Food Production from the Central Coast

Land in farms (2002)	3,981,209 acres
Value of food commodities produced and sold in Central Coast (2002)	\$3,124,976,000
Value of food sold by Central Coast farms direct to consumers (2002)	\$12,911,000
Percent of food commodities sold directly to consumers (2002)	0.4%
Value of certified organic food produced and sold in Central Coast (2002)	\$30,423,000

Source: US Department of Agriculture, 2002 Census of Agriculture

Located approximately 70 miles from Oakland at its closest point, and as far as 300 miles southward, the Central Coast represents a total of five counties. This region ranks number four in the nation for agricultural production,³⁶ but also ranks number 15 among the nation's most threatened agricultural regions to urbanization.³⁷ Agriculture is an important component of the Central Coast economy. Three of California's 20 top producing agricultural counties are in the Central Coast region. The region boasts fertile soils, a mild climate allowing year-round growing, a good water supply, and low air pollution. The Salinas Valley in Monterey County has been named the nation's "salad bowl" for being the top vegetable producing region in the world. The Salinas Valley produces 95 percent of the nation's artichokes and is responsible for a large portion of the nation's strawberries, head lettuce, cauliflower, and celery. The coastal areas in Santa Cruz, Monterey, San Luis Obispo and Santa Barbara counties produce field vegetables, strawberries and wine grapes, and the inland county of San Benito is primarily used for cattle grazing. San Luis Obispo County is also a large producer of vegetables (lettuce, bell peppers, broccoli) as well as strawberries and seed crops.³⁸

³⁵ Umbach, Kenneth. "A Statistical Tour of California's Great Central Valley." *California Research Bureau*. August 1997. 5 January 2006. <<http://www.library.ca.gov/CRB/97/09.>>

³⁶ Ibid

³⁷ "California Region, Central Coast." American Farmland Trust. 2 December 2005. <http://www.farmland.org/california/central_coast.htm>.

³⁸ Ibid

Bay Area Counties

Table 3. Regional Food Production from the Bay Area Counties

Land in Farms (2002)	2,073,686 acres
Value of food commodities produced and sold in Bay Area (2002)	\$1,235,335,000
Value of food sold by Bay Area farms direct to consumers (2002)	\$14,132,000
Percent of food commodities sold directly to consumers (2002)	1.1%
Value of certified organic food produced and sold in Bay Area (2002)	\$10,902,000

Source: US Department of Agriculture, 2002 Census of Agriculture

Extending as far as 90 miles northward and 70 miles southward, the Bay Area represents a total of nine counties. Overall, a metropolitan region, agricultural in the Bay Area is the smallest industry and agricultural resources and outputs are expected to remain around at their current rate over the next few decades.³⁹ Of the nine counties of the Bay Area region, Sonoma, Napa, and Solano are the top producers, with Alameda and San Francisco being the least productive. The majority of production in the top growing counties yields grapes and fruit, with vegetables and fruit split roughly equally in Solano. Sonoma County ranks number 16 among the state's top 20 agricultural producers, producing the state's second largest yield of wine grapes following Napa, as well as large quantities of livestock products and apples. Marin County provides a significant percentage of the Bay Area's milk supply in addition to other dairy products, meat, and shellfish.⁴⁰ In the county home to Oakland, Alameda, beef cattle, and wine grape operations are currently the county's top-earning food production activities.

Direct Marketing from Regional Foodshed

While the number of farmers' markets across the country has increased 79 percent since 1994, direct marketing continues to represent a small portion of food distribution in the United States and California.⁴¹ As of 2002, there were 372 farmers' markets in California, but the percentage of commodities from Central Valley, Central Coast and Bay Area farmers sold directly to consumers is striking low, at 0.5, .04, and 1.1 percent respectively. This means that most producers contract with distribution companies (the middle men) to get their food to market. Even though "cutting out the middle man" can earn farmers more profits, as discussed earlier, many small farms have been consolidated to produce and deliver solely under production contracts with large food processing corporations. For small producers to have direct access to ripe and nearby consumer markets, such as Oakland, an innovative and appropriate distribution systems need to be in place.

³⁹ Association of Bay Area Governments. Projections 2005. Based on employment projections.

⁴⁰ "Food Supply." *Marin Agricultural Land Trust*. 6 January 2006. <<http://www.malt.org/preserve/food.html>>.

⁴¹ Egan, Timothy. "Growers and Shoppers Crowd Farmers' Market," *New York Times*. 29 September 2002.

Within our proposed foodshed, Yolo County ranks first among all 32 counties in total sales of agricultural products sold directly to individuals for human consumption at \$8,300,000 in 2002, and Sonoma ranks second at \$5,866,000. Alameda County ranks nearly last of the 32 counties with only \$168,000 in total direct marketing sales. The *Alameda County Foodshed Report* found that Alameda County growers lacking effective collaborations for strategizing direct marketing techniques, as compared to other counties, and therefore are faced with competition for market opportunities close to home. The report found that consumer and advocacy efforts to change institutional and commercial food service buying practices have primarily focused on the characteristics of products rather than source location (e.g. organic or pesticide-free produce rather than produce grown locally).⁴²

Urban Agriculture and Community Gardening - Why is it Important?

In addition to assessing the capacity for the immediate region surrounding Oakland serve as a foodshed, another goal of this report is to assess the capacity within Oakland to produce local food. While resources did not allow us to produce a comprehensive land inventory for potential production sites in Oakland, the following section highlights many of the existing urban agriculture initiatives cropping up in the City and the current production capacity of these community enterprises. Chapter 6 provides a scenario of how urban gardening might expand if Oakland were to source 30 percent of its food from local and regional producers.

Urban agriculture is the production of food within the boundaries of a city. Urban agriculture can be a pot of herbs grown on a balcony, backyard gardening, rooftop gardening, greenhouses, market and community gardens, edible landscaping, and even beekeeping. Urban agriculture has many beneficial functions such as entrepreneurial food production, recreation, education, neighborhood beautification, gathering spaces, and community building. It also contributes to a sustainable urban environment by improving soil and air quality, supporting biodiversity by providing habitats for insects and birds, and reducing unnecessarily high temperatures caused by the heat island effect. Additionally, growing and distributing food within cities decreases energy needs and costs associated with long distances and conventional growing methods.

“There is a quiet revolution stirring in our food system. It is not happening so much on the distant farms that still provide us with the majority of our food; it is happening in cities, neighborhoods, and towns. It has evolved out of the basic need that every person has to know their food, and to have some sense of control over its safety and its security. It is a revolution that is providing poor people with an important safety net where they can grow some nourishment and income for themselves and their families. And it is providing an oasis for the human spirit where urban people can gather, preserve something of their culture through native seeds and foods, and teach their children about food and the earth. The revolution is taking place in small gardens, under railroad tracks and power lines, on rooftops, at farmers' markets, and in the most unlikely of places. It is a movement that has the potential to address a multitude of issues: economic, environmental, personal health, and cultural.”

Michael Ableman, *The Quiet Revolution*

⁴² Cozad, Shauna, Gail Feenstra, Shawn King, Henry Krusekopf, and Sarah Prout. *Alameda County Foodshed Report*. Produced for UC Sustainable Agriculture Research and Education Program, UC Davis. October 2002.

Though community gardening can be considered a component of urban agriculture it should not be confused with gardening for urban food production. Often as a part of a City's parks and recreation department, community gardens are usually established as form of recreation and neighborhood beautification; they are located in small lots or parks; and they are maintained by neighborhood residents and volunteers. Any food from these gardens is usually consumed on a small scale, usually by individuals and families. On the other hand, the purpose of community urban food production is to primarily grow organic food for sale (often to people in underserved neighborhoods), provide job skills training, and recover food waste for fertilizer. Community urban food production attempts to maintain a sustainable food chain within a shorter area by producing, processing, selling, and composting food within a neighborhood or city.

Urban agriculture is not new to American cities. During the Second World War, North Americans were encouraged to plant Victory Gardens to grow their own food so that larger agricultural production could be channeled to feeding Allied troops abroad. Urban dwellers in the United States and Canada converted backyards, empty lots and rooftops into gardens to grow hundreds of thousands of tons of fruit and vegetables. Today, food security and hunger are pressing concerns for many cities. Urban gardening not only "provides low-income people with an important safety net where they can grow nourishing foods and save income for themselves and their families," but it can provide the entire city with opportunities for economic development and community revitalization as residents take pride in neighborhoods gardens and provide all residents with reliable access to fresh and nutritious foods and a sense of community self-sufficiency.

Assessment of Urban Agriculture in Oakland

Table 4. Oakland Gardens

<i>Gardens</i>	
City Slicker Farms	7
People's Grocery*	5
OBUGS*	5
Oakland Food Connections*	1
SOL	2
Parks and Recreation Community Gardens	8
School Gardens in Collaboration with Alameda County Cooperative Extension*	6
East Oakland Boxing Association	1
Estimated Total Urban Gardens	35
Estimated Total Private Backyard Gardens	17,606

*Includes some school gardens

Figure 2.2: Oakland Community Gardens, School Gardens, and Urban Farms, Population Density per Square Mile

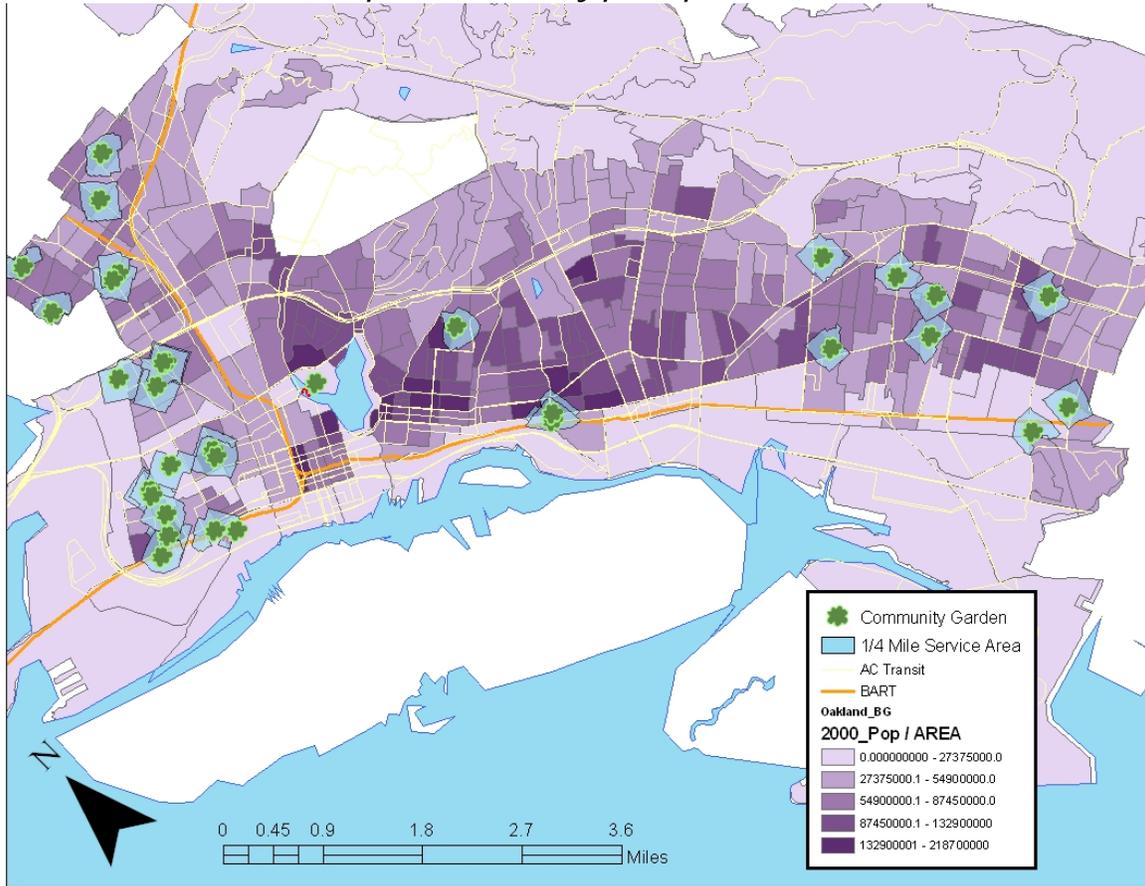


Figure 2.2 shows Oakland community gardens, school gardens and urban farms, along with the population density per square mile. A ¼ -mile “Pedestrian Buffer” around each garden shows the area around each garden from which a person would normally walk by Oakland’s streets. While some areas of Oakland are currently served by several community or school gardens, many areas, including some of the more densely populated areas - where community gardens could provide much needed opportunities for engaging with green space and fresh, nutritious produce – lack community or school gardens.

Community Initiatives

Community-Based Urban Gardens

City Slicker Farms, Oakland Based Urban Gardens (OBUGS), People’s Grocery, Sustaining Ourselves Locally (SOL), and Oakland Food Connections are five nonprofit organizations that manage urban gardens in Oakland neighborhoods for the purposes of applying education, entrepreneurship, leadership, innovation, environmental stewardship, and principles of community self-reliance to affect fundamental social change and enrich community life. This form of community capacity building is played out in a total of 35 different gardens throughout Oakland and is not only empowering the people

who are involved in the garden projects, but it is increasing access to food through community urban food production.

City Slicker Farms was founded in 2001.

Their mission is “to increase self-sufficiency in West Oakland by creating organic, sustainable, high-yield urban farms and backyard gardens.”⁴³ They are funded by various private foundations. Their seven different farms and 11 backyard gardens demonstrate the viability of a local food-production system, provide community spaces, involve community members who want to learn about connections between ecology, farming and the urban environment, and give West Oakland residents tools for self-reliance. Their farms focus on growing a seasonal variety of organic produce by using sustainable growing practices and intensive growing methods to maximize yields. They produce culturally appropriate (African American, Latino & Asian) fruits and vegetables (cooking greens, root vegetables, herbs, summer crops, etc.);

eggs; honey; bread and pizza from their wood-fired oven. The seven farms represent 1.25 acres, 2.5 tons of food per year, and a total annual sales of \$5,000 in the 2005, though sales are expected to increase to \$20,000 within the next year as more land is brought into production.⁴⁴ The founding director acquired the land by deed of purchase. The land is zoned mixed use.

City Slicker Farms sells produce on a sliding scale to residents through farm stands, the Mandela Farmers' Market, and work-trade. Their farming practices depend on decomposed plant and food waste for fertilizer and they save seeds from their farms in order to foster varieties adapted to the growing region and reduce dependence on outside seed sources. Additionally, their composting program involves community outreach to encourage neighborhood residents to increase their composting practices. Education is integrated into their farming by conducting workshops for residents to learn about gardening, cooking, nutrition, natural medicine, and ecology. City Slicker Farms' backyard gardening program is discussed below.

Oakland Based Urban Gardens (OBUGS) was founded in 1998. Their mission is “to provide nutrition and environmental education and to facilitate community building through

Food Currently Produced in Oakland's Community-based Gardens:

...apples, beets, broccoli, cabbage, carrots, cauliflower, celery, cilantro, chard, collards, corn, eggplant, eggs, figs, garlic, green beans, herbs, honey, kale, kiwis, lemons, lettuce, mazuna, mustards, onions, oranges, peaches, peppers, pears, plums, potatoes, raspberries, spinach, strawberries, tomatoes, turnips...

⁴³ City Slicker Farms program collateral. Provided to Serena Unger and Heather Wooten on 14 December, 2005.

⁴⁴ Personal communication with Willow Rosenthal, Founder, City Slicker Farms. 12 January 2006.

a network of neighborhood gardens.”⁴⁵ OBUGS focuses on academic enrichment for youth, life and jobs skills, and on increasing access to healthy, fresh foods in order to provide an alternative to the processed foods available in the many neighborhood liquor stores. They actively farm three gardens and sponsor five. Four of these gardens are dedicated to in-school classes and after school activities in which children grow and use organic vegetables through gardening, cooking, and nutrition and the environmental education. OBUGS has worked with and established mentoring relationships over 300 West Oakland youth. The programs support both K-8 and high school curriculums that emphasize earth and biological sciences. Their YO!BUGS program provides employment opportunities for high school-aged students who learn how to open and operate small food-based businesses and how to conduct market research and advertise their products. In addition, YO!BUGS has recently initiated a coupon program in which one-dollar coupons are distributed throughout West Oakland to encourage residents to buy healthy foods from the Mandela Farmer's Market. Every Saturday OBUGS participates in the Mandela Farmers Market in which they conduct cooking classes and science activities for youth, and where OBUGS gardeners sell produce and flowers from the neighborhood gardens. Their three actively farmed gardens represent 4000 square feet of productive growing space and a total annual donation of \$500-\$1000 for food “sold” at the Mandela Farmer's Market.⁴⁶ The founding directors acquired their current garden lots by purchase and are actively seeking more garden space. Not including the school gardens, the land is zoned for non-commercial use.

People's Grocery which was founded in 2001, is discussed at length in Chapter 4, but appropriate to this section is a short discussion of their gardening activities. Their mission is “to uphold the human right to healthy and affordable food and to build community self-reliance by increasing neighborhood access to locally-produced fruits and vegetables and by promoting social enterprise, youth entrepreneurship, sustainable agriculture and grassroots organizing.” Their five gardens are maintained by People's Grocery staff, volunteers and school groups at the West Oakland YMCA, the North Oakland Land Trust, Ralph Bunch Middle School and Hoover Elementary school. Food produced at the gardens is harvested for sale to low-income residents through their Mobile Market and is also foraged by neighbors and school children. In addition, they will soon be launching a produce box delivery program.

Worm bins and compost bins collect food scraps from neighborhood residents and provide nutrients to grow their organic produce. Their gardens produce seasonal vegetables that grown well in the Oakland climate and that are desired by the community: collards, kale, chard, mustards, spinach, lettuce, cabbage, potatoes, garlic, onions, carrots, beets, broccoli, cauliflower, turnips, celery, cilantro, mazuna, green beans, kiwis, apples, oranges, lemons, pears, strawberries, plums, and figs. The gardens represent about one acre total, 1,280 pounds of food, and total annual sales of \$15,000 in 2005. They anticipate acquiring more production space and increased sales in the coming year. Garden space that is not located at schools are zoned as residential.

⁴⁵ Oakland Based Urban Gardens program collateral. Provided to Serena Unger on December 15, 2005.

⁴⁶ Personal communication with Aysha Massel, OBUGS. 10 March 2006.

Sustaining Ourselves Locally (SOL), founded in 2003, resides in a mixed-use building and adjacent lot in East Oakland. The founders' goal is to create a model of urban sustainable living as a means of bridging the gap between cities and the food sources they depend on.⁴⁷ Their mission is "to support and promote an urban community involved in, inspired by, and educated about environmentally and socially conscious living, and to provide a space to model and teach these practices locally. By growing organic food, conserving and recycling resources, and organizing community events and workshops, [they] are exploring ways to make the city more healthy and livable for all its inhabitants." Sol has revitalized two formerly vacant and underutilized lots by removing debris and invasive weeds and has laid down mulch and soil to plant fruit trees and vegetables. Keeping within the principles of sustainability and self-reliance, the gardens use water from a demonstration greywater irrigation system. The commercial storefront of the building hosts a large kitchen for demonstrations, a common area for community space, and event space for educational workshops. In 2004 and 2005, SOL led weekly workshops in the summer with Team Oakland and Youth Employment Partnership to create a garden out of a nearby empty lot. Participants aged 15-21, learned basic gardening and construction techniques through on-the-job training, learned how to cook with ingredients from the gardens, learned about litter abatement, and created a mural on the exterior fence facing International Boulevard. Eight to 12 students participated each week during the summer and occasionally throughout the year. The garden is also frequently visited by neighborhood youth on a regular basis.

In addition to its youth programs, SOL maintains a greenhouse with seasonal organic vegetable starts that are sold at the Alameda Marketplace and on their site with annual sales of about \$2000. The primary garden represents 5000 square feet of land. A second gardening location was acquired when a local business owner saw what they had done with the first garden and asked SOL if they would want to garden lot behind her business. This new garden is approximately 2500 square feet. They estimate that together the two gardens produced approximately a half a ton of food, valuing approximately \$1800 in one year. Their growing methods are organic and biointensive (companion planting, green mulching, nutrient cycling via onsite compost) mostly planted in the ground in rows and garden beds, with some container planting. Food is distributed directly to project members, visiting class groups, neighbors and guests. Food from SOL's second garden is used mainly to support a weekly Farm Stand run on site where food items is sold for nominal fee 25 cents. Leftovers are given to neighbors or purchased by the SOL household at market value. Their gardens produce tomatoes, eggs, lettuce, greens, peaches, peppers, eggplants, broccoli, garlic, herbs, onions, carrots, strawberries, raspberries and corn.⁴⁸ SOL rents both lots and their building.

⁴⁷ Green Matthew. "Organic urban farm blossoms in what used to be a blighted vacant lot." *San Francisco Chronicle*. 14 October 2005.

⁴⁸ Personal communication Julia Shams, SOL. 23 February 2006.

School Gardening

Alameda County Cooperative Extension works with seven Oakland schools⁴⁹ to provide curriculum resources, staff trainings, plants and seeds, and all other resources to support school gardens. By exposing school children to how food is grown, the primary goal of the gardening program is to have the children consume more nutritionally-sound foods. Other school garden programs include **OBUGS** who uses the Extension curriculum to work with four schools⁵⁰ using two of their garden sites, **People's Grocery works** who works with Hoover Elementary and Ralph Bunch Middle School to provide ecological and gardening classes that are focused on nutrition and growing food, and **Oakland Food Connections** who started an after school garden club at Unity High School. Here, high school students learn about nutrition through positive eating and study habits and how to build their own gardens. There have been several other school gardening programs that have not lasted due to the lack of institutional and community support. School garden programs depend on parents, community garden activists, and interest school staff with on-going support to be long-lasting and effective programs.

The Watershed Project has offered various gardening and composting classes for Oakland Unified School District teachers as continuing education for the last ten years. Teachers that chose to take classes can learn how to integrate gardens into schools by reducing waste and utilizing composting resources from the school, and get ideas on how to make connections between sustainable agriculture and locally grown food while testing kid-friendly, healthy recipes using the food from school gardens. The Watershed Project also offers grants to schools that are interested in starting gardens.

Backyard Gardening

Though it is difficult to know how many residents have edible backyard gardens and landscaping in Oakland, there is a great deal of interest in private gardens and there are many educational programs and resources that cater to beginning as well as advanced backyard gardeners.

Bay-Friendly Gardening Program is offered by StopWaste, the public interface of the Alameda County Waste Management Authority and the Alameda County Source Reduction and Recycling Board. The program provides home gardeners tools for creating a beautiful and healthy "Bay-Friendly" garden. The program was developed to encourage residents to make environmentally friendly gardening choices, such as reducing waste, integrated pest management, and protecting the watersheds of the San Francisco Bay. Since 2004, when the educational program began, it has served about 1000 Oakland residents.⁵¹ In addition, StopWaste has provided home composting bins to Alameda County residents since 1993. It has sold a total of 17,616 bins to Oakland residents since then, which represents about 20 to

⁴⁹ East Bay Conservation Corps Elementary and High Schools, and Growing Children, Markham, Peralta, Stonehurst, and Whittier Elementary Schools .

⁵⁰ Lafayette and Prescott Elementary Schools, Saint Martin de Porres Elementary and Middle Schools, and Roots Charter School.

⁵¹ Personal Communication with Jeanne Nader, Program Manager, Bay-Friendly Gardening Program, StopWaste.Org. 9 January 2006.

22 percent of single family homes in Oakland, and the highest number of bins sold in any Alameda County city. Since most people do backyard composting to produce fertilizer for their gardens, it can be assumed that since 1993, at a minimum, 17,616 Oakland single-family households have maintained backyard gardens.⁵²

In addition to the Bay-Friendly Gardening Program, other educational resources for backyard gardening include **Merrit College, Wildheart Gardens, Alameda County Master Gardeners Program, Oakland Food Connections, City Slicker Farms**, and three demonstration gardens located throughout Oakland. Merrit College sponsors many of the Bay-Friendly Gardening classes as a part of the Landscape and Horticulture program and also offers over 50 other classes including mushroom cultivation, edible landscapes, herbs in the landscape and urban community gardening. Wildheart Gardens which is operated by a horticulture teacher at Merrit College, is a demonstration permaculture⁵³ garden that provides educational services to local residents as well as free plants for schools, community gardens, and other nonprofits. Alameda County Master Gardeners are volunteers trained by UC Cooperative Extension to give research based horticultural information to the home, school, and community gardeners of Alameda County.

City Slicker Farms' Back Yard Garden Program builds and maintains organic backyard gardens with low income West Oakland residents in order to increase nutrition and improve the environment in the community. Each participant receives two 4x8 planter boxes with trellises, a fruit tree, soil, plants, seeds, a compost bin, and a West Oakland Gardening Guide to start with. Once each quarter City Slicker Farms follows up to provide more plants, seeds and compost and to work with the participants to maintain their garden and answer questions. Every six months participants can receive two more beds if they wish. City Slicker Farms works with volunteers to build and install the gardens, as well as with knowledgeable gardeners from the UC Cooperative Extension Master Gardeners program who make the quarterly follow-up visits. In return for the garden supplies and technical assistance, all participants are asked to become "neighborhood garden leaders" and help other neighborhood members to build their own gardens. The Backyard Garden Program started in September 2005 with the goal of having 11 participants by the end of the year. That goal was easily met and the goal for 2006 is to have 50 new participants.

Temescal Amity Works is a community art and backyard produce re-distribution project sponsored by a collaboration among neighborhood residents, the Temescal Merchants Association, and Pro Arts. The collaboration's goal is to create project that facilitates and documents the exchange of backyard produce, conversation, and collective biography within the Temescal Neighborhood of Oakland. In early 2005, they began to maintain a community crop sharing program called the Big Backyard and a storefront just off of Telegraph Avenue. They have familiarized themselves with the neighborhood's citrus trees and vegetable gardens and offer to pick and collect what people do not want or cannot use.

⁵² Ibid

⁵³ Permaculture (permanent agriculture) is the conscious design and maintenance of agriculturally productive ecosystems which have the diversity, stability, and resilience of natural ecosystems. It is the harmonious integration of landscape and people providing their food, energy, shelter, and other material and non-material needs in a sustainable way. Definition retrieved 11 January 2006 from <http://permaculture.org.au>.

Whatever they collect is given away for free at the storefront and delivered to people's homes. They also make neighborhood jams, juices, and sauces during heavy growing seasons. These are distributed as widely as possible to interested neighbors, visitors, and community groups. In addition they sponsor a "seed swap" which allows neighborhood residents to bring seeds from their gardens to share or take some seeds from others to plant. The Temescal area lends itself well to this program since it was planned as an "orchard suburb" in the 1920's and 1930's and there are still many houses with citrus trees in their front and backyards, hundreds of backyard gardens, and edible landscaping such as rosemary bushes, blackberry bushes, and plum trees.⁵⁴

City Initiatives and Policies

Parks and Recreation Community Gardens

Oakland's Community Garden Program is managed by the City's Office of Parks and Recreation and works in partnership and collaboration with Oakland Unified School gardens, youth service programs, horticultural career-training (Americorps, Project YES, Merritt College Horticulture Dept., OBUG, Team Oakland), and Oakland residents. The program provides plots of land for residents to grow organic vegetables, fruits and flowers with the mission to empower participants "to meet their needs for health, recreation, good nutrition, job skills, community security and natural beauty."⁵⁵ Currently there are eight gardens offering over 175 plots located throughout Oakland and approximately 125 participants, with 10 on the waiting list. To tend a plot the annual fee is \$25. Most plots are dedicated to one individual each and are about 32-50 square feet in size. The Lakeside Demonstration Garden is different in that it is an education garden focused on building community, where groups of people work together in larger areas with multiple plots. The goal of this garden is to demonstrate different approaches to gardening for the public. For other resources and education on gardening, the Parks and Recreation Community Gardening Program directs residents to the Bay-Friendly Gardening Program, Merritt College, Alameda County Master Gardeners, and Berkeley's Ecology Center for resources and education on gardening. All Parks and Recreation community gardens are zoned as open space.

General Plan Policies

Urban food production necessitates land use planning since gardens require space and must function within the surrounding urban context. While the Land Use and Transportation element of Oakland's general plan does not take up this issue directly, it does state that a goal of the "Economic and Environmental Sustainability" component is "Achieving Environmental Quality," which is to be pursued through "expanding the network of open space opportunities in order to promote conservation of natural resources and improve air quality, enhance recreation and open space opportunities, and assure environmental justice and a healthful living environment."⁵⁶ Urban gardening and food production can certainly be seen as fulfilling the tenets of this goal. This goal is applied to land use most clearly with

⁵⁴ Description of Temescal Amity Works borrowed 9 January 2006 from <http://www.amityworks.org>.

⁵⁵ Personal communication with Joshua Amaris, Oakland Parks and Recreation Community Gardening Program Coordinator. 21 February 2006.

⁵⁶ Oakland General Plan: Land Use and Transportation Element, p. 27

the “Urban Park and Open Space”⁵⁷ classification, which includes garden systems but does not explicitly mention food production. There is no land use classification that explicitly and solely pertains to urban gardening and food production.

The Open Space, Conservation and Recreation (OSCAR) Element does explicitly address community gardening as a component of the General Plan. Policy OS-2.3⁵⁸ “Community Gardening” calls for the City of Oakland to “Maintain and support a viable community gardening program to foster an appreciation of local ecology, instill a sense of stewardship and community, and provide a multi-ethnic, multi-generational activity open to all” by funding community garden programs and promoting gardens and “mini-farms” in Oakland schools. Policy OS-2.3 also suggests that parcels owned by the Office of Parks and Recreation, schools, and East Bay MUD reservoirs could all serve as potential land for urban food production.

Summary of Key Findings and Barriers

Oakland is surrounded by a highly fertile region that produces a significant amount of the country's food, and enough food to provide Oakland residents with more than 30 percent of their consumption. While Oakland residents may be eating food grown within this region, a large portion of it is likely to have first traveled out of the state for value-added processing and only then brought back to Oakland and other California consumers. This unnecessary travel siphons economic opportunity from local communities and decreases the freshness and nutritional value of food. Another portion of Oakland's food is likely to be imported from out of state or from foreign producers, also causing a loss of economic and nutritional opportunities.

Although the areas surrounding Oakland rank high among the country's agricultural producing regions, they are also ranked high among the regions at greatest risk of losing farmland. The high rate of farmland converted to urban uses, is a result of California's growing population combined with current land use planning practices, as well as a result of small farmers who are financially stressed and unable to compete in the global food market. California towns and cities can provide these farmers with more lucrative markets and can thereby help to preserve the state's rapidly depleting fertile land. Innovative distribution systems that are able to link these farmers to nearby consumers need to be considered. Closely linked distribution systems not only provide more economic opportunity and a higher quality of food, but can decrease greenhouse emissions and poor air quality.

Over the last five years Oakland has begun to see a budding grassroots movement toward food security expressed through growing interest in urban gardening and its complementary activities such nutrition education and job skills training. Urban gardens are taking place on private parcels (zoned residential or commercial), on public school grounds, on City owned property in the case of the Parks and Recreation Community Gardening Program, and in private backyards. This study found 35 community-based gardens in Oakland. Though this represents a small percentage of food consumed in Oakland, many Oakland residents whose access to fresh food is limited have benefited from the availability of food grown in these

⁵⁷ Oakland General Plan: Land Use and Transportation Element, p. 158

⁵⁸ OSCAR Element, p. 2-20

gardens. While we do not know the exact number of private backyard gardens, we do know that backyard gardens are popular in Oakland as seen by the number of educational programs that cater to Oakland gardeners, the number of residents who participate in them, as well as the number of residents who have purchased composting bins from StopWaste.

Though there are many urban agriculture initiatives cropping up in Oakland, and though there are many resources for Oakland residents to educate themselves on growing food, there are also many challenges that prevent people from engaging in growing food in the City. Perceptions of contaminated soil or air pollution, securing land for food production, and securing broad community participation in garden projects are three major barriers to expanding Oakland-based food production.

Although there is skepticism of urban food production based on the reality that some of Oakland's soil suffers from contamination from past industrial and other uses, contaminated sites should not be universally ruled out as potential sites for food production. A recent study concluded that brownfields have great potential as sites for urban agriculture if remediation can be successfully undertaken.⁵⁹ The U.S. General Accounting Office identified 130,000 to 425,000 contaminated vacant industrial sites, or brownfields within the U.S. that could be safely converted to agricultural purposes when properly developed.⁶⁰ For example, phytoremediation can be a cost-effective process that uses plants to absorb heavy metal contaminants, such as lead, from the soil. Flower and plant production could be done on brownfields as an intermediary use of the land before applying other production uses.

Another barrier has to do with land security for urban gardens. Given the current housing crunch, the City's space is valuable to residential development, especially as the City pursues an aggressive housing policy. While the Parks and Recreation Community Gardens are zoned as open space, other current urban gardening takes place on leased land zoned residential or commercial which does not provide long-term stability for the future of these gardens. Giving these areas a special zoning designation and developing explicit land use policies that support urban agriculture, would ensure that urban food production is viable in the long-term. This could allow urban food production to coexist with residential development as a long-term community resource if edible landscaping, roof-top gardening, community gardens, and on-site composting were to be incorporated into residential or mixed-use develop projects. Instead of urban gardening competing with residential and commercial uses, if sophisticatedly integrated, it can be synergistic to these urban land use activities.

Various methods of food production could also take place on certain types of land that are not suitable for residential or other uses. With a growing interest in urban gardening, many community-based urban garden organizations are expanding and looking for additional land

⁵⁹ Heinegg, Alexandra, Patricia Maragos, Edmund Mason, Jane Rabinowicz, Gloria Straccini, Heather Walsh. "Brownfield Remediation: Solutions for urban Agriculture." *McGill School of Environment*. 2002. 12 January 2006. <http://www.mse-research.mcgill.ca/envr401_2002/brownfields>.

⁶⁰ "Urban Agriculture and Community Food Security in the United States: Farming from the City Center to the Urban Fringe." A Primer Prepared by the Community Food Security Coalition's North American Urban Agriculture Committee. October 2003. 6 January 2006. <<http://www.foodsecurity.org/PrimerCFSCUAC.pdf>>.

to use for growing food and flowers. There are many underutilized parcels without structures, either private or publicly owned, that could serve as long-term garden spaces. In addition to public easements, rights-of-way, parks, and school yards for which soil could be used to grow food, other properties that are paved could be used for container gardens, greenhouses, or other alternative farming techniques (e.g mushroom cultivation). To measure the use of such idle land, one study suggests that urban growers who employ continuous cropping and space-intensive growing techniques can earn as much as \$100,000 from high-value and specialty crops off of one acre in a good season.⁶¹ Instead of letting certain areas of land sit fallow to grow weeds, it could be used to capture value for the Oakland economy.

Having a database of both public and private available land, and an administrative organization to systematically manage the use of the land, could put underutilized land to use and could provide security of land tenure if official lease agreements were designed to accommodate the needs to urban farmers and gardeners. For more information on conducting an urban land inventory, as well as sample a sample use contract, see “Appendix 4: Blueprint for a Publicly-Owned Vacant Land Inventory & Management Plan for Urban Agricultural Use.”

School gardens have also shown a degree of instability as gardens do not stand as high funding priorities and as the staff, parents, students, and community organizations who organize and maintain gardens do not always have a long-term interest since there is high turn over among teachers, since parents become disinvested as children age and leave school, and since community organizations are not well funded to provide ongoing resources. In order to be viable and long-lasting, school gardens need to have stable and committed resources to ensure that they are maintained and used in conjunction with curriculum. Widespread garden-based education provided through the school curriculum not only creates opportunities for our children to discover fresh food and make healthier food choices at an early age, but it could also be a valuable resource to ensure that Oaklanders remain engaged in gardening and healthy, productive lifestyles throughout adulthood.

A critical component to the success of a “30% Local Food” plan is a physical and policy infrastructure to support the viability of new and existing urban food production. Chapter 6 provides a more detailed list of ideas that might address the barriers discussed here.

⁶¹ Roberts, Wayne. *The Way to a City's Heart is through its Stomach: Putting Food Security on the Urban Planning Menu*. Published by Toronto Food Policy Council as a part of the Crackerbarrel Philosophy Series. 2001.

Chapter 3. Food Distribution and Processing

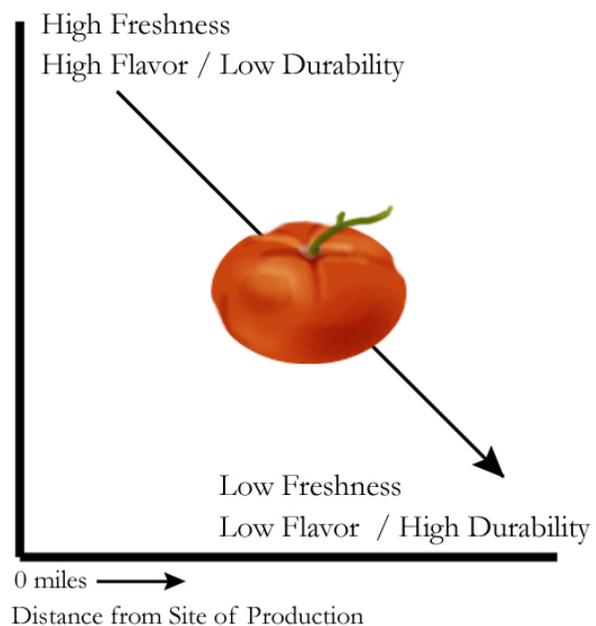
Food distribution includes transporting, storing, and marketing food products to consumers. Food processing consists of all processes of value-adding; transforming food into food products.⁶²

Food Distribution and Processing - Why is it Important?

While often invisible to consumers, food distribution and processing is a critical part of the food system. It is through the distribution and processing steps that most value is “added” to food, increasing profit margins beyond raw, unprocessed food. In the traditional, “productionist” or “Fordist” food system, food production is afforded little of the profits associated with the retail cost of food.⁶³ Food costs increase with transportation, packaging, advertising, and other energy and labor costs. The quality, flavor, freshness, and nutritional value of food is affected by extended transportation distances, storage periods, and the addition of artificial sugars, stabilizers, fats and salts necessary to sustain the “productionist” food system.

Local foods are able to capitalize on reduced transportation distances, reduced storage and packaging, and minimal processing by instead offering products that are fresh, nutritious, seasonal, and highly flavorful (see Figure 3.1). Additionally, since local food generally passes through fewer food brokers and warehouses before reaching consumers, farmers are able to capture more of the food’s retail price as profit. However, although reductions in transportation distance and other costs can contribute to price reductions, the distributed nature of local food production systems may lead to increased costs through other inefficiencies (in production or distribution). Local foods have also commanded higher retail prices due to consumer perceptions of “higher quality.”⁶⁴

Figure 3.1: The Food Distribution Matrix



⁶² “2004 Annual Report: Partners Growing Toward the Future, Food Systems Consortium Highlights.” www.foodsystemconsortium.org/files/Consortium_InsideFINAL.pdf

⁶³ Lang, Tim; Heasman, Michael. *Food Wars: The Global Battle for Mouths, Minds, and Markets*. Earthscan, 2004.

⁶⁴ Miner, Josh. Miner, Josh. “Overcoming Cost Barriers Associated with Local Foods: Bringing Community Food Security Projects to Scale Through Partnerships with Community-Based Non-Profits and the Development of Non-Retail Direct Markets.” Unpublished Manuscript.

The challenge for local food systems is to develop the local food producer-consumer relationship through a healthy food processing sector (which provides jobs and economic growth as well as “food accessibility” by transforming food products from their raw state) and distribution mechanisms that allow for a fair price for farmers and ensure that low-income communities and highly price-sensitive institutions (schools, hospitals, etc.) are able to fully participate in the local food system.

This challenge is not small, and is potentially the greatest one facing the scalability of local food (i.e., a substantial increase in the consumption levels of local foods.) Distribution equity, that is, the accessibility and affordability of foods through a given food distribution system, must be a cornerstone of Oakland’s “30% Local” plan.

Oakland Wholesalers and Food Processors

The City of Oakland Food wholesaling and processing are important economic sectors in the City of Oakland. Approximately 4,000 are people employed in the “Food Distribution and Processing” cluster, or 4.9% of payroll employees in Oakland’s “target industry clusters” and 2.2% of total employee payrolls.⁶⁵ Besides providing jobs and inputs to other economic activities, a healthy local food processing and distribution cluster is an important building block in increasing consumption of local foods.

Wholesaling

Food wholesalers distribute products from producers to retail, commercial, manufacturing, and other establishments. Food wholesalers serve a critical function in the food system, by connecting farmers to markets and allowing for efficient distribution of food among many end users.

As shown in table 3.1, there are already a wide variety of food wholesalers in Oakland:

Table 3.1: Oakland Food Wholesalers, 2004⁶⁶

<i>Wholesaler Type</i>	<i>Type of Food Distributed</i>	<i>Number of Firms</i>
General Line Grocery Merchant Wholesalers	General line (wide range) of groceries.	17
Poultry and Poultry Product Merchant Wholesalers	Poultry and/or poultry products (except canned and packaged frozen).	1
Fish and Seafood Merchant Wholesalers	Fish and seafood (except canned or packaged frozen).	5
Meat and Meat Product Merchant Wholesalers	Meats and meat products (except canned and packaged frozen) and/or lard.	7
Fresh Fruit and Vegetable Merchant Wholesalers	Fresh fruits and vegetables.	12

⁶⁵ Developing Alternatives; Fike, David. “Labor Market Study Target Industry Cluster: Food Processing & Distribution.” *Oakland Workforce Investment Board, Oakland Community and Economic Development Agency*. August 2004.

⁶⁶ Oakland Community and Economic Development Agency, 2006.

Other Grocery and Related Products Merchant Wholesalers	Groceries and related products (except a general line of groceries); packaged frozen food; dairy products (except dried and canned); poultry products (except canned); confectioneries; fish and seafood (except canned); meat products (except canned); and fresh fruits and vegetables), bottling and merchant wholesale distribution of spring and mineral waters	31
Other Farm Product Raw Material Merchant Wholesalers	Farm products (except grain and field beans, livestock, raw milk, live poultry, and fresh fruits and vegetables).	1
Total Firms		74
Total Wholesaling Jobs		1610

The diversity of Oakland’s wholesaling sector is a strength upon which the City can build. Wholesalers are required in scaling food systems; that is, increasing potential markets for local foods and serving the varied needs of food users and consumers. However, in order for the wholesaling sector to support local foods and sustainable food system goals, non-traditional distribution mechanisms must be utilized (see “Other Innovative Distribution Models,” in proceeding section).

Processing

Food processing, or “food manufacturing,” is an important link in the food system and an important part of Oakland’s economy. A study on “Oakland’s Emerging New Economy” presented at the Oakland 2000 Technology Summit identified “Food Processing” as an existing industry cluster in Oakland.⁶⁷ There are a total of 2047 food processing jobs and 71 total firms.⁶⁸

Oakland’s food processing cluster has the potential to substantially contribute to a local food economy by developing jobs and linkages to other sectors: “[Food Processing] has one of the highest economic impacts of all types of manufacturing activity and is strategically linked to other economic sectors, including tourism, biotechnology, packaging, environment, resource recovery and advertising.”⁶⁹ Additionally, a local food processing cluster allows for value-added manufacturing of local food products. A

Food Processing in Oakland

Athens Bakery • Bettermade Foods • Crunch Foods • California Brand Flavors • California Cereal Products • China Noodle Company • Creative Energy • Dobake • Ethiopian Ingera • Enat Ethiopian Honey Wine • Fung Wong Bakery • Gatoraid • Hometown Donuts • Just Deserts • La Finca Tortilla • La Dolce Vita • Los Canon Winery • Los Mexicanos Bakery • Mr. Espresso • Mother’s Cookies • New Deserts • Niman Ranch • Numi Tea • Peerless Coffee • Rico Pan Bakery • Sconza Candy • Serendipity Chocolates • Svenhards • Thayer Food Products • Voila Juice

Source: Oakland Community and Economic Development Agency, 2006

⁶⁷ Monroe Consulting, “Oakland’s Emerging New Economy.” Oakland 2000 Technology Summit. 12 November 1999.

⁶⁸ Oakland Community and Economic Development Agency, 2004.

⁶⁹ “A Wealth of Food: A Profile of Toronto’s Food Economy.” *The Toronto Food Policy Council*. January 1999. April 2006. <http://www.toronto.ca/health/tfpc_wealth.pdf>.

study on Toronto's food economy found that a "high concentration of value-added food processors provides excellent links to suppliers and/or customers throughout the entire food sector."⁷⁰ A study of Alameda County's food processing sector found that it is the largest traditional manufacturing industry in the County of Alameda, and that, "One job in Alameda County food processing supports 7.5 additional jobs throughout the region: e.g., manufacturing, distribution, warehousing, testing, services."⁷¹

Food processing also has the potential to contribute to Oakland's "green jobs" economy, connecting workers with employment and skills in an industry that promotes environmental sustainability and innovative market development. Additionally, "Many jobs in food processing are entry-level positions; such jobs fit Alameda County's Welfare Project's description of sustainable jobs."⁷²

The study found that although some consolidation has occurred in the industry, "emerging small- to medium- sized companies, particularly those that depend on proximity to local markets and distribution networks, continue to grow."⁷³ The importance of these

"Food processing also has the potential to contribute to Oakland's "green jobs" economy, connecting workers with employment and skills in industries that promote environmental sustainability and innovative market development."

characteristics in linking Oakland's food processing sector to local food distribution and retail is clear. Additionally, some of the trends observed among food processing companies, including serving gourmet and specialty markets, distributing locally, delivering fresh products on a daily basis⁷⁴, and serving new consumer tastes are particularly well-suited to taking advantage of increased local food opportunities. The study concluded that Alameda County was a regional center for food processing, based on its established network of local food companies and suppliers, its base of skilled employees, high water quality, proximity to growing regions, and inter-modal transportation network. They emphasized the role that local government and educational institutions can have on supporting this regional economic base.⁷⁵ City policy that can link local food processing to local food distribution holds great promise in building economic opportunities in this sector.

Co-op commercial kitchens and **kitchen incubators** are one of the small-scale food processing models that could provide small entrepreneurs with opportunities to build their businesses and develop job skills. Many small-scale food processors (such as making salsa,

⁷⁰ Ibid.

⁷¹ "Food Processing Study." *Alameda County's Jobs & Economic Development Project*. Prepared for the Alameda County Board of Supervisors. February 1998. April 2006.

<<http://www.edab.org/study/Food%20Processing%20Study.PPT>>

⁷² Hansen, Murakami, Eshima. "Alameda County's Jobs & Economic Development Project: Food Processing Study." *Alameda County Economic Development Alliance for Business (EDAB), Community Bank of the Bay*. February 1998. April 2006. <<http://www.edab.org/study/Food%20Processing%20Study.pdf>>.

⁷³ Ibid.

⁷⁴ Ibid.

⁷⁵ "Food Processing Study." *Alameda County's Jobs & Economic Development Project*. Prepared for the Alameda County Board of Supervisors. April 2006.

<<http://www.edab.org/study/Food%20Processing%20Study.PPT>>

jams, etc.) cannot afford to set up a commercial kitchen for their own use solely. In the Bay Area, this is a particularly large obstacle. Sharing or renting space in a commercial kitchen incubator is one way that these business owners can lower their financial burden and risk while building their business. Several businesses owners have already requested these services from Oakland's Community and Economic Development Agency.⁷⁶ See "Chapter 6, Toward a Sustainable Food Plan for Oakland: Recommendations" for more information. Community Supported Agriculture

Community Supported Agriculture (CSA's)

Community Supported Agriculture (CSA) is a form of direct-marketing, whereby individual farms or groups of farms sell "shares" of their products to individuals, and distribute products either to designated drop-off sites or to customers' homes. CSA's allow farmers to spread some of the financial risk of the year's harvest to shareholders, since membership fees guarantee income flows. CSA's also support direct farmer-consumer relationships, allowing farmers to earn 100% of the retail value of their products than through conventional retail markets. Approximately 82¢ to 93¢ of every dollar spent on organics at grocery stores goes to middle-men, while farmers earn only 7¢ to 18¢.⁷⁷ Additionally, produce is fresh, local, seasonal and often grown with organic or pesticide-free, sustainable farming techniques. Oakland residents currently enjoy deliveries from 7 CSA's.⁷⁸

Other Innovative Distribution Models

It is worth discussing several innovative distribution models that, while not currently in place in Oakland, could contribute to the viability of increasing local produce consumption as well as ensuring equity in food distribution.

Because one of the biggest challenges in developing local food markets is ensuring access by low-income and price-sensitive consumers (who often stand to benefit the most from

CSA's Delivering in Oakland

- **Eatwell Farm** •
(Yolo County)
- **Capay Organic** •
(Yolo County)
- **Full Belly Farm** •
(Yolo County)
- **Frog Hollow Farm** •
(Contra Costa County)
- **Riverdog Farm** •
(Yolo County)
- **Terra Firma Farm** •
(Yolo County)
- **Winter Creek Gardens** •
(Yolo County)

Source: "Find Organics." Om Organics. March 2006. <<http://www.omorganics.org/page.php?pageid=63>>.

⁷⁶ Lederer-Prado, Margo. Business Development, Brownfields Administration. Community & Economic Development Agency. Personal Interview. 3 February 2006.

⁷⁷"Find Organics." *Om Organics*. April 2006. <<http://www.omorganics.org/page.php?pageid=63>>.

⁷⁸ Ibid.

increasing access to and consumption of fresh, nutritious foods), distribution models have been proposed that attempt to bridge the affordability and access gap.

Non-retail Wholesale Markets

One of the new models discussed by Josh Miner, a food systems analyst formerly with the UC California Extension for Alameda County, is a “non-retail” wholesale market that may include not-for-profit activities and that is “explicitly designed to serve low-income communities.” This type of wholesale market would purchase local produce and distribute it to a range of customers and clients, from high-end restaurants and specialty food processors who require top quality produce and farm products, to corporate clients who wish to invest their food dollars in a socially responsible way, to schools and other institutions that operate under extremely limited budgets. This model balances the costs and benefits of local food markets, “reducing prices for consumers while continuing to pay producers a fair price.”⁷⁹

Some of the major suggestions that emerge from Miner’s work with food security and food distribution include developing wholesale markets that distribute local products to customers engaged in for-profit endeavors, while building in pricing mechanisms that allow non-profit entities engaged in food security and nutrition activities for low-income and institutional communities to take advantage of the convenience of purchasing local food in bulk quantities. In exchange for reducing mark-ups when selling to not-for-profit customers, city governments could offer tax and other business incentives to these wholesale markets, in addition to other outside incentives from agencies such as the United States Department of Agriculture. In order for this type of model to be sustainable over the long term, both supply and demand relationships must be developed, by encouraging local farmers to produce more than they are currently producing for a local market, and by creating new customer markets for these products. Additionally, long-term financial feasibility requires the subsidization of distribution activities by “value-added activities (e.g., restaurant sales or food business development).” This creates a revenue stream which can secure not-for-profit distribution activities. Wholesale markets such as these could build on existing local food distribution networks, such as farmers’ markets and CSA’s, to create successful market relationships.⁸⁰

Example of Wholesale Market Study: New York Wholesale Farmers’ Market

A major economic feasibility study conducted to determine the viability of a wholesale farmers’ market for the New York City Region found that, “While some farmers have adapted their operations to grow specialty farm and food products for city retailers, restaurants, and institutions, many farmers describe the lack of an efficient means of food distribution as the key obstacle to gaining customers and expanding sales.”⁸¹ After finding a

⁷⁹ Miner, Josh. “Overcoming Cost Barriers Associated with Local Foods: Bringing Community Food Security Projects to Scale Through Partnerships with Community-Based Non-Profits and the Development of Non-Retail Direct Markets.” Unpublished Manuscript.

⁸⁰ Ibid.

⁸¹ Market Ventures, Inc., Karp Resources, Urbanomics of New York & New Jersey, Hugh A. Boyd Architects, Buckhurst Fish & Jacquemart, Inc. “Executive Summary.” *A Study on Development of New York City Wholesale Farmers’ Markets*. January 2005. Prepared for: New York State Department of Agriculture and Markets,

substantial economic demand for local food, the report concluded that “a major, long-term opportunity exists to strengthen New York State agriculture by enabling farmers and producers to market increased volumes and varieties of farm products through a NYC wholesale farmers’ market.⁸² The study cited a number of economic, social, and environmental benefits that could be achieved through the development of such a market, including increased efficiency in marketing and distribution, enhanced buyer access and supply of specialty products, protection of regional farmland, support for institutional purchasing (by public schools and others), and enhanced regional food security.⁸³ For more information on the NYC Wholesale Farmers’ Market Study, see the case study in “Chapter 6, Toward a Sustainable Food Plan for Oakland: Recommendations.”

Conclusions from the NYC Wholesale Farmers’ Market Study

“The study has documented strong interest and enthusiasm for use of a New York City wholesale farmers’ market by New York State farmers and city wholesale food buyers. It showed that other world class cities such as Toronto and Paris have benefited greatly from the development of public wholesale farmers’ markets. It identified **significant potential economic benefits of a market for farming regions** of New York State, where effective strategies beyond farmland preservation measures are needed for keeping farms in production in face of strong development pressures. It also projected **significant benefits for New York City in terms of economic development, cuisine and culture, food security, and improved access for low income consumers to nutritious food**, including those served by government nutrition programs such as the school lunch program.” (Emphasis added)

Source: Market Ventures, Inc., Karp Resources, Urbanomics of New York & New Jersey, Hugh A. Boyd Architects, Buckhurst Fish & Jacquemart, Inc. “Executive Summary.” *A Study on Development of New York City Wholesale Farmers’ Markets*. January 2005. Prepared for: New York State Department of Agriculture and Markets, Albany, NY and USDA and Agricultural Marketing Service, Washington, DC. 24 February 2006.
<<http://www.wholesalefarmersmarketnyc.com/res/NYCWFMExecutiveSummary.pdf>>.

Example of Social Equity in Local Produce Distribution: The Grower’s Collaborative

The Growers Collaborative, a Ventura, California-based distribution project of the non-profit Community Alliance with Family Farmers (CAFF), contracts with individual “small, sustainable family farms” farmers. As a local food distributor, the Growers Collaborative attempts to provide these farmers with new, profitable markets for their products, and to provide schools and other institutions with the opportunity to serve local, fresh, sustainable products at an affordable price. Although currently funded by a grant from the USDA, the Grower’s Collaborative aims to increase financial sustainability by broadening its client base

Albany, NY and USDA and Agricultural Marketing Service, Washington, DC. 24 February 2006.
<<http://www.wholesalefarmersmarketnyc.com/res/NYCWFMExecutiveSummary.pdf>>.

⁸² Ibid.

⁸³ Ibid.

to include private corporations whose social investment in local products helps subsidize the costs of other less affluent clients. The Grower's Collaborative aims for a client profile mix of 40 percent "high social return" (e.g., public schools and other extremely price sensitive clients), 40 percent "social and fiscal return" (e.g., hospitals and other institutional clients) and 20 percent "fiscal return" (e.g., private corporations and other higher profit margin institutions).

The farms with whom the Grower's Collaborative contract primarily grow crops on under 80 acres of land, are organic or pesticide free, and are trying to holistically improve environmental conditions. Although not currently required, the Grower's Collaborative is planning on instituting a clear written "declaration" by farmers of what they do and why it is sustainable, with the Grower's Collaborative auditing farms for compliance.

Every week, the Grower's Collaborative calls farmers to find out what they want to sell. Farmers are responsible for bringing their products to their warehouse. The Grower's Collaborative requires minimal overhead and space: approximately 800-1,200 sq ft of refrigerated warehouse space, and one or two distribution trucks.

Currently, the Growers Collaborative works primarily with public schools, private schools and hospitals. Because they work within the budgets of schools, the types of foods they currently offer to schools is limited. However, contrary to perceptions that local foods are prohibitively expensive for public schools, the Grower's Collaborative has been able to save money for the school districts with whom they are working, on average over the course of the year. In one year, the Grower's Collaborative sold \$120,000 worth of fresh, local produce to Ventura Unified, a school district of over 17,600 students.⁸⁴ Local foods, "don't cost more money, but they do take more time."⁸⁵ Increasing consumption of local foods in schools requires receptive and enthusiastic school administrators.

The Grower's Collaborative is exploring options for additional programmatic activities. They are currently preparing a feasibility study for Kaiser Permanente for distributing local produce to hospitals and opening farmers markets or farm stands in small cafeterias. Working with a community-based organization in Central Los Angeles, they are including job skills and training through a small commercial kitchen-food processing venture.

The Grower's Collaborative has plans to expand into five California "hubs," of which the Bay Area is one. Each expansion costs approximately \$200,000 in staff, overhead, and other expenses. (See Chapter 6 for a case-study description of CAFF and the Grower's Collaborative)

⁸⁴ "Ventura Unified District Profile: Fiscal Year 2004-05." *Ed-Data Website*. April 2006. <<http://www.ed-data.k12.ca.us/profile.asp?fyr=0405&county=56&district=72652&Level=06&reportNumber=16>>.

⁸⁵ Fernald, Anya. Personal Interview. 3 April 2006.

City Initiatives and Policies

Land Use Planning

Within land use planning, the lynchpin to a viable food distribution and processing sector is planning for available industrial land. Oakland's Land Use and transportation element acknowledges the role that industrial land in general plays in Oakland's economy: "The City's potential for future economic expansion is furthered by...a strong established industrial presence and room to grow,"⁸⁶ and suggests that "Since Oakland is a built-out City, development and reuse of underutilized industrial acreage is critical for continued growth."⁸⁷

Food processing through commercial kitchens, bakeries, and food packaging requires industrial inputs such as low-cost land, transportation access (for trucking, airports, ports, railroads, etc.), water and energy. "Best Practice" land use planning for industry attempts to locate industrial land in areas that have good access to all these inputs. Preserving the affordability of industrial land through zoning is one of the ways that land use planning can maintain the viability of industry in high-cost land markets.

Oakland, a port city with a strategic Bay Area location and a major historical industrial presence, plays a significant role in the Bay Area and nationally in food processing. However, Oakland is now facing substantial pressures from developers who buy industrially-zoned land and wish to convert it to residential land uses. Currently, the city has 699 acres of "general industrial land," or 1,273 acres including "light industrial" that the Community and Economic Development Agency has recommended for retention.⁸⁸ While not exclusively designated for "food processing," **preserving this land as industrially zoned will protect existing food processing businesses and allow for potential expansion or new business attraction.** It is important to note that the transition from industrially-zoned land to zoning for other types of uses is not automatic; it requires a legislative action by the City Council.⁸⁹

The criteria that CEDA has developed for rezoning industrial land is designed to consider the impacts that this decision has on the economic, social, and environmental health of the City and includes the following: "General Plan- Consistency with Other Elements of the General Plan;" "Economic Benefit;" "Environmental Quality;" "Transportation Modes and Transit Oriented Development." Adopting these recommendations and valuing the broader impact that retaining industrially-zoned land has on the City would be important steps in ensuring that food processing continues to be viable in Oakland.

⁸⁶ "Oakland General Plan: Transportation and Land Use Element," p. 37. City of Oakland, CA. March 1998.

⁸⁷ "Oakland General Plan: Transportation and Land Use Element," p. 23. City of Oakland, CA. March 1998.

⁸⁸ Community and Economic Development Agency (CEDA). "A Report Forwarding Recommendations on Industrial Land Use Policy and Proposed Criteria for the Conversion of Industrial Land to Non-Industrial Uses." City of Oakland. 8 November 2005.

⁸⁹ Under CA law, all zoning changes are "legislative actions" taken by a City Council or Board of Supervisors, and are subject to initiative and referendum.

Fulton, William. " *Guide to California Planning*, S.E. Point Arena: Solano Press Books. 1999.

Development Agreements

A development agreement (within or without of a redevelopment framework) could be a particularly useful tool for Oakland in locating or developing a wholesale produce market space. **Development agreements are bi-lateral agreements (contracts) between cities and developers, which allow both parties to benefit from a proposed development.** In this case, developers who want to develop existing industrial land as a non-industrial use could only be allowed to do so under the condition that they dedicate land and/or resources towards a food use (in this case a wholesale produce market). Development agreements could be just as useful in ensuring that food retail (grocery stores or market space) is incorporated into new developments.

Developing a successful wholesale farmers'/produce market could potentially require a significant amount of land and resources on the part of the developer; however, large projects with substantial capital on the line may have more discretion. An agreement of this kind could provide an excellent opportunity for a unique economic and social development endeavor as well as keep a crucial piece of the food system operating in Oakland.

Summary of Key Findings and Barriers

This chapter has discussed food processing and distribution in Oakland's context, along with some distribution models that could contribute to improvements in the sustainability of Oakland's food system. Oakland currently has a substantial food processing and wholesaling sector base. However, global trends are concentrating food processing and distribution in the hands a few corporate players, while local dollars leave the local economy and national and global food systems players benefit from Oakland's substantial food demand. Municipal policy that can combat concentration and help decentralize food system components will result in more local dollars being reinvested into the local economy, and will support local entrepreneurialism and local knowledge. While there are many opportunities for creative and entrepreneurial solutions that benefit Oakland residents, increase local food consumption, and improve sustainability, a critical component for the success of these initiatives is political will.

Oakland is at a major crossroads in terms of its food processing sector. As food processing (like many other industrial land uses) becomes less and less viable through decreasing available industrial land and increasing rents, this economic base may erode, leaving a gap in Oakland's ability to maintain a local food system. As discussed in the EDAB food processing study, without serious political and structural support, "Companies will choose to locate in other parts of Northern California as they make their next round of investment decisions, and the need to upgrade or expand existing facilities."⁹⁰ Encouraging growth in the food processing sector should include targeting assistance in locating land for start up businesses and existing business who desire to expand.

As Oakland looks to become a leader in green jobs and sustainable economic development, food processing is a key sector for investment. Local food processing jobs can bring

⁹⁰ Hansen, Murakami, Eshima. "Alameda County's Jobs & Economic Development Project: Food Processing Study." *Alameda County Economic Development Alliance for Business (EDAB), Community Bank of the Bay*. February 1998. April 2006. <<http://www.edab.org/study/Food%20Processing%20Study.pdf>>.

sustainable development into a broad community-based context, allowing low-income and low-skilled individuals to build skills through jobs that benefit Oakland's economic, environmental, and social systems.

Food wholesaling and distribution is also vulnerable to being “squeezed out” of Oakland. Because of Oakland's strategic Bay Area location, it is in an excellent position to expand food wholesaling and distribution activities with a focus on local food and improving access for low-income communities; however, policy and action is needed to achieve this vision. With some upfront city assistance in locating and leasing warehouse space, non-retail wholesale distribution networks like the Grower's Collaborative could serve as an important link in connecting local food and sustainable food system outcomes. As Anya Fernald from the Grower's Collaborative stated, “If you want to survive economically, you really need to make [your market] broader.”⁹¹ This means developing new markets for local food products and incentivizing more local food production. Oakland has an opportunity to position itself to not only increase local food consumption, improve access to food, increase food security, and support its schools and institutions through fresh, local, food within the city itself, but also to serve as a center of local food distribution and processing activity within the Bay Area.

⁹¹ Fernald, Anya. Personal Interview. 3 April 2006.

Chapter 4. Consumption

Food consumption includes all activities and processes by which an individual, society and culture acquires (e.g. purchases, strategizes, manages, ingests, digests) and utilizes food material that has been produced and distributed.⁹²

Food plays a large role in the overall health of a community and of individuals. **The quality, accessibility, affordability and cultural appropriateness of food within a community should be a critical measurement of community sustainability.** With an increased awareness of the linkages between food and health, communities have begun to focus on food retail as an important intervention point in improving the sustainability of the food system. Food retail can serve as community gathering places (especially restaurants and market-type establishments), and vibrant, community-serving food retail establishments have the potential to revitalize neighborhood commercial centers.

This chapter will discuss the general infrastructure of Oakland's food retail sector, including food expenditures, amount and types of "traditional" commercial retail establishments as well as farmers' markets. We will also discuss the limitations of this infrastructure that contribute to food insecurity among segments of the City's population, as well as current city activities that relate to food retail and food security, as well as suggestions for how these resources might be better employed.

Oakland Food Retail - Why is it Important?

Because Oakland residents rely on some form of food retail for consumption, understanding the food retail landscape (both through "traditional" grocery or corner stores, as well as direct-marketing models such as farmers' markets) is central to the success of a "30% Local Food" plan. A food retail sector that is capable of effectively and sustainably serving its community offers a culturally appropriate, accessible, and affordable selection, preferably of **fresh, nutritious, locally produced and processed foods.**

Food Retail Demand

One way to assess food retailing and the potential market for local food in Oakland is an analysis of Oakland's current market demand for food. This aggregate number can tell us the food purchasing power of Oakland residents. It can also be compared with the value of food produced in our local foodshed, defined as the area within the City of Oakland and 32 surrounding counties in three distinct regions (See "Chapter 2, Production" for a detailed discussion of the local foodshed, the types of food products currently grown, as well as the total value of food products produced).

⁹² "2004 Annual Report: Partners Growing Toward the Future, Food Systems Consortium Highlights." www.foodsystemconsortium.org/files/Consortium_InsideFINAL.pdf

Table 4.1: Oakland Annual Food Expenditures: Market Demand

Number of consumer units ("households")*	150,888	
Total income before taxes (thousands)**	\$11,375,452	
Total average annual expenditures (thousands)**	\$8,474,176	100.0%
Food (thousands)	\$1,072,512	12.7%
Food at home	\$587,860	6.9%
<i>Cereals and bakery products</i>	\$78,160	13.3%
<i>Meats, poultry, fish, and eggs</i>	\$147,116	25.0%
<i>Dairy products</i>	\$58,846	10.0%
<i>Fruits and vegetables</i>	\$119,051	20.3%
<i>Other food at home</i>	\$184,838	31.4%
Food away from home	\$484,653	5.7%
Measuring Demand Potential for Local Food		
		% of Local Foodshed Value
Total Value of Food Produced in Local Foodshed (thousands)***	\$16,000,000	
100% of Oakland Food Expenditures (thousands)	\$1,072,512	6.7%
30% of Oakland Food Expenditures (thousands)	\$321,754	2.0%

*U.S. Census Bureau, 2000

**U.S. Bureau of Labor Statistics. *Average annual expenditures and characteristics, Consumer Expenditure Survey, 2003-2004*

***United States Department of Agriculture. *2002 Census of Agriculture*

Table 4.1 shows Oakland's annual expenditures on food and the demand potential for local food. By comparing Oakland's food expenditures as demand, and the value of products produced in our local foodshed, we see that there is substantial demand for food that could be met by regional and local products. Oaklanders spend over \$1 billion on food per year, representing 12.7 percent of their total yearly expenditures. Of food expenditures, a little over half are made on food within the home, and a little under half are made on food away from home. If 100 percent of the \$1 billion in annual Oakland food expenditures was invested in locally-produced products, this would account for only approximately 7 percent of the \$16 billion in food value produced by our local foodshed. **If 30 percent of Oaklander's food expenditures were spent on local food, this would represent a market demand of over \$300 million, or 2 percent of the total food value**

"If 100 percent of the \$1 billion in annual Oakland food expenditures was invested in locally-produced products, this would account for only approximately 7 percent of the \$16 billion in food value produced by our local foodshed"

produced by our local foodshed. An increase in expenditures on local food would bring multiple local economic benefits by tapping into the development potential created through recycling local dollars in the local economy as well as providing viable markets for regional and local agriculture.

One of the current efforts taking place in Oakland to increase local purchasing, including local foods, is an initiative undertaken by the **Business Alliance for Local Living Economies (BALLE)**. BALLE, an alliance of local business networks dedicated to building "Local Living Economies," comprises 28 business networks with more than 4,500 business members nationwide.⁹³ The Oakland Merchant's Leadership Forum has joined the BALLE network, and plans to develop a local "food-focused" directory as part of its "**Local First**" campaign, in conjunction with the City's "**Shop Oakland**" campaign, to encourage citizens to buy from locally owned businesses whenever possible to keep money circulating within the community.

Full Service Grocery Demand in Underserved Communities: Oakland Examples

It is important to point out that food retail demand in the inner-city in general is often unmet. This creates a potential for expanding market opportunities in capturing local expenditures. As discussed in the California Food Policy Advocate's (CFPA) report, "Neighborhood Groceries: New Access to Healthy Food in Low-Income Communities," there is significant demand in currently under-served areas of Oakland for food retail. For example, a 1992 study conducted by the Walter A. Haas School of Business at the University of California, Berkeley, in Oakland's Fruitvale district found that nearly 80 percent of the neighborhood's \$44 million potential food expenditures was lost to food stores outside of Fruitvale.⁹⁴

CFPA also cited a number of studies showing that inner-city stores in Oakland actually outperform regional averages for sales per square foot, of which the presence of a large, concentrated consumer base as well as large unmet demand contributes.⁹⁵ Among the main criteria that consumers listed influencing their choices of where to shop were:

- ▶ High quality produce
- ▶ High quality meat
- ▶ A wide selection of products
- ▶ Store cleanliness and convenience of locations
- ▶ Having products in stock

Local food has the potential to represent a significant source of nutritious, fresh, and healthy food products to meet consumer demand. Even though these products are typically pinned

⁹³ "Home." *Business Alliance for Local Living Economies*. 31 March 2006. <<http://www.livingeconomies.org/>>

⁹⁴ Bolen, Ed; Hecht, Ken. "Neighborhood Groceries: New Access to Healthy Food in Low-Income Communities." *California Food Policy Advocates*. January 2003. January 2006. <<http://www.cfpa.net/Grocery.PDF>>.

⁹⁵ Ibid.

as “premium” products that only demanded by wealthy communities, the CFPA report importantly found that low-income communities are concerned with the freshness and quality of produce. Local food could serve consumer demand at many income levels, if available at retail outlets.

Gateway Foods and **Gazzali's** are both examples of full-service grocery stores that have opened in Oakland's underserved communities. Gateway foods was developed though a partnership between the East Bay Asian Local Development Corporation, the Oakland Community Organizations and the Westside Economic Development Corporation. When it opened in 2000, Gateway Foods was the first full-service grocery store to open in West Oakland in roughly a decade. The original owner was lauded as an independent grocer who was brought lower prices and better selection than existing infrastructure of corner stores had to offer. However, he sold the store after four years, citing a lack of community support. The new owner, Keven Kim, had owned a smaller neighborhood Asian-oriented market. After this sale, Gateway Foods was reborn as a largely Korean and Asian specialty foods store, provoking some outcry from the neighborhood's African-American community, who felt their cultural food preferences were not being met.⁹⁶

Fresh, Nutritious and Local Food: Low-Income Demand

“Research...shows that low-income individuals want to buy healthy foods such as fresh produce. Surveys at “whole health” food stores — where 30 percent of the shoppers had incomes of less than \$35,000 — found no distinction between income levels among health-conscious shoppers seeking highly nutritious food. Similarly, a focus group of low-income women conducted for the Berkeley Youth Alternatives Garden Patch project found a strong preference for high quality, fresh produce.”

For more information, see: “Neighborhood Groceries: New Access to Healthy Food in Low-Income Communities.” *California Food Policy Advocates*. January 2003. January 2006. <<http://www.cfpa.net/Grocery.PDF>>.

The story of Gateway Foods is a product of the history of a neighborhood that had no grocery stores; there is a significant amount of pressure on the store to cater to the residents' needs while attempting to succeed in a market where many people may have been forced to alter their shopping patterns, eating fast food or shopping at corner stores for a few types of durable food goods instead of patronizing a grocery store.

Gazzali's opened in Eastmont Town Center, in 2004. Eastmont had not had a supermarket since 1996. The 30,000 square foot store required \$1.8 million in renovation. The presence of the supermarket has helped contribute to a rise in the number of tenants in Eastmont

⁹⁶Burt, Cecily. “Residents upset by grocery's changes,” *Oakland Tribune*. Nov 22, 2004. February, 2006. <http://www.ourbigcountry.com/p/articles/mi_qn4176/is_20041122/ai_n14587918>.

Town Center, which went from 30 percent leased in the five years before Gazzali's opened to 85 percent leased.⁹⁷

Another independent, popular full-service grocery store is **Farmer Joe's**. Farmer Joe's expanded its original Laurel district grocery store to a second location in a former Albertson's in the Dimond district. Farmer Joe's is primarily a natural foods and produce store.⁹⁸ The neighborhood was enthusiastic about the new store, setting up web message boards where community members could post suggestions for particular items, how to make the store accessible as a "community store," or simply messages of support.⁹⁹

Both **People's Grocery** and the **West Oakland Food Collaborative** are exploring options to open cooperative grocery stores in West Oakland. People's Grocery plans to open a "revitalized mixed use commercial and health service district and low-moderate income housing facility." This "Lifestyle center" format will combine "office, retail, non-profit services, residential and open space to promote healthy lifestyles, community gathering and dialogue." Included in this development will be a full-service grocery store featuring local produce, a "demonstration/education garden" and "living produce department" in which customers harvest fresh herbs," as well as cooking classes, a holistic health clinic, and a café.¹⁰⁰

The Environmental Justice Institute (EJI) and other members of the West Oakland Food Collaborative, are currently in lease negotiations with BRIDGE Housing for a space at the new Mandela Gateway Apartments. The coop will be a full service worker-owned store that features African American and other ethnic foods, and can set the trend for the new West Oakland BART transit village as a cultural destination. (For more information on these organizations activities, see "Community Food Security Initiatives in West Oakland," in Part Two of this Chapter, "Food Security.")

While each of these stores maintains a different format and community focus, they all represent examples of a recent trend in Oakland: independent, full-service grocers entering vacant or underutilized spaces (often left from national chain grocery stores, such as Albertsons or Safeway). In acutely underserved areas, grocery stores may face the pressure to be more responsive to community needs, and community support for these stores is critical to their success. However, there are also many opportunities for full-service grocery stores to capture the retail demand of these neighborhoods and provide accessible, culturally-appropriate, affordable food. Emphasizing fresh, nutritious and local foods to these retail stores would go even further in serving consumer demand while promoting sustainable food system community goals.

⁹⁷ Bailey, Chauncey. "Gazzali's, Eastmont center's new supermarket, praised." *Oakland Tribune*. 8 June 2004. March 2006. <http://www.findarticles.com/p/articles/mi_qn4176/is_20040608/ai_n14575696>.

⁹⁸ Casey, Laura. "Goodbye, Crazy John's; hello, Farmer Joe's." *Oakland Tribune*. 24 September 2004. March 2006. <http://www.findarticles.com/p/articles/mi_qn4176/is_20040924/ai_n14586254>.

⁹⁹ "Show Support for Farmer Joe's." *Dimond district internet message board*. 8 August 2005. March 2006. <<http://www.dimondnews.org/forum/viewforum.php?f=71>>.

"Farmer Joe's Seeking Input for 'Community Store.'" *Dimond district internet message board*. 26 February 2006. March 2006. <<http://www.dimondnews.org/forum/viewforum.php?f=24>>.

¹⁰⁰ People's Grocery. "Overview." Personal Communication. 8 March 2006.

Food Retail Stores

Food retail takes a number of forms in Oakland. Grocery stores, convenience or “corner stores,” specialty food stores, and farmers’ markets all represent different types of food retail. The location of these stores, types of food available, and affordability of food offered may vary significantly by type and size. Considering the case of farmers’ markets separately, we can analyze food retail establishments in Oakland based on accessibility, affordability, and selection (particularly of fresh, nutritious foods such as fruits and vegetables, dairy and meats).¹⁰¹ “Access” implies physical location as well as context and organization. For example, a food retail outlet offering a good selection of fresh and culturally appropriate food might be located 1 mile from a consumer. How the consumer is connected to that retail outlet via available transportation (i.e., public transit, walking, or private vehicle) may greatly affect the “accessibility” of the site.

Organic Food Stores in Oakland

Farmer Joe's Marketplace
3501 MacArthur Blvd./35th Ave., 510-482-8178

Farmer Joe's Produce & Market
3501 MacArthur Blvd, Oakland, CA
(510) 482-8178

Food Mill
255 W. MacArthur Blvd./Piedmont Ave., 510-595-3633
3033 MacArthur Blvd./Coolidge Ave., 510-482-3848

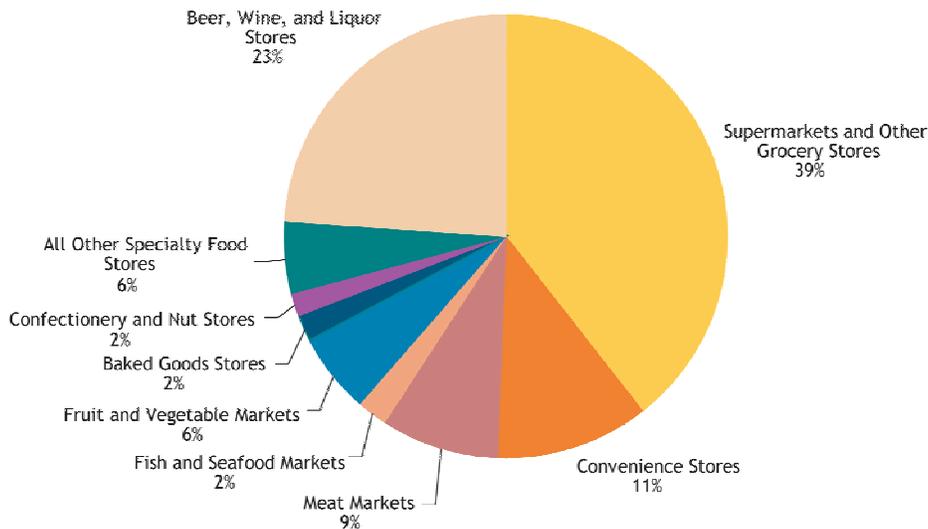
Great Harvest Bread Co.
5800 College Ave., 510-655-4442

Organic Restaurants in Oakland

A Cote · Arizmendi Bakery · Baywolf · Blue Bottle Coffee Co. · Caffe 817 · Dona Tomas · Dopo · Jojo · Nelly's Java · Nomad Café · Oliveto · Pizzaiolo

Source: “Find Organics.” Om Organics. March 2006. <<http://www.omorganics.org/page.php?pageid=63>>.

Figure 4.1: Food Retail by Store Type, Oakland 2004



¹⁰¹ While fine-grained survey information on retail locations and food offerings is not available at the City level for Oakland, we can make generalizations based on the NAICS classifications and store size as to selection and accessibility.

Table 4.2 shows food retail by type in Oakland, according to the North American Industry Classification System (NAICS):

Table 4.2: Food Retail by Store Type, Oakland, 2004¹⁰²

<i>Type of Retail</i>	<i>Type of Food Product</i>	<i>Number of Establishments</i>	<i>% of Total</i>
Supermarkets and Other Grocery (except convenience) Stores	General line of food, such as canned and frozen foods; fresh fruits and vegetables; and fresh and prepared meats, fish, and poultry. Includes delicatessens.	143	39.5%
Convenience Stores	A limited line of goods that generally includes milk, bread, soda, and snacks.	40	11.0%
Meat Markets	Fresh, frozen, or cured meats and poultry.	31	8.6%
Fish and Seafood Markets	Fresh, frozen, or cured fish and seafood products.	8	2.2%
Fruit and Vegetable Markets	Fresh fruits and vegetables.	21	5.8%
Baked Goods Stores	Baked goods not for immediate consumption and not made on the premises.	7	1.9%
Confectionery and Nut Stores	Candy and other confections, nuts, and popcorn.	6	1.7%
All Other Specialty Food Stores	Miscellaneous specialty foods (except meat, fish, seafood, fruit and vegetables, confections, nuts, popcorn, and baked goods).	20	5.5%
Beer, Wine, and Liquor Stores	Packaged alcoholic beverages, such as ale, beer, wine, and liquor.	86	23.8%
All Food and Beverage Stores:		362	100%

It should be noted that this data comprises only part of the food retail picture; it represents the limited ability of the NAICS to categorize and measure food retail. Smaller establishments or stores that sell food may not be listed in this count, especially those which do not earn the majority of their income from food sales (gas stations, for example). Others establishments may be misclassified. Yet, this data is the best available way to measure food retail activities at the city level.

As shown in Table 4.2 and Figure 4.1, and “Supermarkets & other grocery (except convenience) stores” comprise the majority of food retail establishments in Oakland. Although supermarkets and other grocery stores comprise the largest portion of food retail at the City level at 39% (and 83% of total food sales¹⁰³), **it is important to look at how the location and size of these stores affects the accessibility, affordability and selection of food.**

¹⁰² City of Oakland Community and Economic Development Agency (CEDA), 2004.

Please note that this information is derived from NAICS business classification, and may contain some classification inaccuracies. However, this represents the most available data on food retail.

¹⁰³ City of Oakland Community and Economic Development Agency (CEDA), 2004.

Figure 4.2: Oakland Food Retail by Store Type, Population Density per Square Mile

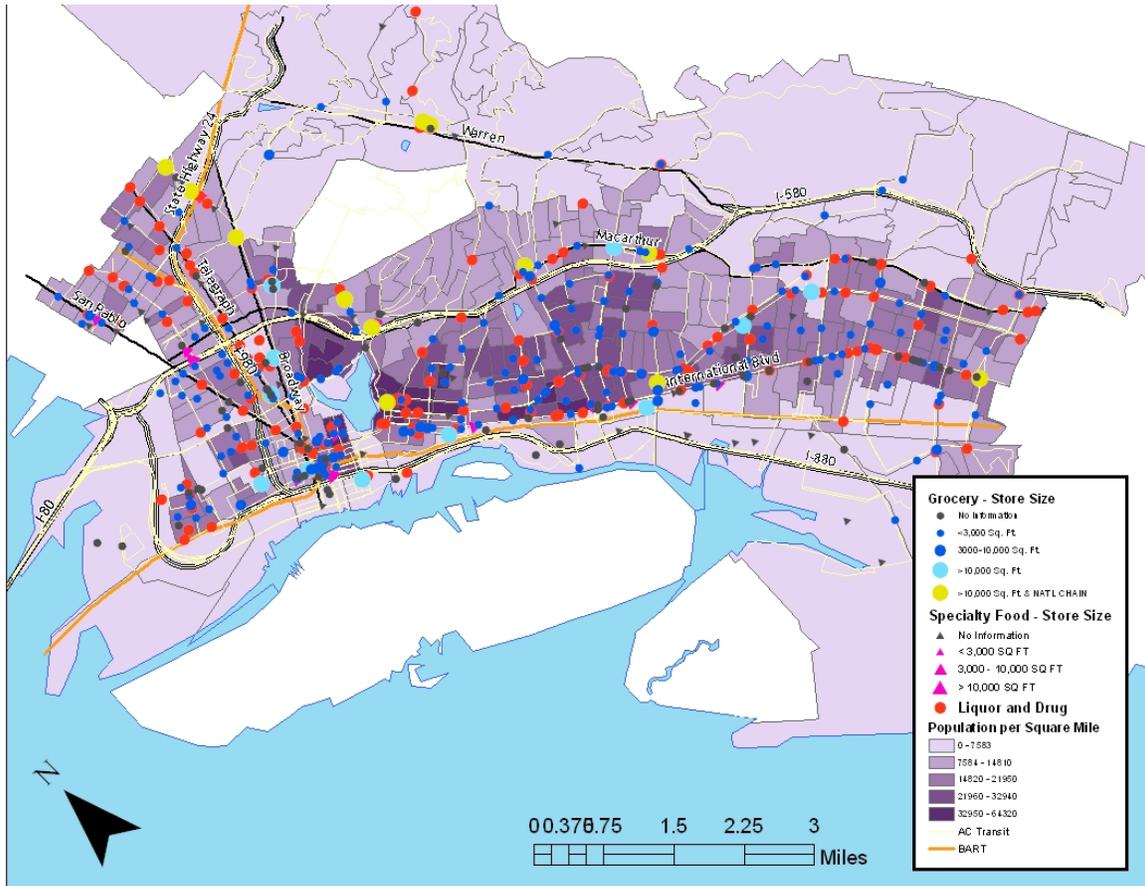


Figure 4.2 shows food retail stores in Oakland and population density per square mile. Food retail is differentiated by type (“Grocery,” “Liquor and Drug,” and “Specialty Food.”)¹⁰⁴ Within these categories, square footage distinctions are made for the “Grocery” and “Specialty Food” categories.¹⁰⁵ For stores over 10,000 square feet, “Grocery” is additionally categorized by whether or not the store is a national chain.¹⁰⁶ Types of food retail available vary in different parts of the city, with some areas that lack large food retail stores being primarily served by small liquor and food retail establishments (convenience or “corner stores.”)

¹⁰⁴ Categories were aggregated from Oakland Community and Economic Development Agency categories for food retail.

¹⁰⁵ Alameda County Department of Public Health, 2005.

¹⁰⁶ Ibid.

The affordability and selection of food offered at a retail establishment is generally associated with store size (“square footage”), with larger food retail (10,000-45,000 square feet, or over) providing full-service grocery, and smaller stores (3,000 square feet or less) catering more to convenience items such as packaged snacks, tobacco, alcohol, etc. For many communities, full service grocery stores are the most desirable type of food retail, as they provide a wider variety of food and generally lower prices than corner stores.

In Oakland, some neighborhoods have been historically underserved by full-service grocery stores, which can contribute to community food insecurity (see “Food Insecurity – Why is it Important? p. 62) In these neighborhoods, smaller convenience stores or corner stores fill the food retail gap left by a lack of full service grocery. While they may be accessible, they often lack a selection of foods that meet the fresh and nutritious criteria.

Figure 4.3 shows “full-service” grocery stores (10,000 square feet or larger), and percent of households without access to a car. The “buffers” around each location represent ¼ mile and 1 mile “service areas” along Oakland streets, with ¼ mile being the distance a person would reasonable walk to a grocery store, and 1 mile representing a 20 minute walk or a 5 minute drive. This figure shows that households in some neighborhoods (West Oakland, Central East Oakland, and Far East Oakland) are more likely to lack access to full service grocery. Especially for those neighborhoods where rates of access to cars is low, proximity to full-service grocery outlets is even more critical to accessibility.

Figure 4.3: “Full-Service” Food Retail and Vehicle Access, Oakland

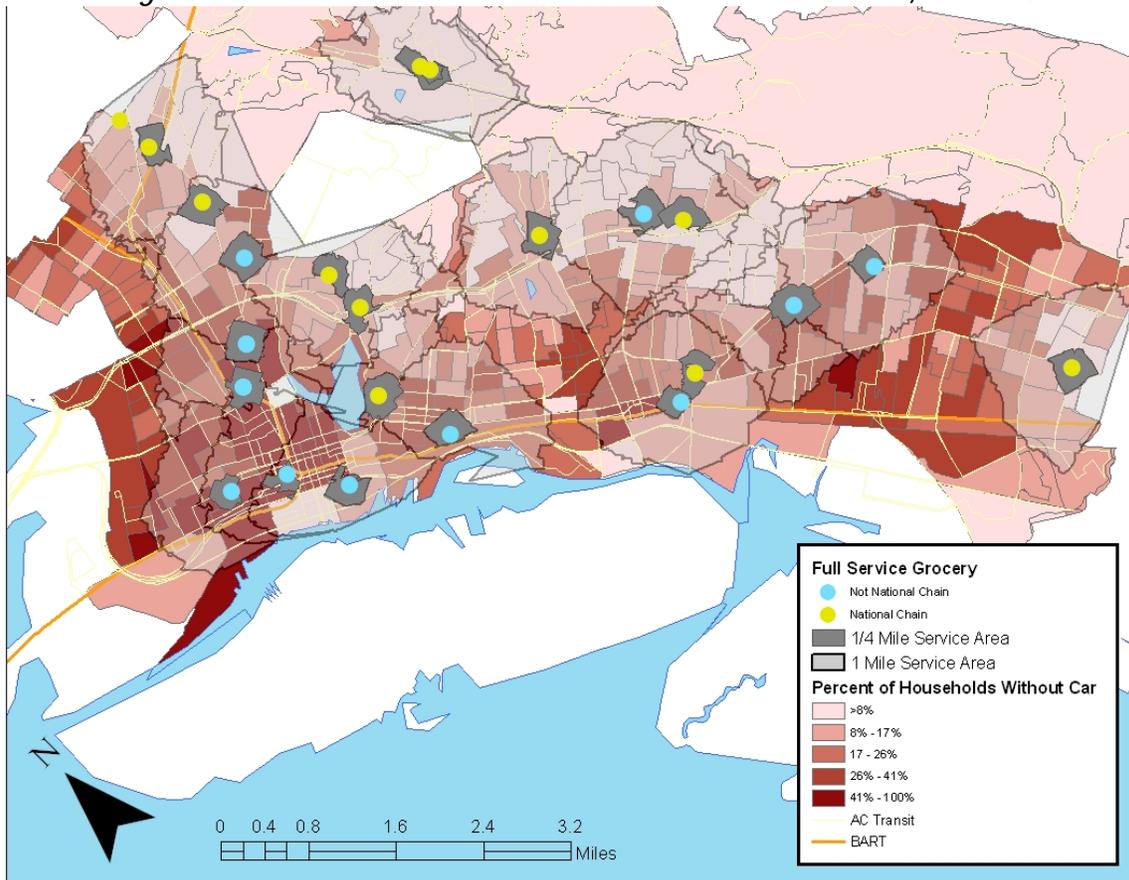


Table 4.3 shows food retail data on stores by size. As shown in Figure 4.4, one of the most significant pieces of information revealed by this analysis is that **approximately 85% of food retail establishments in Oakland are less than 3,000 square feet**. This means that the vast majority of food retail establishments are small, neighborhood-serving stores.

Figure 4.4: Food Retail by Store Size, Oakland 2004

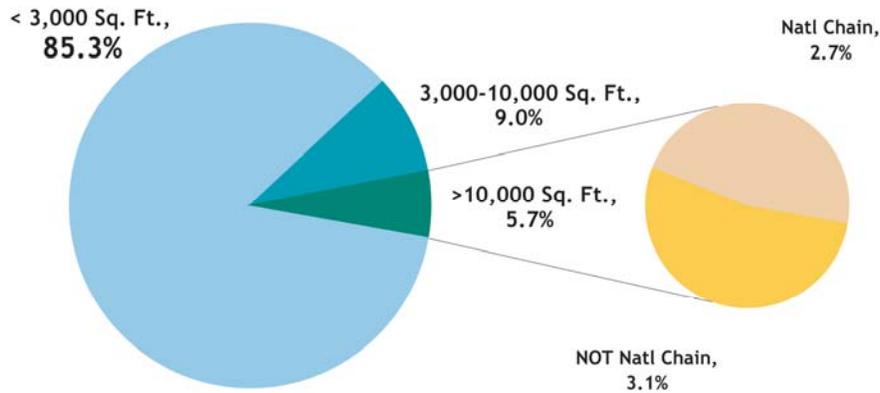


Table 4.3 Food Retail by Store Size, Oakland, 2005¹⁰⁷

	<i>% of Total</i>
<i>Number of Stores < 3,000 Sq. Ft.</i>	85.3%
<i>Number of Stores 3,000-10,000 Sq. Ft.</i>	9.0%
<i>Number of Stores >10,000 Sq. Ft.</i>	5.7%
<i>Number of Stores >10,000 Sq. Ft. & Natl Chain</i>	2.7%
<i>Number of Stores >10,000 Sq. Ft., NOT Natl Chain</i>	3.1%
Total:	100%

This has important policy implications, suggesting that policy specifically designed to improve community food security and food system sustainability should necessarily include measures designed for smaller stores, such as “**corner store conversions.**” Corner store conversions typically involve an existing small retail business adding to or expanding store stock to produce and other fresh food products.

There are barriers to expanding the availability of fresh, nutritious, and local produce through small stores, including locating funding sources for conversion, obtaining appropriate city permits and paying fees, investing in additional infrastructure and marketing, and investing in business plan development or appropriate training for store owners and managers. Corner stores may also have to address crime issues, such as loitering or drug

¹⁰⁷ Alameda County Department of Public Health, 2005.

dealing, which requires the cooperation of the surrounding community as well as Oakland Police. Perhaps the greatest challenge is locating willing, eager store owners and managers for whom the investment risk of changing store formats is balanced by the opportunity to expand sales and generate new revenue through a community-oriented product line. Shifting a sales base from alcohol or tobacco to fresh food does in fact represent a significant risk for store owners; however, given the community benefits, including lessened neighborhood problems related to alcohol consumption and increased health benefits of limiting tobacco sales and providing access to fresh nutrition foods that result from these conversions suggests that the City has a legitimate interest in promoting conversions.

These small stores represent many existing Oakland businesses, and offer significant local economic development opportunities through the expansion of produce and other fresh, nutritious food sales. Corner store conversions have the potential to contribute to store revenue as well as creating positive relationships between retailers and the community, by becoming major community assets. A special focus might be corner stores near schools, where children stop to purchase after-school snacks and where the availability of healthy, fresh food choices is especially important.

(For more details on recommendations and case studies, see “Chapter 6. Toward a Sustainable Food Plan for Oakland: Conclusions and Recommendations” on “Recommendations for Food Security.”)

Farmers' Markets

Farmers' Markets currently represent one of the clearest connections between Oakland residents and local food production, and one that is enjoying increasing popularity and success. Farmers' markets are an example of a specific type of food retailing known as “direct marketing” (along with Community Supported Agriculture), where producers sell directly to consumers, reducing the food markup from distributors and retailers, and creating a direct connection between the people who grow food and those who eat it. Because in many cases farmers themselves sell at farmers' markets, there is a practical limit to the distance that the food travels before reaching consumers, which generally conforms to Oakland's local foodshed. Shopping at a farmer's market is one way that consumers can maximize their food dollars, by supporting those farms which employ sustainable and organic farming practices, that grow regional and culturally specialties, that minimize energy consumption by transportation and storage, and that re-circulate dollars directly back into the local and regional economy.

There are currently nine farmers' markets operating within many Oakland neighborhoods. The majority are open on the weekends or at the ends of the week (see Table 4.5). All farmers' markets accept WIC and Senior Farmers' Market checks, and three accept EBT/Food Stamps, making farmers' markets affordable to many Oakland residents.

Table 4.4: Oakland Farmers' Markets (2006)¹⁰⁸

<i>Name</i>	<i>Location</i>	<i>Day, Time, Seasonality</i>
East Oakland Faith and Deliverance Center	73rd Ave. and International Blvd.	Fridays, 10-1 (April-Nov)
East Oakland Senior Center	9255 Edes Ave. at Jones Ave.	Wednesday, 10:30-2:30 (Year Round)
Fruitvale Transit Village	34th Ave and International Blvd.	Sundays, 10-3 (Year Round) *Accepts EBT/Food Stamps
Grand Lake	Grand Ave. and MacArthur Blvd.	Saturdays, 9-2 (Year Round)
Jack London Square	End of Broadway at Embarcadero	Sundays, 10 - 2 (Year Round) Wednesdays, 10-2 (May-Oct)
Millsmont	MacArthur Blvd., between Seminary & 61st Ave.	Saturdays, 10 - 2 (May - Oct) *Accepts EBT/Food Stamps
Montclair Village	Moraga Ave. and La Salle Ave.	Sundays, 9 – 1, (May –Oct)
Old Oakland	Ninth St. at Broadway	Fridays 8 - 2 (Year Round)
West Oakland / Mandela Farmers Market	Mandela Pkway at 7 th St., near BART	Saturdays, 10 – 4 (Year Round) *Accepts EBT/Food Stamps

All farmers' markets accept WIC and Senior Farmers' Market Checks

¹⁰⁸ For more information on farmers' markets in Oakland and around the Bay Area, see the USDA Agriculture Marketing Service, <<http://www.ams.usda.gov/farmersmarkets/States/California.htm>>, and the California Federation of Certified Farmers' Markets, <CAfarmersmarkets.com>.

Table 4.5: Oakland Farmers’ Markets by Day

<i>Wednesday</i>	<i>Friday</i>	<i>Saturday</i>	<i>Sunday</i>
East Oakland Senior Center	East Oakland Faith and Deliverance Center	Grand Lake	Fruitvale Transit Village
Jack London Square	Old Oakland	Millsmont	Jack London Square
		West Oakland / Mandela Farmers’ Market	Montclair Village

Figure 4.5: Oakland Farmers’ Markets, Population Density per Square Mile

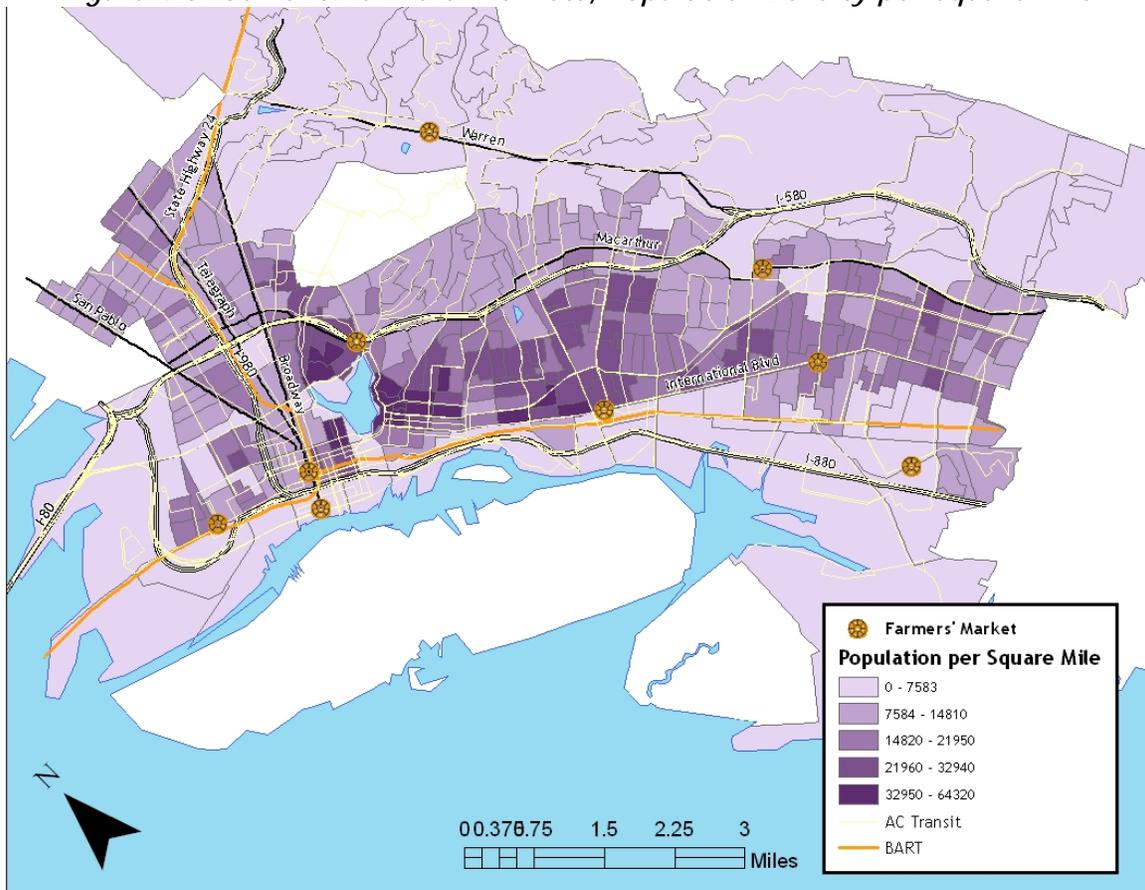


Figure 4.5 shows Oakland Farmers’ Markets and population density per square mile.

City Initiatives and Policies

Community and Economic Development Agency

Food retail is an economic activity (as well as a social, cultural and political activity). Oakland's Community and Economic Development Agency is responsible for many of the planning and policy related to food retail, such as redevelopment, business development, and planning and zoning.

Commercial District Incentives

Commercial District Incentives are available within specific areas of Oakland. The **Neighborhood Commercial Revitalization** programs include assistance and services for business façade and other improvements, "to transform older, neighborhood commercial districts into vital shopping districts by improving their physical and economic conditions."¹⁰⁹ The **Commercial Property Façade Improvement Program** provides, "Free architectural assistance and 50% matching grants up to \$20,000 (Downtown) or \$10,000 (specified neighborhood commercial districts) are available to property and business owners for eligible projects. The program is intended to enhance the visual appearance of targeted commercial districts by stimulating the rehabilitation of commercial and mixed-use buildings. Grant funds can be used to rehabilitate historic façades, exterior repairs, windows, painting, cleaning, removal of old signs and installation of new signs, awnings, exterior lighting, improvement or removal of safety grilles and guards, fencing, and landscaping."¹¹⁰

Exterior renovation is often essential to corner store conversions as well as new full service grocery stores that seek to improve the store's marketability and connect the store visually to the community. However, exterior improvements are only part of the financial needs that food retailers have when adding fresh products and produce to their store's stock. Interior improvements, such as purchasing coolers or other infrastructure, are requirements for many of these stores. Food retail has a strong potential to serve as a community gathering place, revitalizing small neighborhood commercial corners and larger commercial centers. **Corner store conversions could be incentivized using "Food and Façade Improvement Program,"** where the specific infrastructure and upgrading needs of food retail were incorporated into funding for exterior store improvements to promote marketing.

Connecting stores that utilize these programs to innovative non-retail wholesale distribution programs, such as those used by the Grower's Collaborative, could provide store owners with a good source of affordable, fresh, local produce and fresh food efficiently and conveniently. (For more information on non-retail wholesale distributors, see "Example of Social Equity in Local Produce Distribution: The Grower's Collaborative" in Chapter 3).

Given the importance of food retail as well as the existing barriers to change, additional incentives and policy tools may also be required, such as **Food Retail Enterprise Zones**, whereby food retailers that provide nutritious foods in these neighborhoods are exempt

¹⁰⁹ "Oakland CEDA Neighborhood Commercial Revitalization." Oakland Community and Economic Development Agency (CEDA). March 2006.

<<http://business2oakland.com/main/commercialdistrictincentives.htm>>.

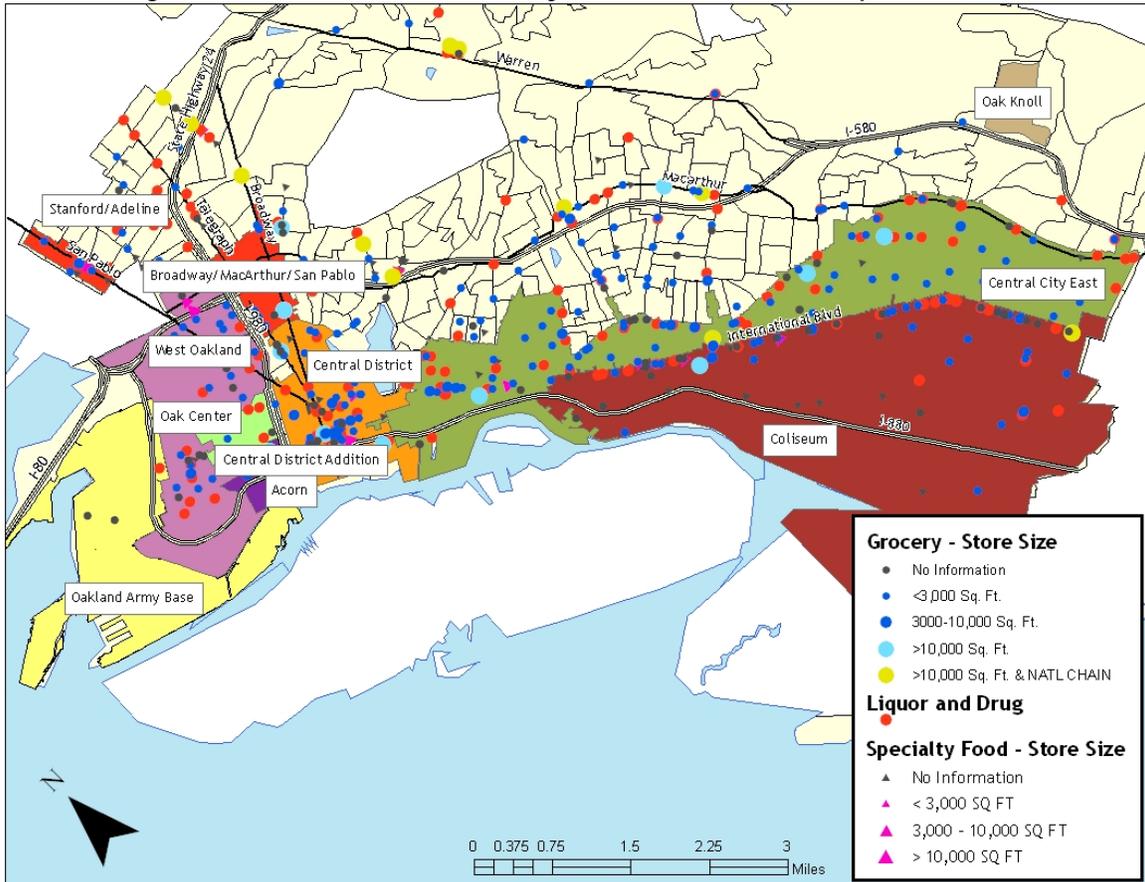
¹¹⁰ Ibid.

from Oakland business taxes.¹¹¹ A certification program, such as the Green Business certification program, could be developed in partnership with relevant agencies (such as the Alameda Department of Public Health) where retail establishments that stock food or offer menu items conforming to specific criteria (fresh, nutritious, local, etc.) would be awarded a **“Green and Healthy Oakland”** certification.

Redevelopment

Redevelopment is a legal mechanism that allows cities to use municipal powers and finances to create redevelopment areas, within which they may assemble properties and provide infrastructure to encourage private development. The tool that cities use to raise money for parcel assembly and infrastructure investment is the issuance of bonds against the future tax increment (the difference between current and future tax revenues), also known as Tax Increment Financing (TIF). Community Development Law and TIF have been used to finance a wide variety of projects in Oakland and around the country. As shown in Figure 4.6, many of Oakland’s existing food retail businesses are located within Redevelopment Areas, allowing them to qualify for redevelopment fund assistance.

Figure 4.6: Food Retail and City of Oakland Redevelopment Areas



¹¹¹ San Francisco Food Systems Council and the San Francisco Department of Public Health have proposed “Food Retail Enterprise Zones” for San Francisco’s Eastern Neighborhoods.

Redevelopment funds are available to food retailers who want to upgrade an existing business or renovate a site for a new business. While this list does not comprehensively describe all available programs, it represents some of the financial assistance programs most appropriate for food retail.

The **Tenant Improvement Program**, available in some redevelopment areas, “offers matching grants to property and/or new business owners for tenant improvements to the interiors of vacant commercial spaces. The program is only available for commercial spaces that have been vacant for six months or longer and have a prospective tenant. Free, but limited, design services are also available for projects.”¹¹²

The **Retail and Entertainment Catalyst Tenant Improvement Program (TIP)** “provides incentives to attract key entertainment and retail businesses to targeted locations in the downtown areas.” These incentives include “coverage of expenses related to asbestos abatement, compliance with the Americans with Disability Act (ADA), ventilation, off-site improvements, and other tenant improvements including demolition, mechanical, plumbing, electrical and interior historic restoration. The Tenant Improvement Program can be used with the existing Downtown Façade Improvement Program. Targeted areas include Uptown, the Downtown Historic area, the Latham Square area, Old Oakland, Chinatown, and Lower Broadway.”¹¹³

The **Façade Improvement Program** “offers matching grants for property and/or business owners to remodel and improve the appearance of the exterior of their properties. The program also offers free but limited design services.”¹¹⁴

Redevelopment services should be more explicitly targeted to the needs of food retailers, given the important contribution of food retail to the vibrancy of Oakland neighborhoods. Corner store conversions as well as new full-service grocery stores should be encouraged to utilize these programs.

¹¹²For more information on Neighborhood Commercial Revitalization, see, “Oakland CEDA Neighborhood Commercial Revitalization.” Oakland Community and Economic Development Agency (CEDA). March 2006. <<http://business2oakland.com/main/commercialdistrictincentives.htm>>.

¹¹³For more information on the Retail and Entertainment Catalyst Tenant Improvement Program (TIP), see, “Oakland CEDA – Financial Incentives.” Oakland Community and Economic Development Agency (CEDA). March 2006.

<http://business2oakland.com/main/financialincentives.htm#/main/itemfinancialincentives_005.htm>.

¹¹⁴ For more information on the Tenant Improvement Programs, see, “Broadway-MacArthur-San Pablo – Oakland CEDA.” Oakland Community and Economic Development Agency (CEDA). March 2006. <<http://www.business2oakland.com/main/broadway.htm#TenantImprovementProgram>>.

Land Use Regulations

While the creative and flexible strategies that that economic development tools have to offer are essential to creating more effective communities of food retail, there are number of food retail components that may require utilizing the land use tools present in Oakland's General Plan and zoning ordinances.

Food retail can be considered a "land use" connected to an individual or community by relative location (including transportation). The relationships between a community's spatial elements and transportation networks between elements can lead to increased or reduced accessibility.

Land use tools are one of the planning tools that can play an important role in improving accessibility of food retail, both indirectly through transportation planning (such as assessing how well existing bus and other transit routes link low-income communities and food retail) and directly by encouraging the development of traditional grocery stores, corner markets that stock fresh produce, farmers' markets, and food trucks/food stands. Some of the policy suggestions made by planners concerned with food consumption and access include parcel identification, assembly, and clean-up, and a willingness to assist with re-zoning and negotiate site issues, such as parking and smaller site designs.¹¹⁵

Restricting the location of fast food and other food retail linked with obesity and overweight is another tool that has been employed by cities to promote a healthy food retail environment, and healthy communities. For example, in California, Berkeley, Carlsbad, Calistoga, Davis, San Francisco, Solvang, and Westwood Village (Los Angeles) all have legislation that controls fast food

Nutrition and Land Use

"The same land use tools that control the location and operation of alcohol outlets, tobacco outlets and firearms dealers logically can be extended to issues related to nutrition. Child and adolescent obesity is an epidemic in the United States.¹ Poor nutrition and physical inactivity are responsible for more presentable deaths I the United States than AIDS, violence, drugs, and car crashes combined.²

The prevalence of "fast food" outlets offering menus filled with nutritionally deficient food and promoting "super-sized" portions, in combination with a scarcity of health alternatives, is an important public health issues. **It is reasonable – and certainly "rational" – for a local government to employ its land use powers to mitigate the rising epidemic of poor nutrition.** One of many imaginable approaches would be to require restaurants falling below certain nutritional standards – perhaps in combination with other criteria- to obtain a CUP [Conditional Use Permit] imposing any of a wide variety of restrictions."

*For more information, see: Ashe, M., Jernigan, D., Kline, R., and Galaz, R. "Land Use Planning and the Control of Alcohol, Tobacco, Firearms and Fast Food Restaurants." *American Journal of Public Health.* 93.9 (2003)*

1. Centers for Disease Control and Prevention. Overweight and obesity. Available at: <<http://www.cdc.gov/nccdphp/dnpa/obesity/index.htm>>.

2. McGinnis, J.M., Foege, W.H. Actual causes of death in the United States. *Journal of the American Medical Association.* 270 (1993): 2207-2212

¹¹⁵ Pothukuchi, Kameshwari. "Attracting Supermarkets to Inner-City Neighborhoods: Economic Development Outside the Box." *Economic Development Quarterly.* (19)3 August 2005: 232-244

establishments. These cities (and many others outside California) have used different land use mechanisms in this process, including regulating density, enacting quotas, buffering from other uses (such as schools), and placing bans on fast food establishments in certain areas.¹¹⁶ Especially with “non-traditional” food consumption/retail models, such as farmers’ markets or even “entrepreneurial” urban agriculture (urban agriculture operations that intend to generate revenue, sometimes including job training programs)¹¹⁷ or the Fruteros of East Oakland, creative land use regulatory mechanisms may need to be developed and employed.

Success Story in East Oakland

For many years a group of approximately 30 unconnected Mexican-American street vendors (Fruteros) in the largely Latino Fruitvale District were seen as a nuisance by the police and as an environmental health hazard by the local public health department. The official response was sporadic citation of individual vendors and confiscation of their products, a combination of prepared fresh fruit and vegetables, hot corn on the cob, or hot tamales. The police joined in the issuing of citations because the city had no ordinance that allowed street vending. This prevented the Fruteros from obtaining a city business license, thus excluding these entrepreneurs from the legitimate business community and leaving them disenfranchised. While the desired impact of the applicable sections of the Health and Safety Code is to protect the public food supply, the enforcement approach did little to insure that safety.

The situation changed dramatically when a unique partnership was formed between the Fruteros, the Alameda County Public Health Department, the Community Health Academy, and the UC Berkeley School of Public Health. Over a period of two-years the street vendors organized, formed a mutual aid corporation, obtained a jointly-operated commercial kitchen, purchased approved push carts, and influenced the City of Oakland to create an ordinance allowing street vending in the Fruitvale district. The result has been that the entire cohort of 30 Fruteros is code compliant, their economic status has improved, and the neighborhood is improved by the Fruteros increased presence.

Source: Vitale, Larry. “Fruteros organizing project: An innovative approach to reducing an environmental health hazard by using principles of asset-based community development.” Public Health and the Environment. *American Public Health Association*. March 2006. <http://apha.confex.com/apha/132am/techprogram/paper_89734.htm>.

¹¹⁶ Mair, Julie Samia; Peirce, Matthew; Teret, Steven. “The City Planner’s Guide to the Obesity Epidemic: Zoning and Fast Food.” Oct. 2005. March 2006.

<<http://www.publichealthlaw.net/Zoning%20City%20Planners%20Guide.pdf>>.

¹¹⁷ “The Diggable City: Making Urban Agriculture a Planning Priority.” Prepared for the City of Portland, OR. Nohad A. Toulan School of Urban Studies and Planning, Portland State University. June 2005. Nov. 2005. <<http://www.portlandonline.com/shared/cfm/image.cfm?id=82131>>.

Summary of Key Findings and Barriers

Food retail is one of the most important links in the food system, since it often marks the place where individual consumers and communities are connected to the rest of the food system. The food retail landscape, that is, the accessibility, affordability, variety and cultural appropriateness of food available at retail establishments is a major component of community health and quality of life.

One of the challenges involved in researching food retail is the lack of baseline data on availability, price, and selection of products throughout the City. Surveying and monitoring this type of information is not currently conducted at the City level, which contributes to the difficulty of assessing the amount of local food currently sold in Oakland, as well as those areas where improvements in food access, selection, and affordability are most critically needed. Although the data presented in this chapter represents an attempt to quantify and measure food retail, it should be noted that there is a substantial need for more concrete data on food. In particular, it fails to actually measure price, selection, or cultural appropriateness of food both at the City level and within neighborhoods – critical food qualities for food security. These measurements also do not account for the amount of fresh, nutritious, or local food, of which this broad assessment intends to increase consumption as a component of food system sustainability. Surveys that target accessibility, affordability, nutrition, and sustainability indices of all food retail (traditional food retail establishments as well as farmers' markets and other community food retail) and provide a “**community food index**” could be incorporated into food systems planning in order to monitor change over time at both the City and neighborhood level.

Barriers to improving the food retail landscape include developing full-service grocery models that can tap into the substantial demand in underserved communities (such as those highlighted in this chapter), as well as improving the food offerings at smaller food retail stores, which comprise the majority (85%) of food retail in Oakland. These are significant food retail development issues, which require entrepreneurialism and creative policy mechanisms and incentives.

Existing City policies and programs, such as Commercial District Incentives and Redevelopment programs should be used where appropriate for food retail improvements, and new programs (such as **Food and Façade Improvement Programs, Food Retail Enterprise Zones, and Green and Healthy Oakland Certification**) should be utilized to promote food goals. In tandem with improving the offerings of existing and new food retail establishments, land use planning can be utilized to restrict the location and amount of fast food restaurants.

Food system sustainability requires a sustainable, functioning food retail sector as a critical link for consumers to fresh, nutritious, local products. The City of Oakland should undertake those steps that will lead to improvements in the food retail landscape in order to better the health, wellbeing, and sustainability of all Oakland residents. For more recommendations, see “Chapter 6. Toward a Sustainable Food Plan for Oakland: Conclusions and Recommendations.”

Food Security - Why is it Important?

Food Security means access by all people at all times to enough food for an active, healthy life. Food security includes at a minimum: 1) ready availability of nutritionally

“According the California Food Policy Advocates, 29 percent of Alameda County residents are touched by hunger and food insecurity.”

adequate and safe foods, and 2) an assured ability to acquire acceptable foods in socially acceptable ways.¹¹⁸ **In 2004, the 11.9 percent of American households (13.5 million U.S. households) were food insecure.** At some time during the year, these households were uncertain of having, or unable to acquire, enough food to meet the needs of all their members because they had insufficient money or other resources. According to the results of a Census Bureau survey as well as several studies, those at greatest risk of being hungry or food insecure live in households that are: headed by a single woman; African Americans, Hispanics, and Native Americans; or with incomes below the poverty line.¹¹⁹ For families in poverty, food is often the first thing cut out of budgets when faced with high rent, utility bills, and medical expenses. California, along with seven other states, has food insecurity and hunger rates that are significantly higher than the national average.¹²⁰ According the California Food Policy Advocates, 29 percent of Alameda County residents are touched by hunger and food insecurity.¹²¹ Unfortunately, this data was not collected at the city level, though what follows is in an attempt to analyze contributing factors of food insecurity in Oakland.

Historically, there have been two strategies to alleviate issues of food insecurity in the United States. The first has been **Federal allocations for food assistant programs**, such as Food Stamps and WIC (Women Infants and Children), which are programs managed at the county or municipal level. The second strategy has been the **emergency food system**, which consist of food banks, food pantries, and soup kitchens. A recent report issued in early 2006, announced that more than 25 million Americans, including nearly 9 million children and 3 million seniors receive emergency food assistance last year from America's Second Harvest, a food bank network of charitable agencies. This represents an 8 percent increase since 2001.¹²² Though these two strategies have helped to feed millions of food insecure individuals and families, food security continues to represent a major concern for people where sufficient income and healthy food are absent in underserved communities. This issue should be given higher priority by Federal, state, and local agencies as traditional strategies are proving to be only short-term, temporary measures for individual and family well-being.

¹¹⁸ Definition from United States Department of Agriculture.

¹¹⁹ Poppendieck, Janet. *Sweet Charity?: Emergency Food and the End of Entitlement*. New York: Penguin Putnam Books. 1999; and Linda Burnham. Working Paper Series, No 2: Racism in U.S. Welfare Policy: A Human Rights Issue. Produced for Women of Color Resource Center. 2002.

¹²⁰ Center on Hunger and Poverty, Institute on Assets and Social Policy, Heller School for Social Policy and Management, Brandeis University. “Hunger and Food Insecurity Increase for 5th Straight Year,” Center for Hunger and Poverty Bulletin. October 2005.

¹²¹ California Food Policy Advocates. Touched By Hunger: A County-by-County Report on Hunger and Food Insecurity in California. 2005.

¹²² “Hunger in America 2006.” *America's Second Harvest*. 24 February 2006. <<http://www.hungerinamerica.org>>.

Over the past two decades there has been an evolution in the way that many local communities have approached food security. An emerging third strategy, **community food security**, while recognizing the continuing need for federal and emergency food programs, approaches food security with the view that the economic, physical, social and political infrastructure of the local and regional community, when arranged appropriately, are the best resources to alleviate issues of food insecurity. Community food security initiatives focus on viable and long-term strategies that can make healthy, nutritious, and affordable food accessible to an entire community. While the community at large is the focus, there is special concern for getting local and nutritious food into communities where hunger and malnutrition are present, thereby improving individual health in underserved neighborhoods.

Community food security strategies have included improving access to good supermarkets and farmer's markets, linking local farmers with soup kitchens and food banks, and creating urban gardens in underserved neighborhoods. In addition, farm-to-cafeteria and farm-to-institution programs bring regional food directly from farms into communities, challenging fast food cultures and improving the health of youth and adult residents. However, a major challenge for these initiatives has been the fact the cost of local and fresh foods are typically prohibitively too expensive for grocery stores to serve low-income communities or for institutions such as public schools and hospitals to purchase outside of their existing system. In order to make a community food security initiative work, not only does nutritional education need to improve individuals' knowledge on healthy eating habits and thus increase the demand for healthy, local food, but the issue of cost must be addressed. Additionally, community organizations and local government agencies need to be informed of and linked to each other's food security initiatives in order to be more effective.

Assessment of Food Security in Oakland: Access, Health and Nutrition

Access

Shortage of food has never been the problem for food security; it is physical access to and affordability of healthy food that has been the primary problem. In the past, neighborhoods in low-income Oakland have lost large grocery stores and have been increasingly reliant on small convenient stores for their primary food needs. Not only are these stores often deficient of fresh and healthy foods, but it is common to see prices for food that are 30-100 times higher than in well-stocked grocery stores. Public health officials, community food security advocates, and some planners have noted, especially in recent years, that the lack of food access and particularly the lack of supermarkets in the inner-city, contribute to residents paying more for groceries in nearby convenience stores, spending more time traveling to distant supermarkets, and possibly incurring other costs related to forgone consumption or poor food habits developed as a result.¹²³ In addition to physical access, insufficient income exacerbated by the high cost of housing, utilities, health care, and other necessities can leave very little money left in a household budget for food, even if it is reasonably priced. Physical access to and the affordability of food are the primary contributing factors to food insecurity in most cities across the U.S.

¹²³ Pothukuchi, Kameshwari. "Attracting Supermarkets to Inner-City Neighborhoods: Economic Development Outside the Box." *Economic Development Quarterly*, 19.3 (2005): 232-244

There are multiple barriers to obtaining a healthy diet in Oakland’s food system. The most commonly cited factors are cost and convenience. On a limited income, the cost of food can greatly influenced decisions about what and where to eat.¹²⁴ Three studies conducted over the course of the last two years by the University of California at Berkeley, two of which were partnerships with the Alameda County Public Health Department. These suggest that residents in Oakland’s low-income neighborhoods are unable to access healthy foods due to lack of proximity to vendors that stock affordable, healthy foods. The studies were based on surveys and focus groups within the East and West Oakland communities. Overall, the studies suggest that increased availability of healthy foods is a critical concern to these communities. Based on focus group responses, the studies also conclude that more education is necessary to inform residents of food options, and that access must be improved by adding grocery stores with healthy foods, farmers markets, fruit and vegetable stands, and community gardens to these neighborhoods.¹²⁵ Table 1 below outlines responses from a focus group that commented on the barriers to accessing nutritious foods.

Table 4.6: Focus Group Responses in “Needs Assessment: Access to Nutritious Foods in East Oakland and South Hayward”¹²⁶

Factors that affected eating behavior:	Barriers to buying nutritious foods:
Cost	Cost
Convenience	Poor quality produce/meat
Food preference	Abundant fast food places
Habits	In-store marketing
Motivation	Lack of time, access
Junk food advertising	Attitudes towards public assistance
Food preparation	Lack of nutrition knowledge
Transportation	Family/social environment

Since poverty is directly correlated to food insecurity, it is worth looking at some basic income statistics for Oakland. As of 2000, 20 percent of Oakland’s population had incomes at or below the Federal poverty level. Families with children under the age of 18 whose incomes was below the poverty level were also 20 percent.¹²⁷ The Federal guideline for 100

¹²⁴ Tsai, Sandra. “Need Assessment: Access to Nutritious Foods in East Oakland and South Hayward.” *Community Food Security Coalition*. Produced for UC Berkeley School of Public Health and Alameda County Public Health Department. 2003. 10 October 2005. <http://www.foodsecurity.org/cfa/eosh_needs_assessment.pdf>.

¹²⁵ Harris, Nicholas. “Assessment of New Approaches to Food Security in West Oakland” Produced for UC Berkeley Environmental Sciences Department. 2005. 10 October 2005. <<http://ist-socrates.berkeley.edu/~es196/projects/2005final/>>; Nanes, Cynthia. “Food Pricing and Availability Assessment in East Oakland and South Hayward.” Produced for UC Berkeley School of Public Health and Alameda County Public Health Department. 2004.; Tsai, Sandra. “Need Assessment: Access to Nutritious Foods in East Oakland and South Hayward.” Produced for UC Berkeley School of Public Health and Alameda County Public Health Department. 2003. 10 October 2005. <http://www.foodsecurity.org/cfa/eosh_needs_assessment.pdf>.

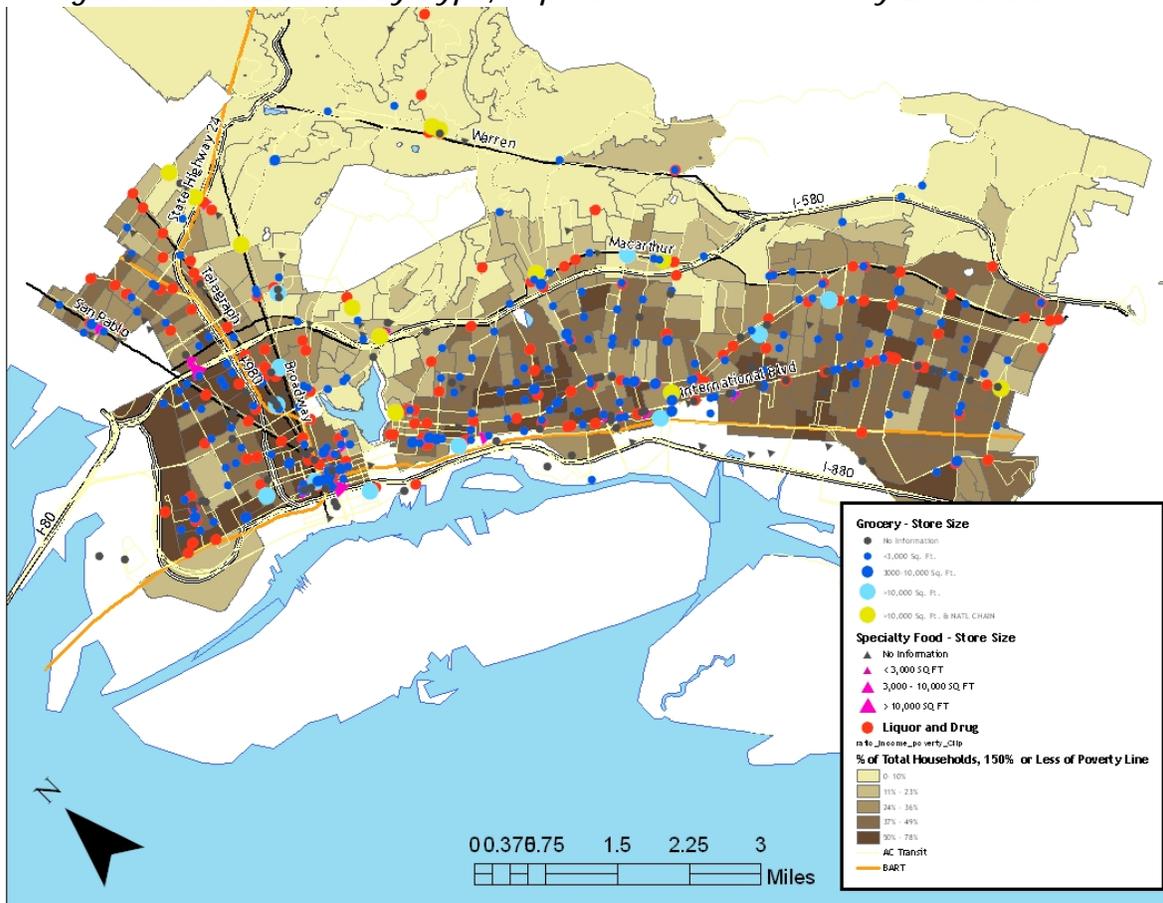
¹²⁶ Tsai, Sandra. “Need Assessment: Access to Nutritious Foods in East Oakland and South Hayward.” *Community Food Security Coalition*. Produced for UC Berkeley School of Public Health and Alameda County Public Health Department. 2003. 10 October 2005. <http://www.foodsecurity.org/cfa/eosh_needs_assessment.pdf>.

¹²⁷U.S. Census 2000

percent poverty line for individuals is \$8,980 per year and the poverty line for a family of three is \$15,260/year. In California, and especially in the Oakland where the cost of living is much higher than the U.S. average, earnings must be significantly higher for families to meet basic needs. The California Budget Project determined that a family of three in California needs to earn \$36,012 per year to meet their basic needs. In 2004, about 29 percent of all Oakland families (about 23,000 families) were earning under \$35,000 per year in Oakland.¹²⁸

Yet, income and other fixed household expenses (such as healthcare and transportation) are not the only contributors to household food insecurity. Environment also plays a roll in the ability of households to obtain healthy, nutritious, and affordable food. The food retail landscape is a major component of this issue. As discussed in “Food Retail Stores” (see previous section), food insecurity also has to do with such environmental issues, such as access (modes of transportation and cost), size of food stores in square footage and the types and prices of food they are able to market. Figure 4.7. shows Oakland food retail by type, and the percent of the population whose household income is 150% of the federal or below. This map clearly demonstrates the spatial relationship between poverty and the existing food retail infrastructure, where small convenience stores serving as the primary food retail outlets in areas with higher poverty.

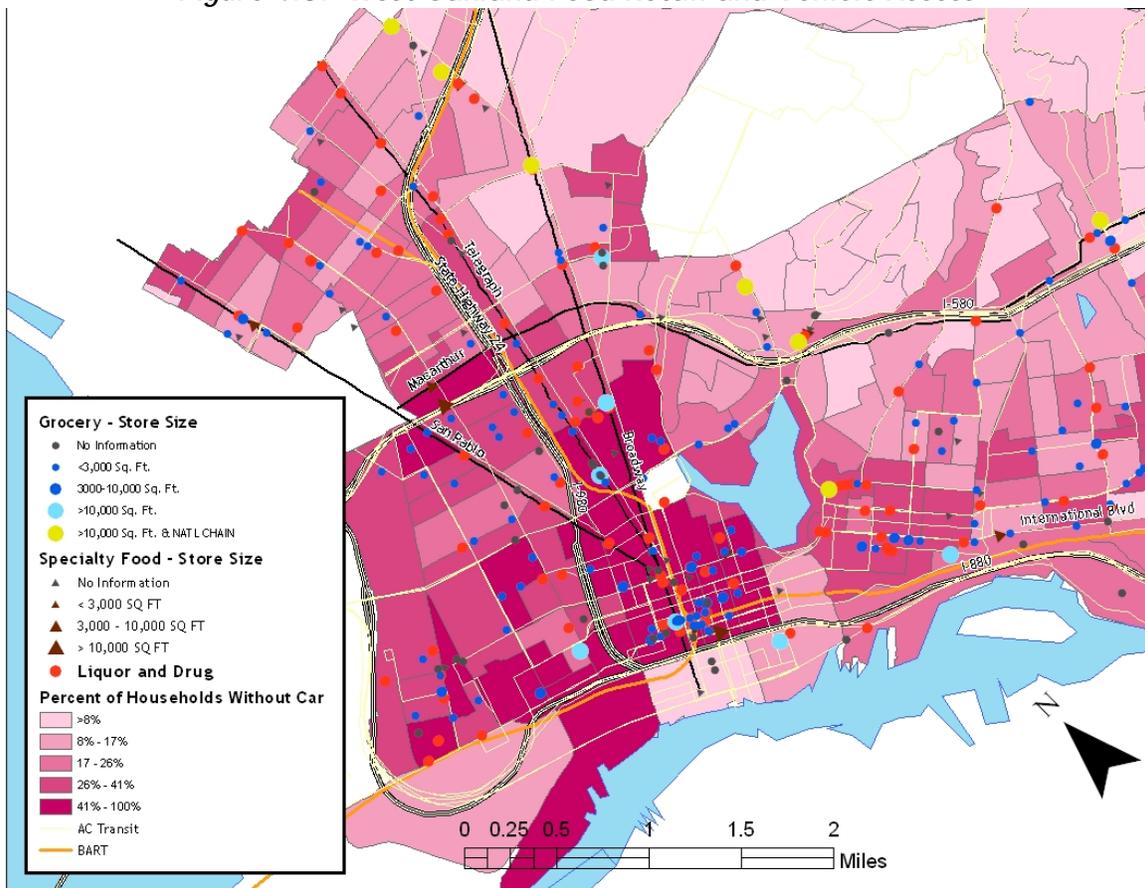
Figure 4.7: Food Retail by Type, Population 150% of Poverty Line and Under



¹²⁸ U.S. Census 2000

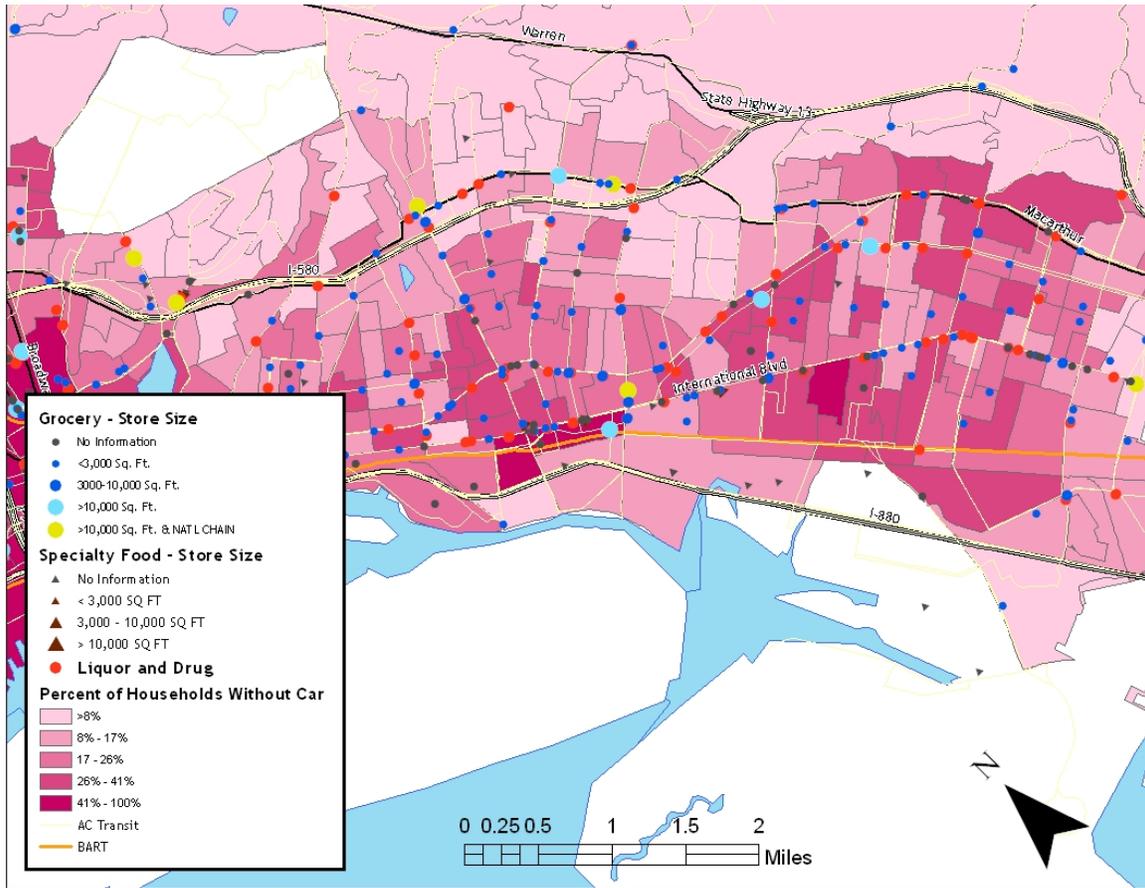
Vehicle ownership is another demographic characteristic that should be looked at when assessing a community's ability to access food. As of the 2000, 20 percent of Oakland households did not have motor vehicles.¹²⁹ Figure 4.8 and 4.9 below represent the percentages of residents that had access to a vehicle on a daily basis. Together with Figure 4.7, these maps show that where vehicle access is low, there are also high concentrations of poverty, and in many of these areas there are few grocery stores that are accessible by foot. However, there are many convenience and liquor stores, which could lead to the assumption that many people are walking to these stores to take care of their everyday food needs. Though there are several bus lines that run through these neighborhoods, it can be cumbersome and time consuming to rely on bus transit for food shopping needs. Overall the information in these maps is indicative of the problems that the City's low-income population experience in accessing food on a daily basis.

Figure 4.8: West Oakland Food Retail and Vehicle Access



¹²⁹ U.S. Census 2000

Figure 4.9: East Oakland Food Retail and Vehicle Access



Health

Studies have found that food insecurity is associated with malnutrition resulting from a reduced consumption of certain foods, these often being fruits and vegetables. Children of low income families often consume insufficient calories, have higher prevalence of fair to poor health and iron deficiency, and are more likely to experience stomachaches and headaches associated with a poor or insufficient diet. In addition to hunger-related symptoms, food insecurity and malnutrition are associated with increased risk of obesity. Obesity is a serious chronic disease with many medical risks and complications, including hypertension, type II diabetes, and orthopedic and pulmonary disorders, which are frequently seen in obese children. Although genetic predisposition toward obesity plays a role, the nation-wide obesity epidemic is due largely to changes in diet and exercise habits: eating larger quantities, consuming higher calorie foods, and less physical activity.¹³⁰ In addition, most studies reveal that diet-related disease is more prevalent among African American and Latino populations than Whites and Asians.

¹³⁰ Community Assessment, Planning, and Education Unit, Alameda County Public Health Department, Health Care Services Agency. Select Health Indicators for Cities in Alameda County. 2004.

In Alameda County, 14 percent of children have been diagnosed as obese.¹³¹ The Oakland Children's hospital reports that 40 percent of children admitted to Children's Hospital are obese or at risk of being obese.¹³² A study done by the California Center for Health Advocates in 2004 shows that out of the 8,997 5th, 7th, and 9th graders in Oakland, 30.7 percent were considered overweight.¹³³ For Alameda County, this same study concluded that 26.1 percent of 5th, 7th, and 9th graders were overweight.¹³⁴

Table 4.7: Childhood Hunger Indicators for Alameda County, 2002

Low Birth Weight	7.7 %
Anemia	21.6 %
Stunted Growth	7.5 %
Underweight	2.8 %
Obesity	14 %

Source: California Food Policy Advocates. Alameda County: A Profile of Poverty, Hunger & Food Assistance

For adults, a study showed that obesity in California adults almost doubled from 1991 to 2002, from 10 percent to 19 percent. For Alameda County, the 2001 data show that 18 percent of adults were obese. Though data on obesity for Oakland's adult population was unavailable, data on diabetes and coronary heart diseases, both diet-related diseases, showed that Oakland adults had among the highest rates of Alameda County cities. With regard to rates of diabetes, Oakland adults ranked in the top five of all twenty cities and above the county average. For rates of coronary heart disease, Oakland ranked fourth among Alameda County cities.¹³⁵

Nutrition

Nutrition education in Oakland is an important component of food security for the City in that it helps people to make healthier food choices and to a certain extent can drive the demand for better, healthier food in the community overall. Throughout Oakland, there are several organizations that provide nutrition education for people of all ages. Though nutrition education is not a required by California Department of Education, through a new nutrition policy, Oakland Unified School District has committed to increasing collaboration with community organizations to develop curriculum and deliver non-school based nutrition education to students and their families. Programs such as Food Stamps and the Women,

¹³¹ California Food Policy Advocates. *Alameda County: A Profile of Poverty, Hunger & Food Assistance*. 2002.

¹³² Personal communication with Karen Amorde-Spalding MS, RD, CSP, Children's Hospital and Research Center of Oakland, Clinical Nutrition Department. 4 January 2006.

¹³³ "The Growing Epidemic: Child Overweight Rates in California's Cities and Communities, 2004." *California Center for Public Health Advocacy*. 2004. 4 January 2006.

<http://www.publichealthadvocacy.org/policy_briefs/320citylist.pdf>

¹³⁴ The most common measure used to determine overweight or obesity status is the body mass index (BMI), calculated as weight in pounds multiplied by 703, divided by height in inches squared. Healthy weight is considered 18.5 to 24.9 BMI, overweight is considered 25-29.9 BMI, and obese is considered 30 BMI and above.

¹³⁵ Community Assessment, Planning, and Education Unit, Alameda County Public Health Department, Health Care Services Agency. *Select Health Indicators for Cities in Alameda County*. 2004.

Infants and Children program, and organizations such as Clinica de la Raza, the Alameda County Community Food Bank, the Alameda Cooperative Extension, and the Alameda County Health Department have been the primary providers of nutrition education for Oakland's children, adults, and seniors. The City has also been a major source for nutrition education with City-sponsored programs such as the Hunger Program, Community Action Partnership, the Lower San Antonio Initiative, Head Start, Oakland Fund for Children, and Oakland's senior centers. A brief description of each of these City programs is discussed below. In addition, most of the urban garden projects discussed in Chapter 2 have been an important resource for nutrition education at the neighborhood scale.

Federal Food Assistance Programs

Food Stamps

The most accessible and extensive Federal program to fight hunger is the Food Stamp Program which supplements income for people who cannot afford food and other basic needs. Eligibility is based on household size, income and assets, and non-financial criteria such as citizenship status. Locally, this program is administered by the County of Alameda, Department of Social Services. The Alameda County Cooperative Extension administers the Food Stamp Nutrition Education Program (FSNEP) and is working with eight elementary schools and four community organizations in Oakland.

In Oakland only 23 percent of individuals eligible for food stamps are currently enrolled in the program.¹³⁶ Of those enrolled, 66 percent have children. A common reason for nonparticipation is that households simply are not aware that they are eligible for food stamp benefits. Other factors include language barriers, perceptions of stigma surrounding the program, low minimum benefits, the belief that there is a five-year time limit on benefits (there is not), difficulties getting to food stamp offices during the work day, and possible deterrent effects from the many verifications required by the program. One of the biggest reasons people do not participate in the program is simply that people feel embarrassed using food stamps in line at grocery stores, even though food stamp debit cards are available and look to similar an ATM card. As a result, low-income people in need of food lost over \$54 million of dollars in unclaimed federal benefits in 2003, a loss also to Oakland retailers.¹³⁷

There are 400 retailers in Oakland that accept food stamps. Of these 88 are convenience stores, 179 are small and medium grocers (many of which are liquor and corner stores), 40 are specialty stores such as meat or deli shops, 35 are supermarkets, six are farmers' markets,

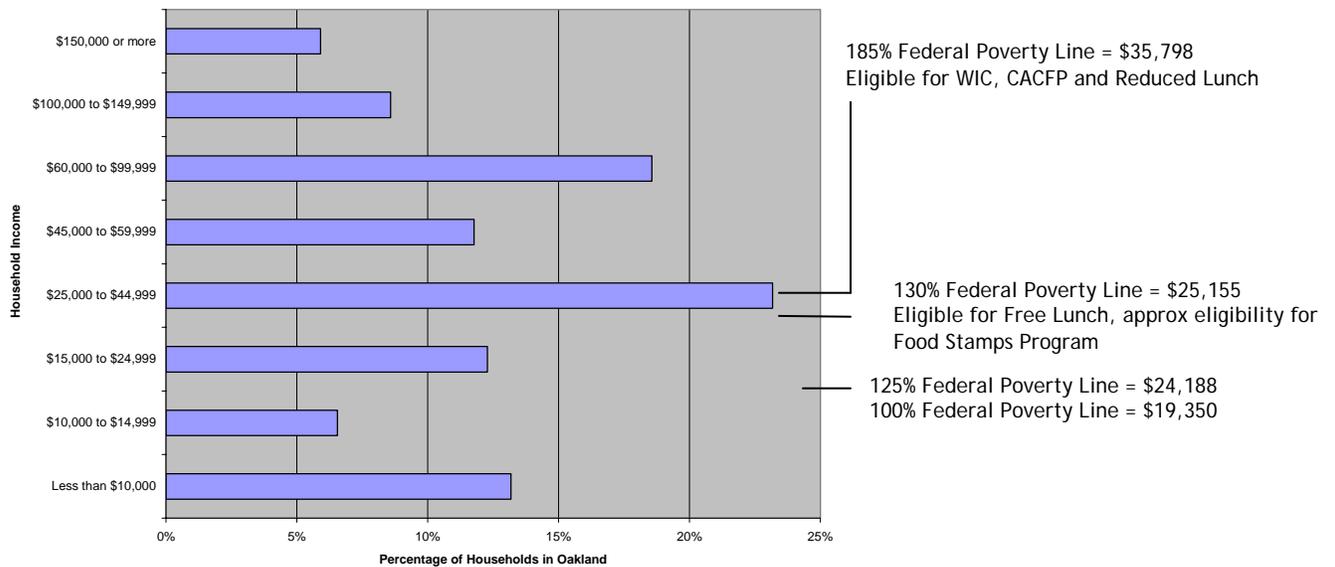
¹³⁶ Food Research and Action Center. *Food Stamp Access in Urban America: A City-by-City Snapshot*. September 2005. In considering the enrollment rate of 23 percent, other factors should be considered. In California, households that are eligible for food stamps are also eligible for Supplemental Social Security Income (SSSI) in lieu of food stamps, so households that chose this option cannot enroll in the food stamps program. Furthermore, 23 percent represents the percentage of individuals who would qualify based solely on U.S. Census income data. When other non-eligibility factors are considered for low-income groups such as student status, sponsored immigrants, and convicted felons, the eligibility-to-enrolled ratio might increase. Data was not available to reflect these considerations.

¹³⁷ Food Research and Action Center. *Food Stamp Access in Urban America: A City-by-City Snapshot*. September 2005.

five are produce stands, four are homeless meal providers, and only two are health or natural food stores. The remaining are split between gas stations, general merchandise stores, drug and/or alcohol treatments programs, and “other” retailers such as Walgreen’s. While the majority of food stamp dollars in an average month are spent in the grocery store category, convenience stores represent the fourth largest spending category out of 15 types of establishment that accept food stamps. Food stamp dollars spent at farmers’ markets was nearly last at only \$134 spent in an average month among all seven farmers’ markets in Oakland.

The Food Stamp Program, which has supplemented the income of low-income people for 63 years, has been faced with stints of instability under the current presidential administration. Last year, President Bush put forth a major proposal to reduce food stamp spending by \$500 million over the next five years, thereby dropping from the program approximately 300,000 low-income people in an average month. Though this proposal was taken off of the agenda for fiscal year 2006, the reauthorization of the 2007 Farm Bill, which reauthorizes the Food Stamp Program and its eligibility requirements, is approaching. With possible cuts in the future, a significant change in eligibility requirements would make Oakland’s low-income households vulnerable.

Figure 4.10: Oakland Households Eligible for Federal Food Assistance Programs¹³⁸



*Poverty level assumes a family of four. 2005 Health and Human Service Poverty Guidelines.

¹³⁸ U.S. Census 2000

Women, Infants, and Children (WIC)

The Federal funded Special Supplemental Nutrition Program for Women, Infants, and Children (WIC) is administered locally by the Alameda County Health Department with two WIC offices in Oakland. The program is aimed at safeguarding the health of low-income women, infants, and children up to age five who are at nutritional risk by providing supplemental food (e.g. milk, eggs, cheese cereal), nutrition education, and referrals to health care services for low-income pregnant, postpartum and breastfeeding women. To be eligible, household income must be at 185 percent of the Federal poverty level. In October 2005, about 90 percent of Oakland's eligible population was enrolled in the program.¹³⁹ The number of Oakland residents enrolled in WIC in October 2005 was 16,344 and the number of residents receiving WIC food vouchers was 15,406. The total value of food vouchers in October 2005 amounted to \$873,323. WIC farmers' market coupons redeemed in the same period were worth \$5,914.¹⁴⁰ There are nine WIC clinics in Oakland that provide health and nutrition education and food vouchers. All Oakland farmers markets and 31 stores in Oakland accept WIC vouchers.

National School Lunch Program and National School Breakfast Program

National School Lunch Program (NSLP) and National School Breakfast Program (SBP) are Federal entitlement, subsidized nutrition programs. All public and private nonprofit elementary and secondary schools are eligible to participate. A student attending a participating school is eligible to receive free or reduced-price school lunch and breakfast if his or her family income is no greater than 130 or 185 percent of the poverty level, respectively. Oakland Unified School District is the sole administrator of these programs for all Oakland schools. In Oakland, 106 schools offer the NSLP and 92 offer the SBP. A total of 26,945 students, or 67 percent of the student population, qualify for and are enrolled to receive free or reduced price meals. On average the school district serves 448,784 free or reduced price lunches per month, which suggests that the majority of those who are eligible are using the program. The district serves 156,985 free or reduced price breakfasts per month, which suggests that about a quarter students eligible are using this program. OUSD received \$11.4 million in Federal reimbursement, and \$887,600 in state reimbursement in the last fiscal year for both the NSLP and SBP.¹⁴¹

Summer Food Service Program (SFSP)

When school lets out for summer, low-income children lose access to the school breakfasts, lunches and after school snacks they receive during the regular school year. The Summer Food Service Program is a crucial to filling this gap by providing meals and snacks to children who might otherwise go hungry. The program is often provided in conjunction with educational, developmental, and recreational activities.¹⁴² The Summer Food Service

¹³⁹ California Department of Health Services, WIC Supplemental Nutrition Branch.

¹⁴⁰ California Department of Health Services, WIC Supplemental Nutrition Branch. Numbers for October are said to be representative of all months in 2005.

¹⁴¹ Information provided by Jennifer le Barre, Food Services Director, Oakland Unified School District. 2 February 2006.

¹⁴² "Federal Food Program, Summer Food Service Program for Children (SFSP)." *Food Research and Action Center*. 13 January 2006. <http://www.frac.org/html/federal_food_programs/programs/sfsp.html>.

Program (SFSP) is a Federal entitlement program administered at the state level by the California Department of Education and locally by the City of Oakland's Department of Human Services under the Oakland Fund for Children and Youth. The program delivers free meals to children in Oakland neighborhoods through 57 sites. Approved sites must be located near schools where over 50 percent of students receive free or reduced lunch. Most sites in Oakland are "open sites," meaning any child from the community is eligible to receive lunches. There are only three "closed sites," meaning children are eligible based on verification of household income. Over the past three summers, the numbers of children receiving lunch through this program has grown from 62,209 in 2003 to 83,531 in 2005, representing an impressive 25 percent increase in participation.¹⁴³ The Alameda County Community Food Bank (ACCFB) has commended Oakland for their successful work in tackling some of the gaps in summer food service and making this program widely used.¹⁴⁴ Some of the City's partners for the Oakland Summer Lunch Program include: City of Oakland Recreation Centers, various non-profit organizations serving children, churches, and Alameda County Community Food Bank (ACCFB).

Child and Adult Care Food Program (CACFP)

The Child and Adult Care Food Program is a Federal entitlement program administered by the California Department of Education. It provides healthy snacks and meals to children and adults who receive day care. The CACFP child care component is a state and federally funded program that gives financial aid to licensed child care centers and day care homes. The objectives of the program are to improve the diets of children under 13 years of age by providing the children with nutritious, well-balanced meals and to develop good eating habits in children. Any public or private nonprofit institution providing nonresidential day care such as child care centers, day care homes, infant centers, preschools, Head Start centers, and Even Start centers are eligible.

The adult day care component of the Child and Adult Care Food Program (CACFP) is available to public or private nonprofit organizations, or certain for-profit organizations, who provide nonresidential day care services to functionally impaired adults or adults who are 60 years of age or older. Examples of adult day care facilities that may participate are adult day care centers, support day care centers, adult day health centers, and approved Alzheimer centers.

The figure below shows that participation in the program for both children and adults combined has decreased over the last year. In Oakland, enrollment in this program has decreased by 6 percent or 525 people. Total meals served decreased disproportionately by nearly 20 percent or 38,570 meals. We were unable to assess the cause of the decrease in enrollment and meals served.

¹⁴³ Information provided by Carmela Chase, City of Oakland, Children and Youth Services, Department of Human Services. 29 March 2006.

¹⁴⁴ Chanse, Ursula, Alameda County Community Food Bank. "Finding the Gaps in Child Nutrition: A Report on the Summer Food Service Program in Alameda County." June 2003

Table 4.8: Child and Adult Care Food Program in Oakland 2005 and 2006¹⁴⁵

January 2005	January 2006
18 Sponsors	17 Sponsors
185 Sites	189 Sites
8698 Total Enrollment	8173 Total Enrollment
5746 Average Daily Participation	5188 Average Daily Participation
\$209,379 Reimbursement	\$210,521 Reimbursement
194,853 Total Meals Served	156,283 Total Meals Served

Emergency Food

Alameda County Community Food Bank

The Alameda County Community Food Bank is a linchpin organization for tackling widespread hunger and food insecurity in Oakland and in Alameda County. Though they are emergency food providers, their mission reflects the principles of community food security: to provide nutritious food and nutrition education, promote self-sufficiency, educate the general public on hunger, and advocate for systematic change that addresses the root causes of hunger. They deliver food on a daily basis in large bulk quantities to community-based organizations throughout Alameda County. In a given month they serve 120,000 adults and children, or 12 million pounds of food per year. However, they believe that these numbers only account for just under a third of the 340,000 people that are in need in emergency food in the County. Though they do not have the capacity to reach every hungry citizen in the County, they are making strides through their partnerships with 300 community-based organizations and the educational and advocacy initiatives that are integrated into their food distribution.

ACCFB is unique in their approach to delivering emergency food. Many food banks do not prioritize nutritional quality as much as does ACCFB, which strives to distribute at least 75 percent nutritious food. With 45 percent of their food coming from the Federal surplus program, 15 percent from the County, and the remaining 40 percent from donations, there is little flexibility in for acquiring fresh and nutritiously and culturally appropriate foods. Local foods have been the most difficult to acquire. Last year ACCFB was able to acquire fresh produce from a farm located 78 miles north of Oakland through a grant from City's Commission on Aging and the Goldman Foundation. A resounding success among the seniors who received the food, ACCFB applied for funding a second year and was turned down. They hope to revitalize these relationships again in the coming years.

In addition to food distribution, they are equally involved in raising awareness about access issues and the structural causes of nutrition-related public health crises that affect low-income communities. In 2002, they conducted a survey to inform policymakers and the general public about the circumstances of people who request emergency food assistance in Alameda County. The survey, which attempted to address deep-rooted social concerns, had the following major findings:

¹⁴⁵ Information provided by California Department of Education, Nutrition Services Division. 17 March 2006.

- ▶ Children are especially vulnerable to hunger
- ▶ Poverty and low wages are the most critical determinants of hunger
- ▶ Federal nutrition programs are underutilized and don't meet the basic nutritional needs of low-income families.
- ▶ Many families have to make difficult choices between food and other pressing household expenses.

ACCFB and the City have had working relationship through the City's Hunger Program. ACCFB has received food security funding from the City of Oakland's Hunger Program to distribute food to Community Development Districts, and has worked with the City's Hunger Program to address the underutilization of Federal nutritional programs. ACCFB sees the City's involvement in the Immigrant Food Stamp Promotion Project as a key component for addressing the underutilization of food stamps. According to ACCFB, the City has been the most active and responsive city in Alameda County with the Federal Summer Lunch Program. This program, which is implemented in a partnership between the City, ACCFB, and other organizations, provides lunches to children of all ages at 57 sites throughout the Oakland. Though it has been considered a success in reaching vulnerable children, ACCFB feels that there are still children who are not getting their nutritional needs during the summer vacation months. "My impression of many kids in Oakland is that they go home and there is nothing there for them to eat," commented executive director of ACCFB, Suzan Bateson.¹⁴⁶

ACCFB believes there are several additional roles for the City to play in promoting healthy and nutritious diets of its citizens. They believe that currently, there is a need for more coordination around their distribution efforts and the efforts of the City's Hunger Program. They are also interested in reaching more children through a school distribution program that would allow children to take home a bag of nutritious food once a week. They see the City as a possible partner in this initiative. Additionally, as an organization that prioritizes nutrition, ACCFB believes there is a need to educate through hands-on experience where people are able to see food growing and better appreciate the nutrition of fruits and vegetables. Edible landscapes, school gardens, community gardens, and farmer's markets are all educational tools that ACCFB believes can help people to better understand food and their diets. These are tools that the ACCFB believes the City could support and that would greatly contribute to the over health of Oakland residents at risk of hunger and food insecurity.

The City of Oakland Hunger Program

The Hunger Program is the City's emergency program focused on issues of food security. The program is housed under the Department of Human Services and provides nutrition education and brown bags of emergency food to low-income families in the seven

¹⁴⁶ Personal communication with Suzan Bateson, Executive Director, Alameda County Community Food Bank. 4 November 2005.

Community Development Districts of Oakland five times a year and does food distribution during certain holiday seasons. The City committed \$100,000 (FY2002-03) from its general fund to fight hunger under this program. Community Development Block Grants are used to help fund ACCFB's procurement of food in bulk from large wholesalers and other outlets as well as provide opportunities for Community Development Districts to contribute funds to purchase food for their districts. While the Hunger Program and ACCFB work in partnership on food distributions, the Hunger Program distributes only approximately 210,000 pounds of food annually, while the ACCFB distributes approximately 12 million pounds annually. One of the goals of the Hunger Program is to support and strengthen the network of emergency food providers throughout the City. The Emergency Food Providers Advisory Committee (EFPAC), a membership organization comprised of approximately 25 local churches and community organizations, helps to expand this network and provides oversight over the expenditure of City allocated resources related to emergency food. A major concern of EFPAC is the availability nutritious food in low income neighborhoods.

Community Food Security Initiatives

The following section highlights some of the key organizations involved in food security and nutrition education in Oakland. This is not an exhaustive list of organizations and programs currently contributing to food security in the City. For a more comprehensive list of organizations that contribute to food security in Oakland and their primary interest areas, please see Appendix 1.

Community Food Security Initiatives in West Oakland

Several community food security initiatives have grown out of West Oakland neighborhoods that are serving as models both for the Bay Area and for the nation. This is a neighborhood composed of primarily African American and Latino residents, a large percentage of whom live in poverty. It is also a neighborhood where in the areas with the highest concentration of poverty, there are no centrally-located grocery stores, but numerous liquor stores and fast food restaurants that do not offer healthy and fresh food. This inequality in food access has led to many grassroots initiatives that present the community with inexpensive, nutritious, and ethnically appropriate foods as well as job skills training, nutrition education, and neighborhood community-building and place-making.

People's Grocery is known for operating a mobile food store that drives through West Oakland neighborhoods three days a week selling affordable, local and regionally grown foods and other nutritious products. However, as a community-based, nonprofit organization, People's Grocery has a holistic approach to food security. Their mission is "to uphold the human right to healthy and affordable food and to build community self-reliance by increasing neighborhood access to locally-produced fruits and vegetables and by promoting social enterprise, youth entrepreneurship, sustainable agriculture and grassroots organizing." They use a "cross-sectoral strategy" of bringing grassroots organizing and street-level marketing together with socially responsible business and agricultural practices to positively impact problems facing West Oakland. People's Grocery serves a neighborhood of about 25,000 people whose food shopping options include only one grocery store and 36 convenience and liquor stores, only three of which sell fresh produce. The Mobile Market tries to alleviate the issue of access by distributing food throughout the neighborhood. It is currently serving approximately 160 families and receives discounts from regional farmers

and a national organic food distributor, so they are able to sell their goods at wholesale prices. In addition to the Mobile Market, People's Grocery manages urban gardens. Their staff, volunteers, and school groups maintain urban gardens at Ralph Bunch Middle School, Hoover Elementary School, the West Oakland YMCA, the North Oakland Land Trust and Spiral Gardens. Food produced at these gardens is foraged by neighbors and school children and is harvested for sale in the Mobile Market. People's Grocery has also been popular with its youth education programs that include farm visits, cooking, business management, and on-the-job skills training. While food distribution and education are the primary activities of People's Grocery, they are currently exploring opportunities for a next phase of operations which would include intensive urban food production, and a stationary retail food cooperative.¹⁴⁷ (See the "Food Retail" section of this chapter for more information.)

The Environmental Justice Institute (EJI) works in West Oakland to improve the availability of fresh and nutritious foods in retail stores. One of their most recognized efforts was the formation of the West Oakland Food Collaborative that brought together interested citizens and neighborhood organizations to develop a three-year strategic plan to create a better infrastructure for food security in West Oakland.

Mandela Farmers' Market was one of the first major efforts and cornerstone outcomes of the West Oakland Food Collaborative. With guidance from Mo Better Food, and the African American Farmers of California—who had been selling sustainably farmed produce in West Oakland, educating community members about the importance of eating fresh foods, and honoring the rich culture and heritage of African American farmers—the Collaborative pooled resources to develop Mandela Farmers' Market. The West Oakland Food Collaborative fosters a community-based approach to organizing the market that not only includes the promotion of ethnic foods and cultures, but provides a venue for local arts and crafts, hosts fresh produce and flowers from neighborhood urban gardens, offers cooking and science classes for youth, and serves as a platform for building networks and relationships among community members that are interested in improving the health of the community at large. The market is currently in its third year and operates once a week just east of the West Oakland BART station on Mandela Parkway. Recently the market community had intentions to open a more pedestrian accessible, second market at the West Oakland Library, but have not been able to get a permit from the City.

Another project of EJI is the Community Health Initiative. The Community Health Initiative is an ecological approach to place-making that links the conversion of empty and underutilized lots with the conversion of corner liquor stores. This ecological approach means that the green spaces would be designed by community members, serving the unique needs identified by the community, like playgrounds, community gardens, flower and herb gardens, or small neighborhood parks. Likewise the corner store conversions would increase the amount of fresh, nutritious, and ethnically appropriate foods and would provide improved facades for storefronts. The idea is that improving the esthetics of the physical community by making use of underutilized and blighted space, and improving the quality of

¹⁴⁷ Personal communication with Brahm Amadi and Malaika Edwards, Co-Executive Directors, People's Grocery. 9 December 2005.

and access to health foods, will in turn improve the value of existing corner stores and improve the overall quality of life for community residents.¹⁴⁸

EJI has already piloted one corner store conversion. Though minimal funds were available from the City and other sources, EJI was able to help Neighbor's Market on 9th Street and Peralta in West Oakland to stock fresh produce and install a food deli to replace liquor sales with prepared foods. EJI is currently working with the Alameda County Health Department and East Bay Conservation Corps and together they are seeking funding from various foundations to support the Community Health Initiative.

Another important and timely item on the plate for West Oakland is the possible opening of the Mandela Foods Cooperative health store. (See the "Food Retail" section of this chapter for more information.)

In addition, Oakland Based Urban Gardens (OBUGs), City Slicker Farms, SOL, and Oakland Food Connection, which are discussed in more detail in Chapter 2, have also been critical collaborators in West Oakland's food security initiatives and have greatly contributed to nutrition education, food access, community-building, and place-making in the neighborhood.

City Initiatives

Department of Human Services

In addition to the work of the Hunger Program and Emergency Food Providers Advisory Committee, through its various initiatives, services and commissions, Oakland's Department of Human Services has a number of initiatives that support food security in Oakland.

The Community Action Partnership (CAP) is a DHS initiative that provides funding to nonprofits to carry out programs that help alleviate poverty. One of the eight program priorities is hunger and homelessness. CAP has assisted with various hunger- and nutrition-related programs. It granted funding to ACCFB to carry out the Immigrant Food Stamp Outreach program; the West Oakland Senior Center Nutrition Program to provide healthy breakfasts and nutrition information to seniors; and the Hunger Program for its brown bag food distribution, Thanksgiving Dinner, and Spring Egg Hunt.

The Lower San Antonio Initiative is another DHS initiative which involves a collaboration of Oakland organizations, led by Urban Strategies Council, to address the social, economic, environmental and educational factors that impact the health and well-being of San Antonio residents. Though still in the planning stages, the Health Work Group committee has included "Increasing Access to Resources for Healthy Eating and Exercise" as one of their three primary goals. To address this goal, the group is looking at different ways to increase food stamp enrollment.

¹⁴⁸ Personal communication with Dana Harvey, Founder, Environmental Justice Institute. 9 December 2005.

Oakland's Head Start program offers educational and child development services, social services and assistance with community resources. In addition, Head Start Centers serve breakfast, snack and lunch and provides health and nutrition education to children and their families. The City administers the program as a grantee and the Unity Council acts as a delegate organization. Together they serve 1608 three to five year olds at 21 different Head Start Centers. Unity Council also administers Early Head Start which serves 200 children up to the age of three.¹⁴⁹

The Oakland Fund for Children and Youth, another DHS program, provides funding to community organizations whose programs support education, health and wellness, and youth empowerment. For its 2005-2006 funding round, it provided \$75,000 to OBUGS for their "Planting a Future Program." This program also oversees the **Federal Summer Lunch Program**, also known as Oakland's Summer Lunch Program. The program delivers free meals to children in Oakland neighborhoods. Some of the City's partners for the Oakland Summer Lunch Program include: City of Oakland Recreation Centers, various non-profit organizations serving children, churches, and ACCFB. There are a total of 57 sites in Oakland that serve summer lunches through this program.

Oakland's senior centers are a service provided by the DHS. These six centers provide both nutritional educational as well as free and low-cost meals. **The Commission on Aging** works in partnership with the Department of Human Services and is responsible for developing and evaluating programs that address the needs of seniors. The Commission has been active in securing emergency food for Oakland's seniors.

Oakland Unified School District Initiatives

In addition to the National School Lunch Program (NSLP) and National School Breakfast Program (SBP), Oakland Unified School District has several other programs that help to feed children when they are away from home. Their Early Childhood Education centers which serve two to five year olds, serve breakfast, lunch, and snack at no charge. Last year, approximately 3000 children participated in this program. After school programs are offered at half of OUSD schools and provide snacks to students. During the summer months, OUSD offers the "Summer Seamless Feeding Program" which offer children of 18 years and younger breakfast and lunch at no charge. However, the program only exists at schools that offer summer school classes, so even though all OUSD students are eligible to receive these meals, most do not participate in the program if they are not enrolled in summer school classes.

Though this study did not find indicators that show improvement in health for Oakland youth, OUSD has been on a mission to improving students' nutrition for several years. In 2001, OUSD became one of the first school districts in the United States to pass a nutrition policy banning all carbonated, caffeinated, and high-sugar content drinks and candy from all school premises. The following goals were put forth in the adoption of the nutrition policy:

¹⁴⁹ Personal Communication with Germaine Davis, Enrollment Coordinator, City of Oakland Head Start Program. 22 December 2005.

- ▶ Insure that no Oakland Unified School District (OUSD) student goes hungry.
- ▶ Improve nutritional quality of all food services to OUSD students.
- ▶ Serve enjoyable foods from diverse cultures
- ▶ Improve the quality of food service jobs.
- ▶ Integrate nutrition into the District's Education Program
- ▶ Establish a Nutrition Advisory Board.

Implementation of the policy has allowed OUSD food services division to remove of all deep fryers at middle and high schools; require that all snack chips be baked and reduced fat; and require all dairy to be one percent or no fat. The policy also helped the District to be awarded a \$100,000 grant from Kraft to open two salad bars.

To supplement the nutrition policy, the school district has convened a working group to expand the policy to include requirements of the new federal law passed in 2004 that requires all school districts that participate in federally funded school meal programs to establish a Local Wellness Policy through a process that involves parents, students, school representatives, and the public. The law mandates that these school districts set goals for nutrition education, physical activity, campus food provision, and other school-based activities designed to promote student wellness. The law requires that the Local Wellness Policy be adopted by the start of the 2006-07 school year. Some of the working group's discussion items have included further improving vending machine contents, increasing fresh produce in school lunches, reducing the sugar contents of breakfast cereals, reducing food packing, using non-genetically engineered foods, developing a gardening program to be linked to food services, and adopting a farm-to-school program.¹⁵⁰ While these all present a great opportunity to focus community attention on fighting hunger and preventing obesity in Oakland's school children, funding many these ideas will not be easy given the budget of the district's food services division.

In addition to Federal legislation, in September 2005, Governor Schwarzenegger signed landmark legislation banning soda from high schools and establishing limits on fat and sugar content, and portion sizes for all food sold outside the school meal program in public schools. Set to take effect in 2007, the delayed implementation is meant to give schools time to find replacement foods and end or change existing contracts with soda companies.

Though this legislation represents one of the most rigorous nutrition standards in the country for foods and beverages sold on public school campuses, the primary challenges to providing nutritious foods to children at school still remain. As is, the Districts food services division has a limiting budget. With a \$5.6 million budget for food and only \$0.15-.018 is allotted for each serving of vegetable or fruit, many of the ideas coming out of the working group's discussion will be challenging to implement. Even though Governor

¹⁵⁰ Personal communication with Mary Schriener, OUSD kindergarten teacher and participant in Wellness Policy Working Group, Oakland Unified School District. 23 November 2005.

Schwarzenegger's signed additional legislation earmarking \$18.2 million to reimburse schools for buying fruits and vegetables for school snacks and breakfasts (lunches not included), obtaining higher quality produce, and especially organic produce, is still not feasible for OUSD according to the district's food service director. However, the food services director said that their main goal is to at least procure produce from California growers.¹⁵¹

In addition to budget limitations, one of the largest challenges remains changing the eating behavior of children. Though some resources are available to teachers, the fact that the nutrition education is not a required by the California Department of Education academic content standards¹⁵² in school curriculum can discourage teachers to engage in the topic, especially when teacher and student performance is based on other teaching requirements. To make up for this void and OUSD's limited resources, if a school wants a nutrition education program, it is likely to collaborate with Alameda County Health Department, the Alameda County Cooperative extension, The Watershed Project, the Healthy Kids Resource Center, or Oakland Based Urban Gardeners (OBUGs) who work with OUSD schools on a variety of after school programs that provide nutrition education. Even with these additional resources, only a portion of OUSD schools are able to provide sufficient nutrition education, with about 10 schools participating or interested in participating in a garden program and about 25 participating in nutrition education programs provided by outside programs.¹⁵³

Summary of Key Findings and Barriers

As in most cases of food insecurity, the prevailing causes in Oakland appear to be the lack of physical access to and affordability of food. With 20 percent of the population at 100 percent poverty level, and with 29 percent of Oakland families earning below what the California Budget Project determined as necessary to meet basic need of a family of three, poverty is one of Oakland's greatest problems in facing hunger. In addition, the lack of easily accessible grocery stores in neighborhoods where poverty is highest and car ownership lowest, is of great relevance to the East and West Oakland neighborhoods. It is clear that there is recognition of this problem and that federal food assistance, emergency food, and community food security programs and initiatives are responding in different ways to intervene with the problems associated with food insecurity.

The traditional strategies to alleviate food insecurity, federal food assistance and emergency food programs, are well established in Oakland. However, there is an extraordinarily high percentage of eligible Oakland residents who are not enrolled in the Food Stamp program (78 percent of those eligible are not enrolled), resulting in \$54 million in unclaimed benefits in 2003. An ample number of food retailers accept food stamps in the form of Electronic Benefits Transfer, but a large portion of those retailers are convenience stores that may not

¹⁵¹ Personal communication with Jennifer le Barre, Food Services Director, Oakland Unified School District. 13 December 2005.

¹⁵² "Content Standards." *California State Board of Education*. 12 March 2006. <<http://www.cde.ca.gov/be/st/ss/>>

¹⁵³ Personal communication with Justin Watkins, Alameda County Cooperative Extension, Child Nutrition and Community Development. 14 October 2005. Personal communication with Aysha Massell, Oakland Based Urban Gardens. 13 December 2005. Personal communication with Pam Aziz, Alameda County Health Department. 14 December 2005.

provide healthy foods options to food stamp users. Convenience stores represent the fourth largest spending category for food stamp users. Farmers' markets are nearly last. On the other hand, WIC has 90 percent enrollment rate and the value of WIC coupons spent at farmers markets is almost 60 times higher than the value of food stamps spent at farmers' markets in an average month. Still, increasing outreach to promote farmers' markets and other retail that sells healthy foods among people receiving federal food assistance is needed.

Other Federal food assistance programs in Oakland such as the National School Lunch and School Breakfast Programs, the Summer Food Service Program, and the Child and Adult Care Food Program directly provide meals to Oakland residents. In addition, the City's Hunger Program and the Alameda County Community Food Bank (ACCFB), the two major emergency food programs, and Head Start and Oakland's senior center all provide food directly to those who are most vulnerable to food insecurity. We highlight these programs not only to assess whether they are maximizing participation from those who need them, but given that they provide food to thousands of Oakland residents, they have strong potential to improve the nutritional intake and health of many of Oakland's poorest residents. With child obesity and adult diet-related disease on the rise in Oakland, focusing on nutrition (and exercise) is paramount. To demonstrate their commitment to health and nutrition, these programs could be the first in line to serve at least 30 percent locally sourced foods. A farm-to-institution program that allows these programs to procure food at a reasonable rate through direct distribution from the region's farmers could make this happen. See Chapter 6, "Recommendations for Food Security."

Community food security initiatives in Oakland are gaining traction throughout the City. More than 70 organizations (see Appendix 1 for a comprehensive list) are focusing some or all of their programs on availability, affordability, and education around food and diet. All of the community-based food security initiatives that were involved in this study, as well as the several academic studies cited in this study, communicated that **nutrition education as well as the availability of healthy food, meaning grocery stores that carry affordable and nutritious products, farmers' markets, produce stands, and community gardens, are of critical importance to ensuring that people are able to access and afford food and understand the importance of maintaining a healthy diet.** Most of the community-based food security initiatives discussed in this study are focused on providing retail access to local, organic, and affordable foods, while providing nutrition education, job-skills training or other economic opportunity to the community. All of the organizations highlighted in this section are currently in the process of planning for growth, expansion, and improvement of their programs—a new farmers' market in West Oakland, the opening of two new worker-owned food cooperatives, and the continuation of efforts to help corner stores convert large portions of their inventory to profitable fresh produce.

While many of the organizations studied in this report have incorporated nutrition education into their activities, the organization that could have one of the broadest effects in carry out this goal, the Oakland Unified School District (OUSD), severely lacks resources and incentives to provide it. While OUSD is working on establishing a meaningful wellness policy, both the lack of funding and strict requirements from the California Department of Education that do not include nutrition education as a mandatory element of school curriculum, are restricting the capacity of the city's schools to provide adequate nutrition education in the classroom and after school. Instead, most public schools have relied on

partnerships with community organizations to provide nutrition education either as a part of an onsite after school program or as an offsite independent initiative. These organizations, however, do not always have the resources and capacity to deliver services in the long term and to all schools.

An additional barrier that many stakeholders have voiced is the strong presence of fast food restaurants and convenience stores in Oakland's low-income neighborhoods. The relative ease of accessing food from these establishments is reinforced by the ubiquitous use of advertising the products that they sell. While nutrition education throughout many spheres of the community is essential, it is becoming exceedingly difficult to compete with large advertising budgets and the conspicuous presence of advertising in schools, entertainment media, and civic life.¹⁵⁴

Our research reveals that most organizations that focus on food security share common principles and interests. For example, many believe that hands-on experience with local food whether it is growing food, frequenting farmers' markets, or being involved in the food economy, are important ways to help people understand the role that nutritious food plays in diet, health, and well-being. Though each of these organizations are following similar paths in their work, it appears that these organizations are not always communicating and collaborating with each other in ways that could help strengthen their efforts and further their goals. It is also clear that most these initiatives have yet to maximize relationships with the City. There appears to be a need for more communication with City staff and legislators to discuss ways in which the City can provide an infrastructure that supports and helps to catalyze key initiatives such as corner store conversions, the development and opening of food retail establishments, and more space for urban gardening.

Chapter 6 provides more ideas on how these relationships might be strengthened as well as a detailed list of ideas that might address the barriers discussed here.

¹⁵⁴ "Frequently Asked Questions." *Center for Informed Food Choices*. 27 March 2006. <<http://www.informedeating.org>>.

Chapter 5. Food Waste Recovery

Food waste management and recovery is the series of activities where discarded food materials are collected, sorted, processed and converted into other materials and used in the production of new products.

Food Waste recovery represents an important part of the food system, and in particular a sustainable food system, by “closing the food loop.” As the final step in the movement of food through human communities, food waste can be both a community output (as discarded or landfilled waste), and an input back into the food system (as a recoverable resource capable of being converted into compost or other recyclables). A critical component of a sustainable food system is the diversion of food waste from landfills. This is reflected in Goal 2, “Urban Agriculture and Waste Reduction,” which promotes “closed-loop systems that make use of food waste recovery while reducing energy use.”

Reducing food waste in general, as well as increasing the amount of food residuals that are diverted from landfills can have a number of environmental, social, and economic benefits, including:

- ▶ Reducing pollution and the consumption of non-renewable materials within a community
- ▶ Generating needed compost for urban and rural agriculture production
- ▶ Reducing trash collection and disposal fees for individuals and businesses
- ▶ Ensuring that edible food is redistributed to those who require emergency food provision

The California Integrated Waste Management Board emphasizes the fact that, “There is no single strategy for diverting food discards to beneficial uses. Food can be donated to charities, converted into animal feed, rendered into soap or other products, and composted. Food waste can also be avoided through prevention strategies.”¹⁵⁵ In short, food waste recovery is comprised of a number of recycling and use options that encompass different kinds and sources of food waste as well as different markets for and recipients of recovered and residual food products. This section will address some of the strategies currently being employed by and within Oakland for food waste recovery.

Food Waste and Materials Recovery - Why is it Important?

Food waste recovery can generally be defined as the **collecting and reusing food scraps, through donation of edible food to charities, and the recycling of edible food through**

¹⁵⁵ “Innovations’ Case Studies: Food Waste Recovery - General Information.” *General Information: Food Waste Recovery*. California Integrated Waste Management Board. March 2006.
<<http://www.ciwmb.ca.gov/LGLibrary/Innovations/FoodWaste/Program.htm>>.

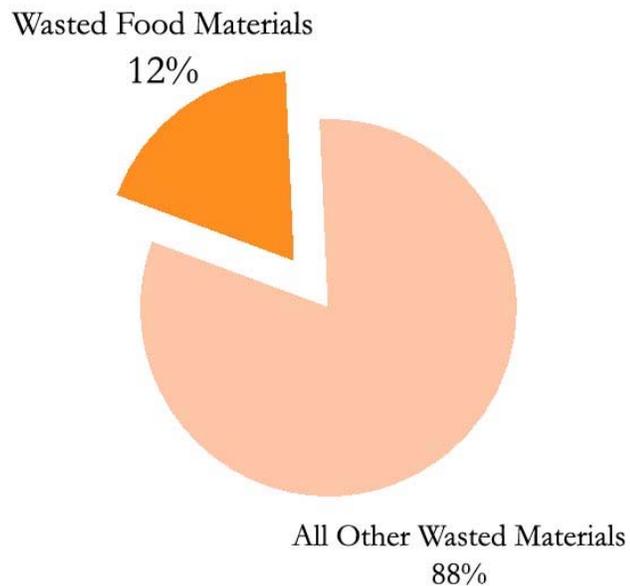
composting, and other end uses.¹⁵⁶ The “Recycling Hierarchy,” as mandated by California State Law, is Reduce, Reuse, Recycle. According to the Alameda County Integrated Waste Management Plan, “The most important diversion strategy is ‘Source Reduction,’ also referred to as waste prevention.”¹⁵⁷

According to a recent study by a researcher at the University of Arizona, Americans throw away approximately 40-50 percent of their food (i.e., total, system-wide “food loss”).¹⁵⁸ Within that figure, retailers and restaurants throw away 35 million tons a year, valued at \$30 billion. Households are responsible for throwing away approximately \$43 billion worth of food (not including plate scrapings, garbage disposal waste, or composting). That comes out to about 14 percent of what they buy, or 1.28 pounds of food per household per day.

Vegetables are 27 percent of food trash, while packaged foods in their original containers and with valid expiration dates are 14 percent¹⁵⁹. While these figures are general in that they represent the results of a nation-wide survey, they do point to the fact that **communities everywhere need to do a better job of reducing practices of food consumption that result in waste.** Not only does food loss represent a significant waste of financial resources for individual households and businesses – it also contributes to pollution and wasteful consumption of resources.

In 2000, food represented 12 percent of the City of Oakland’s total waste stream, making it the most common material in the waste stream.¹⁶⁰

Figure 5.1 Food Scraps as a Percentage of Total Wasted Materials- 2000



Source: Alameda County Waste Characterization Study – 2000.

¹⁵⁶ “Innovations” Case Studies: Food Waste Recovery – Overview.” *General Information: Food Waste Recovery*. California Integrated Waste Management Board. March 2006.

<<http://www.ciwm.ca.gov/LGLibrary/Innovations/FoodWaste/Program.htm#Overview>>.

¹⁵⁷ Alameda County Source Reduction and Recycling Board. “Alameda County Source Reduction and Recycling Plan,” p. 9. *Alameda County Waste Management Authority*. January 2003. March 2006.

<<http://www.stopwaste.org/docs/rplan2003.pdf>>.

¹⁵⁸ Jones, Timothy. “The Garbage Project.” *University of Arizona*. 10 August 2005. 12 September 2005.

<<http://bara.arizona.edu/gp.htm>>.

¹⁵⁹ Ibid;

“UA prof: Americans wasting \$100 billion of edible food yearly.” *The Arizona Republic*. 5 December 2006. March 2006. <http://www.tucsoncitizen.com/news/local/120505a2_garbologist>.

¹⁶⁰ Alameda County Waste Characterization Study – 2000. *StopWaste.org*. March 2006.

<<http://recycle.stopwaste.org/wcs/Vol2/Oakland3.xls>>.

The percentage of food as a component of the waste stream of individual sectors (such as single and multi-family residential, commercial, etc) is even higher.

For example, food waste

represents 24 percent of all single-family waste, and 15.4 percent of commercial waste. If the City of Oakland was able to utilize all of the food materials currently land-filled through composting, this would generate enough compost for approximately 120 community gardens per year.¹⁶¹

“If the City of Oakland was able to utilize all of the food materials currently land-filled through composting, this would generate enough compost for approximately 120 community gardens per year.”

Assessment of Oakland Food Waste Recovery

In Oakland, as in California in general, food waste recovery programs are on the rise. The City of Oakland has undertaken an ambitious goal with the Alameda County Waste Management Authority of “Beyond 75%” diversion rate. Oakland’s new “Zero Waste” Resolution take resource recovery and waste management to a new level, by calling for both “upstream” and “downstream” solutions. This approach looks at the full lifecycle of products and materials and emphasizes building in reuse and recycling to every step of product design and use. Zero Waste aims to reduce the toxicity and pollution of materials and well as a reduction in inputs, to ensure that products are made in such a way as to enable “highest and best use” through recyclability and reusability, and to create opportunities for economic development through both increased efficiency and multiple markets for reused and recycled goods.¹⁶²

Zero Waste principles can be applied to food by considering the distance that food travels from producer to consumer (efficiency and packaging requirements), the kinds of packaging in which food (both processed and unprocessed)

is sold to consumers, and the methods and processes by which food waste can be converted into useful end products. For example, polystyrene (“Styrofoam”) and plastic bags are non-recyclable food packaging that are also non-biodegradable and make food much harder to separate for recovery. The proposed Oakland ban on polystyrene would increase the potential for food recycling by reducing contamination in the waste stream. The success of Zero Waste approaches to food recycling is exemplified by McAfee Coliseum, which in 2005

“The success of Zero Waste approaches to food recycling is exemplified by McAfee Coliseum, which in 2005 became the first ballpark in the nation to begin implementing 100 percent compostable materials in food service, eliminating Styrofoam and plastic cups.”

¹⁶¹ Based off of the Alameda County Waste Characterization Study – 2000 figures of 46,978 tons of food waste and average community garden size of 6400 square feet. Compost generation typically loses 2/3 of its mass in production. Garden compost requirements were estimated at 1 cubic foot of compost per square foot of garden per year (City Slicker Farms. Personal Communication. March 2006.) One cubic foot of compost was estimated to weight approximately 40 pounds.

¹⁶² “Resolution Adopting a Zero Waste Goal by 2020 for the City Of Oakland and Directing The Public Works Agency, in Concert with the Mayor's Office, to Develop a Zero Waste Strategic Plan to Achieve the City's Zero Waste Goal.” *City of Oakland Agenda Report*. February 28 2006.

became the first ballpark in the nation to begin implementing 100 percent compostable materials in food service, eliminating Styrofoam and plastic cups.¹⁶³

Oakland offers both residential and commercial food scrap recycling programs through Waste Management of Alameda County (WMAC) and Norcal currently provide commercial food waste composting services in Oakland.¹⁶⁴ The City of Oakland is unusual in that its exclusive solid waste agreement with Waste Management of Alameda County does not include commercial recycling of “source separated recyclable materials.”¹⁶⁵ This means that private haulers may compete for recycling contracts with individual commercial enterprises. Oakland is relatively unique in this sense; recycling is a profitable enterprise that the city does not need to subsidize, allowing haulers to charge for recycling services. This creates a competitive, market-based system of recycling.

Table 5.1: Commercial and Residential Organic Materials Collection - 2005¹⁶⁶

Residential food scraps and yard trimmings (“Green Cart”) tons collected via Oakland's residential curbside program:	34,000
Estimated commercial food scraps tons collected by open market commercial haulers in Oakland:	12,000

Household food waste is now being recycled through the single-family residential¹⁶⁷ “Weekly Pickup - Green Yard Trimmings and Food Scraps Cart.” This program, which grew out of the yard trimmings recycling program, allows residences to recycle food scraps, along with food-soiled paper, with other organic yard waste. Currently, food scraps collection is available to approximately 95,000 households. Participation rates are currently being assessed, although this study is not complete.

“In addition, StopWaste.org1 has sold 17,616 home compost bins to Oakland residents between 1992 and 2005. This is the highest number of bins in any city in Alameda County, and represents approximately 20-22 percent of single family homes in Oakland.”

In addition, StopWaste.org¹⁶⁸ has sold 17,616 home compost bins to Oakland residents between 1992 and 2005. This is the highest number of bins in any city in Alameda County, and represents approximately 20-22 percent of single family homes in Oakland. Home

¹⁶³ “Oakland Now: Mayor Jerry Brown State of the City Report.” *Mayor State of Oakland 2005*. March 2006. <<http://www.oaklandnet.com/government/mayor/MayorStateofOakland2005.pdf>>.

¹⁶⁴ Brown, Vence & Associates. “Alameda County Recycling Board ‘5 Year Audit’ Programmatic Overview and Evaluation.” *Alameda County Source Reduction and Recycling Board*. April 2002. March 2006. <<http://www.stopwaste.org/docs/5yearaudit.pdf>>.

¹⁶⁵ “Information about who can legally haul solid waste in Oakland.” *Oakland Recycles – Garbage – Exclusive Franchise*. Oakland Recycles. March 2006. <<http://www.oaklandpw.com/Page332.aspx>>.

¹⁶⁶ City of Oakland Public Works Agency, 2006.

¹⁶⁷ City of Oakland Public Works Agency, 2006. Defined as 1- 2- 3- and 4-unit residences.

¹⁶⁸ StopWaste.org is the Alameda County Waste Management Authority and Alameda County Source Reduction and Recycling Board

composting and food scraps recycling are two important strategies in converting materials that would become part of the waste stream to useful resources.

However, there are a number of difficulties in expanding the residential food waste recycling. Food scraps recycle requires a significant behavior shift, tantamount to the shift in the 1990's to recycle cans, bottles and paper. Community education on the value of food composting, and to address the perceived "nuisances" of food scrap recycling (odor, transfer of scraps, etc) are planned. This becomes more complicated and multifamily residences present a relatively more difficult population for recycling in general, due to relatively high turnover rates ("transient population"), as well as the lack of a direct connection between payment and service for renters. Additionally, since the food scraps collection program grew out of the yard trimmings collection program, multi-family residences were not included.¹⁶⁹ This simply highlights the fact that food scrap recycling is not a "one-size-fits-all" enterprise, and that increasing participation by households and commercial/retail establishments will require creative programmatic solutions that link City policy makers, food recycling and composting enterprises, and community members.

One creative solution currently being employed in Oakland is the food scraps recovery activities run by City Slicker Farms. City Slicker Farms is a West Oakland-based organization that runs organic, sustainable, bio-intensive market farms and backyard gardens. The produce from these farms and gardens provides affordable, fresh produce to the local community. City Slicker Farms accepts donated food and yard scraps from West Oakland residents, which is composted and used for their farm and garden needs. In 2005, they diverted close to 20 tons of food scraps and yard waste from land-fills. City Slicker Farms is currently unable to generate all the compost that they need to run their farming operations through this donation program, although they are interested in expanding towards a goal of self-sufficiency.

Food scrap recovery programs like the one run by City Slicker Farms have a number of benefits, beyond simply reducing the amount food scraps that end up in landfills. One of the benefits of this kind of food scrap recovery program is that it connects an individual household's waste production with food production within the realm of the community. Households that might traditionally be considered part of "hard to reach" populations (i.e., members of multi-family residences, or those who don't highly value recycling) may be more inclined to participate in food scrap recovery programs that are built on community relationships. In general, City Slicker Farms' collection program and other "non-commercial" food scrap recovery programs have the potential to compliment larger, commercial programs by reaching out to community members, and by exemplifying how food scraps can be utilized in the sustainable production of fresh produce for the community itself.

¹⁶⁹ Multi-family residences are defined as 5+ unit residences. "5+ -unit residences are not a cost-effective target for yard trimmings collection, as they are very small generators of yard trimmings." City of Oakland Public Works Agency. Personal Interview. 20 October 2005.

Edible Food Recovery

Another strategy for diverting food waste from landfills as well as distributing food to those who need it is “edible food recovery.” Alameda County Waste Management Authority created an edible food donation program to “increase edible food donations...for those in need and to create beneficial reuse for this waste stream.”¹⁷⁰ This program supported the Alameda County Community Food Bank as well as Oakland Potluck. Oakland Potluck, a food rescue organization founded in 1986, is a grassroots, volunteer-based system for collecting fresh, edible food from parties, schools, churches, weddings, city agencies, and other sources of unused food and delivers it to shelters, senior centers, food pantries, and other member agencies. While the diversion provided by edible food waste recovery programs is low with respect to the total amount of wasted food materials,¹⁷¹ edible food waste recovery is yet another example of ways that food waste can be utilized in creative ways that benefit the community.

Summary of Key Findings and Barriers

A healthy, sustainable food system should consider the impact that all parts of the food system have on food waste recovery, and should be pursued with Zero Waste principles in mind. The way in which food is packaged, delivered, and marketed “has a huge impact on disposal in Alameda County.”¹⁷² Local foods that are produced and processed locally and require less packaging due to reduced transportation distances could increase the recoverability of food scraps by reducing non-recyclable and non-compostable components. Community and regional agricultural production creates a market for composting, increasing the value diverting food from landfills. In order to achieve system-wide waste reduction goals, food scrap recovery must be addressed from multiple angles, including increasing public awareness of food waste issues and designing food scrap recovery programs that meet the needs of different waste producers. This will mean reducing wasteful food consumption, increasing the recyclability of food packaging, and increasing diversion through creative and diverse programs that promote composting and food recycling for all types of food waste.

¹⁷⁰ Brown, Vence & Associates. “Alameda County Recycling Board ‘5 Year Audit’ Programmatic Overview and Evaluation.” *Alameda County Source Reduction and Recycling Board*. April 2002. March 2006. <<http://www.stopwaste.org/docs/5yearaudit.pdf>>.

¹⁷¹Ibid.

¹⁷² Alameda County Source Reduction and Recycling Board.. “Alameda County Source Reduction and Recycling Plan,” p. 11. *Alameda County Waste Management Authority*. January 2003. March 2006.

Chapter 6. Toward a Sustainable Food Plan for Oakland: Recommendations

The food system in Oakland involves a variety of actors with various interests and stakes in how food is produced, processed, distributed, consumed, and wasted. These actors span across sectors, across city, regional, and even international boundaries, and have deeply interconnected implicit and explicit relationships with one another. These dynamic relationships are represented in public policy decisions, private and other non-governmental activities, and in the end consumer who makes daily decisions on food choices. These relationships effect economic, cultural, and environmental spheres of life and produce differentiated outcomes depending on the ways in which the relationships are constructed and the “tools” in place to implement activities around food.

This report has attempted to highlight some of these actors and trends through an assessment of Oakland's food activities. There is great concern among segments of the Oakland community about the outcomes produced by the current food system, and this is reflected in the numerous initiatives discussed in this report that are at work in the City to address issues of access to and quality of food, nutrition education, the local economy as it relates to food, and food waste.

While the intentions of the actors are noteworthy, we believe that there is a need to make some of these relationships more explicit in order to better align shared values and interests and to analyze the “tools” that facilitate both desired and undesired outcomes of the food system in Oakland.

Convening some of these actors, such as health professionals, school officials, waste management companies, large and small food retailers and processors, regional farmers, community- and faith-based organizations, and various City and County staff in the form of a food policy council could be the first step toward a comprehensive, sustainable food policy and plan for Oakland. A food policy council could broaden the discussion of food, provide an ongoing comprehensive examination of the City's food system, and increase communication and understanding between citizens and the City government. Each of the following recommendations could be taken up as an action item for the food policy council in coordination with the appropriate agency or organization.

Recommendations on First Steps Toward a Sustainable Food Plan:

1. Develop a Food Policy Council or Commission comprised of stakeholders from various segments of Oakland's food system. This might be done through several professionally facilitated meetings of key stakeholders. **The Council's first task should be the development of a City-wide food systems plan that seeks to achieve the proposed five food systems sustainability goals.**

See Appendix 2 for example legislation on the development of a city food policy council (FPC) and Appendix 3 for a list of state and local FPC's and where to go for further information on developing FPC's.

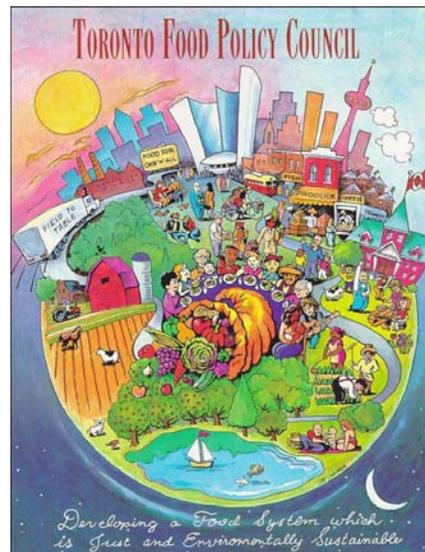
2. Develop a Department of Food supported by Oakland's Office of Sustainability, Department of Human Services, the Community and Economic Development Agency, other appropriate City departments, and OUSD, to advocate for local food and business development incentives for food-related economic activities, with a priority agenda to increase food access in underserved areas. The Department of Food would work with the Food Policy Council to review and reform existing general plan policies and regulations to support the proposed five food systems sustainability goals.
3. This collaboration should develop indicators representing each of the proposed five food systems sustainability goals, which could be annually monitored by a "Food and Health Report Card".
4. The Food Policy Council in collaboration with the Department of Food would take responsibility for implementing the following list of recommendations in this report or direct responsibility to the appropriate City agency or department.
5. Initiate a City-sponsored annual festival or other public event to benefit community food programs.

Case Study: Toronto Food Policy Council

The Toronto Food Policy Council (TFPC) is one of 31 state, county, and local food policy councils in North America (see Appendix 3 for a full list of councils). Founded in 1991, due to the lack of federal and provincial leadership on food security, TFPC is a 24-member council that holds meetings open to the public every two months. Members include representatives of city council, conventional and organic farms, co-ops, large food corporations, multicultural groups, anti-hunger advocacy groups, the faith community, and community development groups. The council prides itself on working through diverse coalitions to create innovative solutions, obtaining and sharing hard-to-find information, advocating for effective public policies, and increasing public awareness of food security issues.

The Toronto Food Policy Council mission encompasses two goals:

1. "to end hunger and the need for a food distribution system based on charity" and
2. "to promote food production and distribution systems which are equitable, nutritionally excellent, and environmentally sound."



The Toronto Food Policy Council has existed for over a decade and thus has a substantial list of accomplishments. Highlights over a variety of topics include:

Food and Hunger Action

- ▶ Writing the City of Toronto Declaration on Food and Nutrition and later helping draft the Toronto Food Charter.
- ▶ Working with the organization FoodShare to launch a Good Food Box, now distributed to over 4000 mostly low-income families a month.
- ▶ Helping launch city-wide food and hunger action committee to link citizen groups and all city departments dealing with food issues.

Health

- ▶ Advocating against federal approval of genetically engineered Bovine Growth Hormone use.
- ▶ Increasing the number of school food programs from 53 to 350 in partnership with the Student Nutrition Coalition.

Planning and Economic Development

- ▶ Helping draft crucial passages on food security in Toronto's 2003 official plan.
- ▶ Contributing to the creation of a commercial kitchen incubator in Toronto, working with the City of Toronto Economic Development Division and FoodShare.

Urban Agriculture and Food Waste Recovery

- ▶ Helping lead community garden expansion project in Toronto--the number of community gardens increased from 50 to 122 over 10 years.
- ▶ Founding Rooftop Garden Resource Group to help develop gardens, in coordination with roofers association.
- ▶ Managing two e-mail services, one specializing in local food systems and another in global food policy issues.

Source: "Food Policy Council Profiles." *World Hunger Year*. 17 February 2006.
<http://www.worldhungeryear.org/fslc/faqs/ria_093.asp?section=8&click=3#4>.

Goal 1: Food Security

Ensure that no Oakland resident experiences hunger. Ensure that access to safe and nutritious food is not limited by economic status, location, or other factors beyond residents' control.

Recommendations for Food Security¹⁷³

1. Increase access to fresh and local foods for residents who participate in federal and emergency food programs. This might include:
 - ▶ Developing a farm-to-school/institution program with administrators of the National School Lunch and School Breakfast Programs, Summer Lunch Program, Child and Adult Care Food Program, Head Start, and senior centers to guarantee the provision of fresh, sustainable, and local foods.
 - ▶ Develop an outreach program to increase WIC and Food Stamps usage at farmers' markets.
2. Develop an outreach program to increase and stabilize participation rates for the National School Lunch and School Breakfast Programs, and Child and Adult Care Food Program. The outreach effort could be shared in partnership among Oakland's community-based organizations and OUSD, and carried out through the schools. The outreach would not only inform youth and their parents about food programs at school and day care, but would also provide parents with information about other nutrition programs such as WIC, food stamps and emergency food resources.¹⁷⁴
3. Work with OUSD to develop a universal classroom breakfast that provides all children with a nutritious breakfast, at no charge, at their desks at the start of the school day.¹⁷⁵
4. Support corner store conversions by assisting store owners to transition their stock from fortified alcohol and junk food to both healthful and profitable retail that also meets community needs. This can be achieved by:
 - ▶ Providing incentives, including grants, tenant improvement funds, tax breaks (e.g. reduction in business taxes at comparable rate to increased stock of local, fresh foods), and the guarantee or facilitation of low-

¹⁷³ Several of these recommendations were informed by the paper *Neighborhood Groceries: New Access to Healthy Food in Low-Income Communities*, prepared by Ed Bolen and Kenneth Hecht for California Food Policy Advocates. January 2003.

¹⁷⁴ Recommendation informed by: Chanse, Ursula, Alameda County Community Food Bank. "Finding the Gaps in Child Nutrition: A Report on the Summer Food Service Program in Alameda County." June 2003

¹⁷⁵ California school district in Cutler-Orosi, Folsom-Cordova, Modesto, Santa Rosa, and West Contra Costa have adopted universal breakfast programs. For more information see California Food Policy Advocates' publication, http://www.cfpa.net/UCB_SBPinClassroom_SimpleSolution.PDF.

interest loans.

- ▶ Providing leadership and guidance for new mixed-use development projects to include sites for food retailers that offer healthy foods.
 - ▶ Streamlining any applicable license and permit processes. Acquire or convert underutilized or vacant land for food retail development.
 - ▶ Encouraging the conversion of small food retail establishments as a vital component of redevelopment projects.
 - ▶ Providing technical assistance to entrepreneurs and storeowners who are interested in stocking nutritious food. This might include assistance with marketing, and feasibility and business plans.
 - ▶ Ensuring police services to support market operators and discourage undesirable loitering that may deter business.
 - ▶ Conducting nutrition education classes and activities, including shopping and food budgeting guidance, in conjunction with small food retail stores, residents, and community-based organizations.
 - ▶ Connect food retail stores that utilize these programs to innovative non-retail wholesale distribution programs, such as those used by the Grower's Collaborative, could provide store owners with a good source of affordable, fresh, local produce and fresh food efficiently and conveniently. (See Grower's Collaborative case study in "Goal 4: Agricultural Preservation").
5. Develop "food enterprise zones" in neighborhoods underserved by quality food retail whereby food retailers that provide nutritious foods in these neighborhoods are exempt from Oakland business taxes.¹⁷⁶
 6. The planning department should include food access needs in the planning, zoning and development process.
 7. Improve transportation services to food markets. Public transit routes can be designed to connect neighborhoods that lack healthy food outlets with areas that have such stores.
 8. Restrict the location and amount of fast food restaurants through land use and other controls. This can be done by:¹⁷⁷
 - ▶ Restricting the development of new fast food outlets and/or drive-through services.

¹⁷⁶ San Francisco Food Systems Council and San Francisco Department of Public Health have proposed establishing Food Enterprise Zones in the city's eastern neighborhoods.

¹⁷⁷ Recommendations informed by: Mair, Julie Samia, Matthew W. Pierce and Stephen P. Teret. *The City Planner's Guide to the Obesity Epidemic: Zoning and Fast Food*. Published for The Center for Law and the Public's Health at Johns Hopkins & Georgetown Universities. October 2005.

- ▶ Applying restrictions to certain areas of the City for the development of new fast food establishments.
 - ▶ Regulating the total number of fast food outlets.
 - ▶ Regulating the density of fast food outlets.
 - ▶ Regulating the distance of fast food outlets from other uses, e.g. schools.
9. Mandate that all parks and recreation facilities remove candy and other high-calorie junk foods from vending machines in favor of healthy alternatives.
 10. Survey and monitor grocery store prices and locations, and survey and monitor transportation and access to food stores.
 11. Lobby and advocate before state and federal legislatures for programs and actions which will improve residents' opportunities to obtain healthy diets.¹⁷⁸
 12. Award and incentivize restaurants and food retail establishments that stock or provide a choice of nutritious foods on their menus. See recommendation number 6 under "Food Literacy."
 13. Ensure that the appropriate program administrators within the City of Oakland are aware of and apply to Food Stamp Outreach grants.
 14. Increase availability of land and opportunities for urban food production. (see "Goal 2: Urban Agriculture and Waste Reduction.")

¹⁷⁸ For examples of advocacy campaigns, see California Food Policy Advocates < <http://www.cfpa.net/> > and Community Food Security Coalition , <http://www.foodsecurity.org/policy.html>>.

School Market - California Food Policy Advocates

Fruitvale, Oakland

School Market, a 1,300 sq. ft. market in the Fruitvale neighborhood of Oakland was the sole commercial establishment in a 12-block radius, serving a multicultural population. The median household income for the neighborhood is \$25,866. School Market was typical of many urban “corner stores.” The store depended on sales of alcohol, convenience (“junk”) foods, and cigarettes. After a Bay Area Community Services (BACS) and California Food Policy Advocates (CFPA) study found that **an important strategy for improving food access of seniors was, “Starting a fresh produce market, or enhancing an existing market by helping it to sell produce and other fresh foods,”** CFPA approached the owner of School Market in 2000 and inquired about whether the store might be interested in expanding its selection of produce and dairy.

The process for “converting” School Market included connecting the owner, Tom Ahmed, with a knowledgeable “produce mentor,” Nathan Cheng, who had been operating a successful free-standing produce market in a low-to-middle income area of Berkeley. Mr. Cheng worked with Mr. Ahmed to reorganize the store layout, maximizing efficiency and creating room for a produce display, as well as marketing strategy for item placement. Mr. Cheng trained Mr. Ahmed in buying, pricing and selling produce. The outside of the market was redesigned and repainted, and flyers in English and Spanish were distributed door-to-door within a 15-block radius of the store. School Market held an open house and distributed free bags of fruit to over 300 individuals. Additionally, they held raffles for produce-related prizes and distributed information on nutrition and health in order to better market the new food.

CFPA arranged an important community outreach component of the conversion with the Alameda County Public Health Department to design a **“fresh produce buying and preparation after-school activity”** with the nearby Fruitvale Elementary School. This relationship also resulted in the fresh produce mural painted by students on the front of the store, and helped connect School Market with the surrounding neighborhood. The result of these efforts was an increase in gross produce sales from \$50 per week to an average of \$600/\$700 per week. Total cost for the project was \$22,520.

Key factors to the success of this conversion included the desire of Mr. Ahmed and his staff to increase produce sales, the expertise and technical assistance provided by Mr. Cheng, the ability of the store to manage their floor space more effectively, as well as the base of customers provided by the surrounding neighborhood.

Source: “Neighborhood Groceries: New Access to Healthy Food in Low-Income Communities.” *California Food Policy Advocates*. 24 February 2006. < <http://www.cfpa.net/Grocery.PDF>>.

SuperSave Grocery - Literacy for Environmental Justice

Bayview Hunters Point, San Francisco

Literacy for Environmental Justice (LEJ) received funding for its Good Neighbor Project from the San Francisco Department of Public Health's Tobacco Free Project. Funding was provided to implement the Community Capacity Building Process to replace tobacco food subsidiary products in corner stores in the Bayview Hunters Point community with healthier food alternatives and reduce tobacco and alcohol advertising at corner stores.

SuperSave Grocery is the largest food retailer on Third Street in Bayview. However, many folks in the community remember when (not long ago) it was a dark unkempt store, riddled with alcohol and tobacco advertising, that carried little, if any, produce items. Based at a major neighborhood intersection, the business is also obstructed by loitering and a generally menacing atmosphere.

When The Good Neighbor program approached store manager, Sam Aloudi, in late 2003 to become the program's first pilot store, he was skeptical. However, Sam, a savvy businessman recognized that change was on its way. "Well, I haven't sold health foods much because I don't think people will buy them. But- the neighborhood is changing- so why not try it?" he said.

Now, almost 2 years later, SuperSave has continued the program and produce is now 30% of their sales. The dark advertising has been virtually removed and the store is much brighter. After Good Neighbor provided energy-efficient refrigeration units, Sam began carrying fresh dairy products including organic milk and eggs, along with a selection of cheeses. Today, in an aisle stocked with everything from red onions to fresh kiwis, Sam and the Good Neighbor program have demonstrated that it's never too late to change your ways.

Source: "Good Neighbor Store Case Studies." *Literacy for Environmental Justice*. 24 February 2006. <http://www.lejyouth.org/docs/Good_Neighbor_Store_case_study.doc>

Goal 2: Urban Agriculture and Waste Reduction

Maximize Oakland's self reliance and capacity to grow and provide healthy local food for its citizens through community and rooftop gardens, farmer's markets, community supported agriculture, and other urban agricultural activities; and simultaneously promote a "closed-loop" system that makes use of food waste recovery while reducing energy use.

Recommendations for Local Food Production

1. Initiate an inventory of land that is potentially suitable for urban agricultural production. This could include both suitable public (right-of-ways, easements, parks, etc.) and private (rooftops, back-yard gardens, etc.) land.

See Appendix 4 for information on conducting an inventory and managing land.
2. Conduct a comprehensive review of current policy and zoning obstacles to urban food production.
3. Develop urban agriculture zoning designations along with related policies for the City's zoning map and general plan.
4. Adopt a formal policy on expanding urban agriculture in Oakland with a targeted 30 percent increase and a corresponding timeline.

See Appendix 5 for Sample Legislation Supporting the Expansion of Urban Gardening.
5. Adopt a plan, goals, and timeline for how Oakland will produce a determined percent of its food consumption.
6. Encourage edible landscaping, community gardens, and rooftop gardens for new large-scale residential and mixed-use development projects.
7. Increase food waste diversion by supporting and following the City's "Zero Waste" resolution recommendations and the polystyrene ban to improve the recyclability of food waste.
8. Increase food waste diversion by supporting community-based organizations that use urban food waste as compost for urban food production. These organizations may be better able to access "hard-to-reach" members of the community (multi-unit residential buildings, or "reluctant recyclers") by creating a direct connection between recycling, environmental sustainability, and community food.
9. Work with Oakland Unified School District, Alameda County Cooperative Extension, and other local organizations to support resources for school gardening.

10. Where schools have shared space with the City (city parks), there should be support in the development of shared school/community gardens. There should also be more coordination between community garden staff from the City Parks and Recreation, the school district, and organizations providing community-based garden program with regards to the use and expansion of gardens at educational facilities.
11. Pursue a backyard gardening incentive program that promotes and assists homeowners and renters to maintain household gardens.

Notable Benefits of Urban Agriculture

Food Security

- Urban agriculture, but especially community and neighborhood gardens can supply of fresh, quality, and nutritious food to areas underserved by food retail.
- Gardeners can grow cultural favorites that are difficult to find in the market.

Education

- Dietary knowledge and practice is influenced by practical experience—cultivation, harvesting, and cooking contribute to people's understanding of how food affects their bodies and overall health.

Public Safety and Sense of Place

- Community groups that engage collaboratively to “green” a neighborhood feel a sense of responsibility and pride for physical spaces in the community.
- Community and neighborhood gardens can assure public safety as people of all ages usually engage in gardening during most times of the day.
- Community and neighborhood gardens decrease air pollution, reduce crime, enhance civic life, and create a strong sense of place.
- Urban agriculture of all types can beautify public and private spaces.

Mental Health

- Working with plants can be therapeutic and can help people of all ages with mental illness, improve social skills and self esteem, and can reduce stress.

Exercise

- Gardening and food production provides good exercise which can reduce risks of obesity, coronary heart disease, diabetes, and occupational injuries.

Urban Environmental Quality

- Urban gardens serve as a perfect outlet for compost. (A local drop-off compost site can save a city hundreds of thousands of dollars in waste collection hauling fees.)
- Urban gardens improve storm water absorption—compost-rich gardens can absorb about 15% more than lawns.
- Urban gardens “green” the city and improve air quality. Plants take in carbon dioxide, store carbon in their roots and pump out fresh oxygen.
- Plants can also reduce the “heat island effect” by cooling an area with their evaporation.
- Energy savings and pollution reduction by reducing transportation of food.

Economic Development

- Urban agriculture can be the source of micro-enterprise development, creating business in areas such as food processing and preparation, agricultural supplies and garden consulting.
- Urban agricultural production activities can provide long-lasting job skills.
- Land that is otherwise fallow can produce high-value specialty crops, which in turn earn income that contributes to the overall local economy.
- Urban gardening and landscaping can beautify the city, which can attract businesses and residents. Community gardening can be seen as a factor contributing to quality of life, thereby attracting businesses and residents.

Sources include: Bellows, Anne C. “Health Benefits of Urban Agriculture, An Overview,” *Community Food Security News*. Winter 2006; and Roberts, Wayne. “The Way to a City's Heart is Through its Stomach,” published by the Toronto Food Policy Council. 2001.

SCENARIO - 30% Local Area Food Production: What Could Local and Regional Food Production Look Like for Oakland?

According to BIOINTENSIVE® sustainable mini-farming methods, a skilled farmer can produce 2 to 6 times the yield compared to commercial agriculture, while using 67%-88% less water, 99% less energy and 50%-100% less purchased organic fertilizer per unit of yield compared with commercial agriculture. It is a method that allows gardeners and farmers to transform scarcity into abundance. If a farmer employs BIOINTENSIVE® farming methods, one person needs between 3,400 and 7,200 square feet for ALL their food needs to be satisfied. The upper end is for meat eaters and perhaps not as "intensive" techniques. The lower end is for veggie diet and very intensive. On one acre (43,560 square feet), a skilled farmer could provide ALL food needs for between 12 and 6 people. What would it look like in Oakland were to expand its urban food production capacity and increase sourcing of food from the regional foodshed? Here’s a scenario:

<u>Oakland Population</u>	<u>Oakland 30%</u>
400,000	120,000

Range of acres needed to support 30 % of population's diet:

9,366	Low end, vegetable-based, intensive farming
19,835	High end, meat- and vegetable-based diet, less intensive farming

Average acres needed to support 30 % of the population's diet:

14,601

SCENARIO

	Quantity/size	Acres	
Backyard Gardens	20,000 @ 1000 sqft	404	
Community/Neighborhood Gardens	400 @ 5000 sqft	46	
Commercial Production Farms	2 @ 3 acres	6	
Rooftop Gardens	30 @ 600 sqft	0.41	
Schools	100 @ 1000 sqft	2	
Parks	10 @ 1000 sqft	0.23	
Churches	20 @ 1000 sqft	0.46	
Edible Landscaping	10 acres	10	
Greenhouses	10 @ 1000 sqft	0.23	
Converted Brownfields	5 @ 5000 sqft	0.57	
Public Rights-of-Way/Easements	100 acres	100	
Total acreage in Oakland		570	1.2%
Total acreage in Regional Foodshed		14,030	28.8%
		14,601	

In Chapter 2, “Production” and Chapter 3 “Consumption,” we look at the region’s capacity to supply food in terms of the value of agricultural production as compared to consumer food expenditures. While this scenario looks at acreage in order to assess the amount and types of land potentially available for expanding food production in Oakland, we believe that a more accurate method to assess the ability of regional agricultural production to supply Oakland consumer is to look at the value of agricultural production, not acreage of farmland.

Goal 3: Economic Development

Promote and revitalize economic development opportunities in the food sector that create jobs and recirculate financial capital within the community. Encourage marketing and processing practices that create more direct links between local producers and consumers.

Recommendations for Economic Development

Pursue economic development policy that supports the five goals of the food system:

1. Promote food systems policy goals within CEDA activities by helping with location and expansion, and streamlining fees and permitting processes for urban food production and processing, “corner store conversions,” and alternative distribution facilities (farmer’s markets, local wholesalers, etc).
2. Utilizing redevelopment, development agreements, and other mechanisms to create economic development opportunities Oakland’s food sector, including:
 - ▶ The establishment and development of a wholesale (farmers’) Produce Market. Conduct a feasibility study on developing a market and market survey, research development feasibility, potential sites and programmatic possibilities. (See following case study on the New York Wholesale Farmers Market Feasibility Study.)
3. Utilize available incentives and economic development assistance, such as assistance with site location and other expenses, to develop a wholesale market component in partnership with a non-retail marketer, such as the Grower’s Collaborative, that specifically caters to schools, institutions, “corner store conversions,” and other low-income consumers. (See case study on the Grower’s Collaborative.)
4. Incorporate food processing activities into wholesale market development, specifically providing job training and entrepreneurial skills that benefit low-skill or low-income workers.
5. Pursue an industrial retention policy that both preserves land for food processing uses and that plans for infrastructure upgrades so that food processing companies can maintain high levels of productivity and innovation.
6. Expand efforts to incubate new food-related businesses throughout the City. This might include:
 - ▶ Developing an incubator program to connect job training and food, such as tying urban food production and processing together into an entrepreneurial urban agricultural and kitchen incubator.
 - ▶ Highlighting restaurants and farmers’ markets as key elements of the City’s appeal as tourist attractions.

- ▶ Providing incentives that reduce barriers to entry for new food retail entrepreneurs, especially those located in underserved neighborhoods, and those that carry local foods.
7. Build the food sector around the City's diverse population to create specialty and ethnic food products by fostering closer working relationships among restaurants and food / beverage processing entrepreneurs.

Case Study -Wholesale Farmers' Market Feasibility Study

New York, New York

Recognizing that agriculture is an important industry in New York State and an essential way of life in many communities, and witnessing an increasing demand for local produce from city buyers, the New York State Department of Agriculture and Markets commissioned a study to learn how to strengthen the market for regional farmers while improving the economy of both the state and New York City.

The New York Wholesale Farmers' Market Study specifically explored the need and potential for re-establishing one or more wholesale farmers' markets in New York City. The study took place over the course of one and half years, starting in 2003 and finishing in 2005. The consultant team was led by Market Ventures, Inc. and Karp Resources, selected by the New York State Department of Agriculture and Markets through a competitive bid process. Working with the study team was an advisory committee of nearly 30 members who included farmers; chefs; food business associations; economic development organizations from New York City, the Hudson Valley, Long Island and other areas in New York State; and not-for-profit food- and farm-related organizations. The premise of re-establishing one or more wholesale farmers' markets in New York City would be to:

- expand marketing opportunities in New York City for small- and medium-sized agricultural producers from New York and adjacent states, and
- to meet the growing demand for locally-produced food products among the City's wholesale buyers such as restaurants, caterers, retail stores, food manufacturers, institutions and horticultural retailers.

The study tested the premise that small and mid-size farmers from New York and adjacent states would benefit from the opportunity to market their locally grown fresh and processed products directly to wholesale buyers in New York City at a specialized market facility – a wholesale farmers' market – where they could earn a higher share of the consumer dollar than through conventional wholesale marketing channels. The study included buyer and producer interviews and surveys, an economic benefit analysis, and a location analysis.

In addition, the consultant team investigated other cities' wholesale farmers' markets. They found that in Columbia, South Carolina, a substantial portion of the state's agricultural production flows through the Columbia State Farmers' Market. At the Ontario Food Terminal in Toronto, 450 farmers sell to 6,000 registered buyers. In Paris, 99 stalls in three sheds at the famous Rungis market are devoted to the products grown within the agricultural zone designated by Ile de France as a 150-mile radius around Paris. These products are branded and graded distinctively and are highly desired by wholesale buyers.

The results of the study showed that both buyer and producers have a strong interest and enthusiasm for the re-establishment of New York City wholesale farmers' markets. The project team is encouraging New York State Department of Agriculture and Markets to conduct a feasibility study and concept development plan as the next logical step toward establishing a wholesale farmers' market in New York City. Such a follow-up study would identify an optimum location (or locations) for siting a permanent wholesale farmers' market, develop facility design, specifications, and cost estimates, examine financing and market management options, identify promotional strategies, including public health campaigns, that could be linked with the market's development, and explore economic synergies with existing wholesale produce markets.

Source: Market Ventures, Inc., Karp Resources, Urbanomics of New York & New Jersey, Hugh A. Boyd Architects, Buckhurst Fish & Jacquemart, Inc. *A Study on Development of New York City Wholesale Farmers' Markets*. January 2005. Prepared for: New York State Department of Agriculture and Markets, Albany, NY and USDA and Agricultural Marketing Service, Washington, DC. February 2006. <<http://www.wholesalefarmersmarketnyc.com>>.

Goal 4: Agricultural Preservation

Support the preservation of the region's foodshed by encouraging consumption of regionally grown food that uses less chemical and energy-intensive production practices and emphasizes local inputs. Support Smart Growth policies that direct growth away from prime agricultural land.

Recommendations for Regional Agricultural Preservation

1. Expand current "Buy Fresh, Buy Local" or "Local First" campaign in conjunction with the Shop Oakland campaign that promotes wholesale and retail distribution of regionally and sustainably produced foods.
2. Establish a relationship with the Growers Collaborative (see case study below) to support a regional food distribution hub in the Bay Area and for the potential sourcing of local food for City administered food procurement.
3. Adopt a local food ordinance that requires the City government to purchase, by or through its food service contractor, locally-produced and organic food when a department of the City serves food in the usual course of business.

See Appendix 7 for sample local food resolution, passed in winter 2005 in Woodbury County, Iowa.

4. Encourage wholesale produce companies in Oakland to procure goods from regional and organic farms.
5. Lobby and advocate before state and federal legislatures for programs and actions that maintain regional agricultural infrastructure.
6. Develop collaborative relationship with Roots of Change¹⁷⁹ projects to ensure that Oakland's Sustainable Food System Plan is synergistic with complimentary efforts toward a California-wide sustainable food system.

¹⁷⁹ The Roots of Change (ROC) Fund is a foundation collaborative supporting work to catalyze the transition to a healthier food system and a healthier environment in California. The ROC Fund aims to increase the human and financial resources devoted to this issue, strengthen this emerging field, and support work toward systemic progress. Description from 29 March 2006 <<http://www.rocfund.org>>.

Case Study - The Growers Collaborative

The Community Alliance with Family Farmers (CAFF) is a 501(c)3 organization with 30 years of experience in developing and supporting sustainable agriculture systems in California. For the past three years, CAFF has been running a pilot produce distribution project in Ventura California – the Growers Collaborative – to source fresh, local produce to over 40 low-income schools in the area. The development of the Growers Collaborative was funded by a three-year USDA Value Added grant totaling \$210,000. The pilot has proved a success, with revenue of \$180,000 (profit \$12,000) last year and projected revenue of \$250,000 (profit \$35,000) in 2005. CAFF is developing this pilot into an independent LLC next year, which will expand into Los Angeles schools, and set up distribution hubs in four other regions: Bay Area, Central Coast, San Joaquin Valley, and Sacramento Valley in the next three years.

The capacity of the Growers Collaborative will expand as it works both with small family farmers and mid-sized 'Ag in the Middle Farmers'. Key support from the Latino farmers' association ALBA, the Hmong American Farmers' Association, and the California African American Farmers' Association will build the Growers Collaborative into an important distribution arm for California's ethnic farming communities. \$220,000 of financial support for the next three years has already been secured for the Central Coast hub of the Growers Collaborative, and CAFF is currently seeking investments and grants to fund activities in the San Joaquin Valley, Bay Area, and Sacramento Valley (in order of priority).

The Growers Collaborative will serve schools and other large public-sector institutions such as hospitals and universities, yet an important aspect of the viability of the pilot has been the development of corporate clients for produce as well, such as Bon Appetit, the Getty Museum, and the DreamWorks studio. These corporations have chosen to support the social venture with their food dollar, and the higher profit margin on the product distributed to these corporate clients contributes to the long-term sustainability of the business.

Source: Community Alliance with Family Farmers. White Paper provided by Anya Fernald. 26 January 2006.

Goal 5: Public Education and Capacity Building

Increase public “food literacy” and build capacity within communities to make food-related choices that positively influence public health and long-term sustainability.

Recommendations for “Food Literacy”

1. Engage food policy council and community based organizations to develop and implement a “Healthy Oakland” public relations and educational campaign on healthy living and urban gardening.
2. Support and encourage more nutrition education in youth, adult and senior programs that are currently administered or funded by the City.
3. Support school-based programs that integrate nutrition and gardening and that raise awareness about the connection between healthy food choices and locally-grown fresh produce.
4. Engage with Oakland Unified School district in the ongoing development of their Wellness Policy.
5. Sponsor community events and public health campaigns that promote healthy foods and urban agriculture. Examples could be community health fairs, open garden day, harvest festival, and a City-wide “Eat Well” week.
6. Collaborate with the existing Bay Area Green Business Program to add food criteria in addition to water, energy solid waste, and pollution protection criteria for green business compliance and certification.

Appendix 1. Contributors to Food Security in Oakland

Contributors to Food Security in Oakland

Key Interest Areas

Organization	Contribution	Capacity Building	Community Building	Community Retail/Wholesale	Diet-related Disease	Emergency Food	Family	Federal Food Assistance	Food Access	Food (Scrap) Recovery	Job-skills Training	Nutrition Education	Place-making	Public Policy	Recreation	Regional Agriculture	Senior	Urban Agriculture	Youth
Action Alliance for Children (AAC)	Informs, educates, and inspires a statewide constituency of people who work with and on behalf of children by providing the most reliable information on current issues, trends, and public policies that affect children and families. AAC is a resource for policy makers, children's service providers and advocates, and the media. In addition, AAC facilitates dialogue among diverse community groups (child care workers, educators, parents, human service providers, advocates, media, policy makers). Some of their advocacy work includes research on schools, nutrition, food, and obesity, including an article in their newsletter, <i>Children's Advocate</i> , "Innovative Programs Bring Fresh Produce to Kids in Low-Income Communities," in which several Oakland success stories were featured.	●			●		●		●			●		●			●		●
Alameda Alliance for Health	Offers a wide choice of health education classes and resources, including nutrition, in a variety of languages. The classes are designed to provide self-care skills to families. Interpreter services are available at classes for all members if needed.				●		●					●					●		●
Alameda County Community Food Bank	Provides nutritious food and nutrition education to people in need, educating the public, and promoting public policies that address hunger and its root causes. It is Alameda County's central clearinghouse for donated food. Their network of 280 community-based organizations provides food assistance to 120,000 individuals each month, including adults, children, the elderly, people with disabilities, abuse survivors, people living with AIDS, and the homeless. In addition to food distribution, the ACCFB educates the community about the causes of hunger and poverty, advocates for policies that would improve the lives of low-income people, and operates an emergency food referral hotline.	●				●	●	●	●			●		●			●		●
Alameda County UC Cooperative Extension	An arm of the University of California that provides specific knowledge and makes the educational and technical resources of the University available to the community. UCCE is an integral part of the Division of Environmental Health in the Department of Public Health in Alameda County. Alameda County programs include Child Nutrition and Community Development, Food Stamp Nutrition Education, Master Gardeners, School Gardens, Youth Development, and Nutrition, Family, and Consumer Sciences. UCCE delivers these programs through education and consultation through community based organizations to help individuals in communities reach their highest potential.	●	●				●	●		●		●	●	●	●	●	●	●	●
Alameda County Department of Public Health	Among other services, ACDPH is responsible for the Alameda County Nutrition Services, a Diabetes Program, and the Women, Infants & Children (WIC) Supplemental Nutrition Program. ACDPH delivers these services in partnership with the community organizations. ACDPH has partnered with many Oakland organizations on a variety of programs including...farmers markets, etc....			●	●		●	●				●	●				●		●
Alameda County Department of Social Services	Administers the Federal Food Stamp Program for the County.						●	●											
Alameda County Integrated Waste Management Board	Responsible for preparation of the Alameda County Integrated Waste Management Plan and Alameda County Hazardous Waste Management Plan. It manages a long-range program for development of solid waste facilities and offers a wide variety of other programs in the areas of source reduction and recycling, market development, technical assistance and public education.									●									
Alameda County Meals on Wheels	A collaboration of seven Meals-on-Wheels programs in Alameda County that serve over 2,200 meals per day to homebound seniors. In Oakland, Bay Area Community Services serves Oakland seniors and disabled population.					●						●					●		
Amity Works	A community art project that facilitates and documents the exchange of backyard produce, conversation, and collective biography within the Temescal neighborhood. It is created by community residents in collaboration with the Temescal Merchants Association. They maintain a community crop sharing program called The Big Backyard and a storefront just off Telegraph Avenue that hosts an open space called Reading Room. They also produce an ongoing series of free postcards that document the neighborhood's social economy, residents and ecology.		●				●		●	●		●		●				●	
Business Alliance for Local Living Economies	An alliance of local business networks dedicated to building "Local Living Economies." BALLE comprises 28 business networks with more than 4,500 business members nationwide. The Oakland Merchant's Leadership Forum has joined the BALLE network, and plans to develop a local "food-focused" directory as part of its "Local First" campaign, in conjunction with the City's "Shop Oakland" campaign, to encourage citizens to buy from locally owned businesses whenever possible to keep money circulating within the community.			●									●			●			
Bay Area Community Services (BACS)	BACS mission is to serve the Oakland and Piedmont community with specific needs imposed by age or disability in order to improve the quality of their lives. Each weekday, approximately 700 homebound, older adults receive a hot, nutritious meal delivered to their door, through the Meals-On-Wheels Program. In addition to the weekday hot meal, over 250 frozen meals are delivered for weekend consumption for those seniors most in need, and special arrangements are made for delivery of either hot or frozen meals for holidays.					●						●					●		
Bay Friendly Gardening Program	Provides home gardeners tools for creating a beautiful and healthy "Bay-Friendly" garden. The program was developed to encourage residents to make environmentally friendly gardening choices, such as reducing waste, integrated pest management, and protecting the watersheds of the San Francisco Bay. The Bay-Friendly Gardening Program is offered by StopWaste, the public interface of the Alameda County Waste Management Authority and the Alameda County Source Reduction and Recycling Board.		●				●		●	●		●		●			●	●	●
California Department of Education	Administers the United States Department of Agriculture (USDA) Food and Nutrition Services (FNS) Child Nutrition Programs and the Food Distribution Program in California. Also, provides resources and information related to child nutrition, nutrition education, food distribution programs, and the Child Nutrition and Physical Activity Advisory Council.							●	●			●							●
California Food Policy Advocates (CPFA)	A statewide public policy and advocacy organization dedicated to improving the health and well being of low-income Californians by increasing their access to nutritious and affordable food. CPFA provided technical assistance to School Market, a Fruitvale neighborhood convenience store to expand their selection of produce and dairy and arranged a community outreach component of the conversion with the Alameda County Public Health Department to design a "fresh produce buying and preparation after-school activity" with the nearby Fruitvale Elementary School.	●	●	●	●	●	●	●	●			●	●	●			●		●

Contributors to Food Security in Oakland

Key Interest Areas

Organization	Contribution	Capacity Building	Community Building	Community Retail/Wholesale	Diet-related Disease	Emergency Food	Family	Federal Food Assistance	Food Access	Food (Scrap) Recovery	Job-skills Training	Nutrition Education	Place-making	Public Policy	Recreation	Regional Agriculture	Senior	Urban Agriculture	Youth
Center For Informed Food Choices	Advocates for a diet based on whole, unprocessed, local, organically grown plant foods. CIFIC believes that: placing these foods at the center of the plate is crucial for promoting public health, protecting the environment, and assuring the humane treatment of animals and food industry workers. Connecting the personal to the political, CIFIC educates the public about how the industrial food system, along with corporate-influenced government policies, is the root cause of a host of preventable public health, environmental, and social justice problems.	●			●							●		●		●			
Children's Food Basket	Provides low-income children with nutritious meals, educational enrichment and life skills as a means to a pathway out of poverty and a productive adulthood. Children's Food Basket is a network of volunteers, churches, and service organizations committed to serving low-income children of Oakland by providing food for hungry children. They collect kid-friendly food items from various sources, including individual donations, the Alameda County Community Food Bank, and specials from local grocery stores and warehouse clubs, assemble them into bags and deliver them to 25 different elementary schools in Oakland. School officials make sure that the children take their bags home for the weekend. They currently serve over 1600 children each week.					●	●		●			●							●
Children's Hospital	Ensure the delivery of high-quality pediatric care through teams of specialists and a network of primary care providers, as well as to maintain a strong education and teaching program, a diverse workforce, nationally recognized research programs, and child advocacy efforts. They resource a Healthy Eating Active Living (H.E.A.L.) Clinic and classes that provides weight-management resources.				●		●					●		●					●
City of Oakland:																			
Community and Economic Development Agency:																			
Economic Development	Recruitment and retention of food processing and retail establishments.		●	●					●		●		●						
Planning and Zoning	Planning and zoning for industrial, commercial, and open space (gardens).		●	●					●				●					●	
Redevelopment	The purpose of Oakland redevelopment is to fund new projects that will create a healthier environment for businesses and residents.		●	●					●				●						
Human Services:																			
Commission on Aging	Works in partnership with the Department of Human Services to develop and evaluate programs to address the special needs of the City's diverse senior residents.	●	●		●	●			●			●					●		
Community Action Partnership	Provides funding to nonprofits to carry out programs that help alleviate poverty and has assisted with various hunger- and nutrition-related programs.	●	●				●	●				●	●		●		●	●	●
Emergency Food Providers Advisory Committee	A citizen's advisory body established to distribute brown bags of groceries and advise the Mayor on matters of hunger and food policy. It is a membership organization of local churches and community organizations. The EFPAC is comprised of approximately 25 organizations, which provides oversight over the expenditure of certain City allocated resources.					●	●	●	●			●					●		●
Lower San Antonio Initiative	A collaboration of Oakland organizations, led by Urban Strategies Council, to address the social, economic, environmental and educational factors that impact the health and well-being of San Antonio residents. Though still in the planning stages, the Health Work Group committee has included "Increasing Access to Resources for Healthy Eating and Exercise" as one of their three primary goals. To address this goal, the group is looking at different ways to increase food stamp enrollment.	●	●				●	●				●	●				●		●
Head Start	A child development program that aims to foster social skills and school readiness in children (three to five years old) from low-income families. Health and nutrition education for children and their families are two primary services. Head Start also serves a nutritious breakfast, lunch and snack daily.						●					●							●
Hunger Program	Distributes emergency food to Oakland residents throughout the year through a designated network of food pantries and community-based organizations known as the Emergency Food Providers Advisory Committee (EFPAC). They also provide brown bag distributions and food for hot meal programs and sponsors special events each year. The program emphasizes nutrition education.					●	●	●	●			●					●		●
Oakland Fund for Children and Youth	Among funding priorities are Children Health and Wellness and Healthy Transitions to Adulthood. Among programs funded were	●	●									●							●
Senior Centers	Provides a full range of social, recreational, nutritional and educational activities.											●					●		
Summer Lunch Program	Delivers free and nutritious meals to children in Oakland neighborhoods during the summer months.							●	●										●
Parks and Recreation, Community Garden Program	Empowers participants to meet their need for health, recreation, good nutrition, job skills, community security and natural beauty.		●				●		●	●		●	●		●		●	●	●
Mayor's Office of Sustainability																			
City Slicker Farms	Increases food self-sufficiency in West Oakland by creating organic, sustainable, high-yield urban farms and back-yard gardens that provide space for healthy, affordable food, and improve the environment.	●	●							●	●	●	●		●			●	
Community Alliance with Family Farmers (CAFF)	Builds a movement of rural and urban people to foster family-scale agriculture that cares for the land, sustains local economies and promotes social justice.	●											●	●		●			

Contributors to Food Security in Oakland

Key Interest Areas

Organization	Contribution	Capacity Building	Community Building	Community Retail/Wholesale	Diet-related Disease	Emergency Food	Family	Federal Food Assistance	Food Access	Food (Scrap) Recovery	Job-skills Training	Nutrition Education	Place-making	Public Policy	Recreation	Regional Agriculture	Senior	Urban Agriculture	Youth
East Bay Asian Youth Center	A private non-profit community-building organization based with a multi-racial, multi-ethnic, and multi-lingual membership of over 700 Oakland families who are involved in one of five after-school learning centers. In partnerships with Urban Ecology and the EBAYC is working with students in East Oakland to create a vision for change in their neighborhood focused on strategies for making fresh, affordable and healthy food available in the neighborhood, as well as cultivating the demand for adequate physical activity centers.	●	●	●			●					●	●						●
East Bay Conservation Corps	Promotes youth development through environmental stewardship and community service and to further education reform and social change. Collaborating with the Environmental Justice Institute to encourage convenient store merchants to stock fresh, nutritious, and ethnically appropriate foods and improve storefront facades.			●					●				●						
East Bay Alliance for a Sustainable Economy	Brings together labor, community, and faith-based organizations and leaders to end low-wage poverty and create economic equity in the San Francisco East Bay region. EBASE supports research, policy development, coalition building, and leadership development around issues impacting the low-wage workforce.	●		●					●		●			●					
Environmental Justice Institute (EJI)	Promotes community health and development in the areas of education, nutrition, environmental justice, and economic development. EJI uses community-driven and collaborative strategies to build and strengthen environmental justice, food security, and the economy in low-income communities.	●	●	●							●	●	●						●
Farmers Markets	There are a total of nine in Oakland. They provide opportunities for farmers, food vendors, and community members to preserve, enhance, and enjoy local and regional fresh foods.			●					●			●	●			●			
Gazzalis	A partnership among faith-based, public and private organizations in East Oakland resulted in bringing Gazzali's Supermarket to Eastmont Town Center. The Center - one of the largest shopping malls in East Oakland - has been without a supermarket for more than five years. This partnership brings a much needed healthy food outlet to East Oakland residents.		●	●															
Healthy Kids Resource Center	Maintains a comprehensive collection of health education materials for use by teachers, administrators, university faculty, staff and other professionals who work with preschool through 12th grade students in school settings and after-school programs. It is funded by the California Department of Education School Health Connections, Healthy Kids Program, Nutrition Education and Training Unit and the California Department of Health Services Nutrition Network. The Center was established to assist schools in promoting health literacy.											●							
Lao Family Community Development, Inc. (LFCD)	Programs and assistance for South East Asian refugee and immigrant communities, and other low income communities, to adapt to life in the United States, and to achieve social and economic self-sufficiency. In partnership with the City of Oakland-Human Services, the Alameda County Community Food Bank, and the United Way, the Lao Family Community Development, Inc. implemented the "Immigrant Food Stamp Promotion Project," a food stamp outreach campaign.	●					●	●									●		●
Mandela Farmer's Market	Farmers' market specializing in bringing African American farmers and their produce to West Oakland every Saturday.		●	●					●			●	●			●		●	
Merritt College	Merritt College sponsors many of the Bay-Friendly Gardening classes as a part of the Landscape and Horticulture program and also offers over 50 other classes including mushroom cultivation, edible landscapes, herbs in the landscape and urban community gardening.								●	●			●		●			●	
Mo Better Foods	With the Environmental Justice Institute and other organizers, created a food distribution system that connects African American Farmers of California directly to local Oakland merchants. Stores carrying the farmers' produce include Neighbor's market, a West Oakland corner store, and Gazzali's, a family-owned supermarket in East Oakland's Eastmont Town Center.	●	●	●					●				●			●		●	
Oakland Unified School District Food Services Division	OUSD Food Services Division is responsible for administering the National School Lunch and National School Breakfast Programs. They also administer other food programs such as the Summer Seamless Feeding Program and serve food at their Early Childhood Education centers. They passed a nutrition policy in 2001 and are working on a Local Wellness Policy.							●	●			●				●			●
Oakland Community Organizations (OCO)	OCO leaders helped secure a 10-year lease, 50 new jobs, and an \$8.5 million investment to revitalize Gateway (Acorn) Shopping Plaza.		●	●															
Oakland Food Connection	Seeks to empower all residents who live in low-income communities to take charge of their community's food sources, whereby they will learn how to grow food, develop healthy eating regimens and attitudes about their health. They believe that every community should have access to secure, wholesome sources of food. They educate residents on how to turn these sources of food into healthy products that can be marketed to local retail.	●		●					●	●	●	●	●		●			●	●
Oakland Merchant's Leadership Forum (OMLF)	Provides a cohesive voice for the now 37+ Neighborhood Business Districts in Oakland. Comprised exclusively of volunteers throughout the city's business community, OMLF promotes neighborhood business districts as a key element of the City's economic development strategy. The Oakland Merchant's Leadership Forum has joined the BALLE network, and plans to develop a local "food focused" directory as part of its "Local First" campaign, in conjunction with the City's "Shop Oakland" campaign, to encourage citizens to buy from locally owned businesses whenever possible to keep money circulating within the community.		●	●					●				●			●		●	
Oakland Potluck	Volunteer-based program that collects fresh, edible food from parties, schools, churches, weddings, city agencies, and other sources of unused food and delivers it to shelters, senior centers, food pantries, and other agencies.									●									
Oakland Produce Association	Fifteen produce wholesalers make up the Oakland Produce Association (OPA) whose members are largely responsible for supplying raw, pre-cut and pre-packaged food to all the schools, hospitals, cafeterias and restaurants in the East Bay Area. Lobbying group....			●										●		●			
Oakland Wholesale Produce Market	Wholesale produce market at Jack London Square.			●												●			

Contributors to Food Security in Oakland

Key Interest Areas

Organization	Contribution	Capacity Building	Community Building	Community Retail/Wholesale	Diet-related Disease	Emergency Food	Family	Federal Food Assistance	Food Access	Food (Scrap) Recovery	Job-skills Training	Nutrition Education	Place-making	Public Policy	Recreation	Regional Agriculture	Senior	Urban Agriculture	Youth
Oakland Based Urban Gardens (OBUGS)	Provides nutrition and environmental education and facilitates community building through a network of neighborhood gardens. OBUGS focuses on academic enrichment for youth, life and jobs skills, and on increasing access to healthy, fresh foods in order to provide an alternative to the processed foods available in the many neighborhood liquor stores.	●	●						●	●		●	●		●			●	●
People's Grocery	Provides healthy and affordable food and build community self-reliance by increasing neighborhood access to locally-produced fruits and vegetables and by promoting social enterprise, youth entrepreneurship, sustainable agriculture and grassroots organizing.	●	●						●	●	●	●	●		●	●		●	●
Sustaining Ourselves Locally	Supports the community to become involved in, inspired by, and educated about environmentally and socially conscious living, and provide a space to model and teach these practices locally. By growing organic food, conserving and recycling resources, and organizing community events and workshops, they explore ways to make the city more healthy and livable.	●	●	●					●	●	●	●	●		●			●	●
The Salvation Army	Offers year round help with energy bills, food, low cost childcare, shelter for families, and camp in the summer. Also responsible for helping to bring food to the needy during the Christmas holiday season.					●	●										●		●
Unity Council	Manages the Fruitvale Farmers' Market and coordinates the promotion of the market through local community and health organizations to promote healthy and active lifestyles, while addressing health concerns often found in lower-income minority communities.		●	●					●				●			●			
Urban Ecology	Uses urban design, land use planning, and policy reform to help communities plan and build neighborhoods that are ecologically healthy, socially just, and economically fair. In partnership with the East Bay Asian Youth Center, Urban Ecology is working with students in East Oakland to create a vision for change in their neighborhood focused on strategies for making fresh, affordable and healthy food available in the neighborhood, as well as cultivating the demand for adequate physical activity centers.	●	●	●			●					●	●						●
Urban Strategies Council	Leading a collaborative of organizations to address the social, economic, environmental and educational factors that impact the health and well-being of San Antonio neighborhood residents. Promoting healthy eating and exercise as well as food stamp outreach is on their agenda.	●	●				●	●				●	●				●		●
The Watershed Project	Offers various gardening and composting classes for Oakland Unified School District teachers as continuing education. Teachers that chose to take classes can learn how to integrate gardens into schools by reducing waste and utilizing composting resources from the school, and get ideas on how to make connections between sustainable agriculture and locally grown food while testing kid-friendly, healthy recipes using the food from school gardens. The Watershed Project also offers grants to schools that are interested in starting gardens.	●								●					●			●	●
West Oakland Food Collaborative	A partnership of community-based organizations and community members that address food insecurity issues in West Oakland. WOCF designed a three-year strategic plan that address food insecurity symptoms such as limited access to affordable and culturally appropriate foods, as well as the underlying conditions that disproportionately burden low-income and minority community members. The mission of the strategic plan is to create an infrastructure for building a food secure West Oakland, with a focus on systemic community development approaches.	●	●	●					●			●						●	
West Side Economic Development Corporation	Leveraged \$7 million in public funds to renovate the Gateway Shopping Center complex, anchored by Gateway Foods, and recruited 50 people for employment at Gateway Foods as per an agreement with owner of the store to hire from the neighborhood.			●					●										
Wildheart Gardens	Operated by a horticulture teacher at Merrit College, it is a demonstration permaculture garden that provides educational services to local residents as well as free plants for schools, community gardens, and other nonprofits.		●						●	●			●		●			●	
Women of Color Resource Center (WCRC)	Promotes the political, economic, social and cultural well being of women and girls of color. Staff participated in a report entitled, "Beyond the Food Bank," published by Food First and has researched food insecurity for other publications sponsored by the WCRC.	●				●			●										
Yemeni American Grocery Association	An association representing about 300 store owners in Oakland, Berkeley and Richmond.			●					●				●						

Appendix 2. Sample Food Policy Council Resolution (Hartford, CT)

Hartford, Connecticut Municipal Code
ADVISORY COMMISSION ON FOOD POLICY

Sec. 2-326. Created.

There is hereby created the advisory commission on food policy.
(Ord. No. 54-91, 10-15-91)

Sec. 2-327. Purpose.

- a) There shall be a policy to improve the availability of food to persons in need within the city, and there shall be a food policy advisory commission.
- b) The purpose of the policy shall be to integrate all agencies of the city in a common effort to improve the availability of safe and nutritious food at reasonable prices for all residents, particularly those in need. The goals to be accomplished by the policy are:
 - 1) To ensure that a wide variety of safe and nutritious food is available for city residents;
 - 2) To ensure that access to the safe and nutritious food is not limited by economic status, location or other factors beyond a resident's control; and
 - 3) To ensure that the price of food in the city remains reasonably close to the average price existing in the balance of the state.
- c) The policy shall be implemented by the city as follows:
 - 1) Transportation. In planning, providing, coordinating and regulating transportation within the city, city agencies shall make the facilitation of transportation of food to distribution points and ready access to a reasonable food supply a principal part of any such action.
 - 2) Direct service. City agencies and employees providing food or the financial means of obtaining food shall plan, execute and evaluate such programs and actions in order to achieve maximum efficiency in providing food and to assure that such programs are reaching the residents in need of them.
 - 3) Land use. City agencies and employees in determining the use to be made of city parks, school yards, rights-of-way, surplus properties and redevelopment parcels shall give special consideration to the benefit of using such sites, at least in part, for food production, processing and distribution. The city, on a regional level, shall act to preserve farmland for truck farming which will serve as a nearby source of fresh fruit, vegetables, eggs and milk.
 - 4) Lobbying and advocacy. The city in its presentations before state and federal legislatures, state and regional agencies and anti-hunger organizations shall stress the need for programs and actions which will improve the opportunities of city residents to obtain adequate diets. Such programs and actions shall include maintenance of the state and regional agricultural infrastructure.
 - 5) Referrals to social services. City social service workers shall be especially diligent in referring persons in need of available sources of food best suited for their needs.

- 6) Education. The city in providing a wide range of educational opportunities for adults shall emphasize the importance of a sound diet for the family and provide courses in the production, selection, purchase, preparation and preservation of food.
- 7) Business development. The city in its work of developing new businesses and expanding existing businesses shall give priority to those food-related businesses improving access to affordable and nutritional food.
- 8) Operational and health inspections. The city in its role of maintaining the quality and healthfulness of the food supply shall take into account that licensing and inspection can seriously burden small businesses, and a policy shall be followed providing a reasonable balance between protection of the food supply and the negative financial impact upon needed food-related small businesses.
- 9) Direct and indirect purchase of food. The city government, in its role as a major food purchaser from local outlets, and administrator of food assistance programs, shall consider that its purchasing decisions can affect the viability of producers and vendors, and shall consider such impact in making purchasing decisions.
- 10) Support of private efforts. The city in providing funding for private efforts to assist people in obtaining food and in communicating with organizations engaged in such private efforts shall encourage, promote and maximize such efforts.
- 11) Emergency food supplies. The city in its emergency planning function shall provide for an adequate reserve supply of food to be available at reasonable prices if the city's and region's supply of food were to be interrupted and shall periodically reassess its ability to provide such special supply.
- 12) Monitoring and communicating data. The city shall continuously collect data on the extent and nature of public food programs and hunger in the city and shall quarterly issue a report with findings and recommendations to the food policy advisory commission.
- 13) Administration. The city manager in administering the affairs of the city shall seek ways of improving the means of providing persons in need with wholesome food and diets and shall work with the commission to combat hunger in attaining its goals.
- 14) Intergovernmental cooperation. The food policy advisory commission shall have the cooperation of all departments in the city in the performance of its duties. All departments shall supply the commission with all information and reports requested in order that the goals of the city and the commission may be realized. The city shall provide clerical services to the commission as needed.

(Ord. No. 54-91, 10-15-91)

Sec. 2-328. Membership.

The food policy advisory commission shall consist of fifteen (15) members who shall serve for three-year terms without compensation and be appointed by the mayor, with the approval of the council.

Of the fifteen (15) members first appointed, five (5) shall be appointed for terms of one (1) year, five (5) for terms of two (2) years and five (5) for terms of three (3) years. Of the fifteen (15) members, one (1) shall be the city manager or his/her designee, nine (9) of such members shall be persons actively engaged in programs for combating hunger and improving the production, processing and distribution of food to persons in need and shall include representatives from the food, industry, consumers, dietitians, the city administration and public and private nonprofit food providers, and five (5) of such members shall be persons chosen from the public at large. City employees and persons not residing in the city shall be eligible for membership in the commission. The mayor shall annually designate one (1) member to act as chairperson. The commission shall meet at least once per month. A quorum shall consist of eight (8) members. The mayor, director of social services and director of health, or their designees, shall be ex officio members of the commission with the right to vote. Members and officers shall serve until their successors are appointed. (Ord. No. 54-91, 10-15-91)

Sec. 2-329. Goals of commission.

The goals of the food policy advisory commission shall be as follows:

- 1) To eliminate hunger as an obstacle to a happy, healthy and productive life in the city;
- 2) To ensure that a wide variety of safe and nutritious food is available for city residents;
- 3) To ensure that access to food is not limited by economic status, location or other factors beyond a resident's control;
- 4) To ensure that the price of food in the city remains at a level approximating the level for the state.

(Ord. No. 54-91, 10-15-91)

Sec. 2-330. Powers and duties of the commission.

The powers and duties of the food policy advisory commission shall be as follows:

- 1) Explore new means for the city government to improve food economy and the availability, accessibility and quality of food and to assist the city government in the coordination of its efforts;
- 2) Collect and monitor data pertaining to the nutrition status of city residents;
- 3) Seek and obtain community input on food economy and the availability, accessibility and quality of food to persons in need within the city;
- 4) Obtain updated statistical information and other data from city agencies relating to hunger in the city and programs in existence and being planned to reduce hunger and improve the obtaining of nutritious food by residents in need;
- 5) Observe and analyze the existing administration of city food distribution programs; and
- 6) Recommend to the city administration adoption of new programs and improvements to (or elimination of) existing programs as appropriate.
- 7) Submit an annual report on or before October 1 to the common council with copies to the mayor and city manager summarizing the progress made in achieving each of the goals set forth in section 2-329 above.

(Ord. No. 54-91, 10-15-91)

Appendix 3. State and Local Food Policy Councils in North America

Local Food Policy Councils

Atlanta Regional Food System
Berkeley Food Policy Council
Chicago Food Policy Council
Dane County Food Systems Council
Holyoke Food Policy Council
King County Food Policy Council
Lane County Food Coalition
Oneida Nation Integrated Food Systems
Pima County Food Policy Council
Placer County Food Policy Council
Portland/Multnomah County Food Policy Council
Portland Food Policy Council
Salina Regional Food Policy Council
San Francisco Food Alliance
Tahoma Food System
Tohono O'odham Community Action
Toronto Food Policy Council
Twin Cities Food Policy Council
Yolo County Food Policy Council

State Food Policy Councils

Arizona Food Policy Council
Connecticut Food Policy Council
Illinois Sustainable Food Policy Council
Iowa Food Policy Council
Kansas State Food Policy Council
Michigan Food Policy Council
New Mexico Food and Agriculture Policy Council
North Carolina Food Policy Council
The Oklahoma Food Policy Council
Oregon State Food Policy Council
Utah Food Strategy Team
Washington State Food Policy Council

For more information and profiles on state and local food policy councils, please see <http://www.statefoodpolicy.org/profiles.htm>.

Appendix 4: Blueprint for a Publicly Owned Vacant Land Inventory & Management Plan for Urban Agriculture Use

By Dana Rosenberg and Willow Rosenthal of City Slicker Farms, 2006

Rational for Conducting an Inventory of Publicly Owned Vacant Land for Urban Agriculture Use

Currently in Oakland, community groups and nonprofits are taking direct action to revitalize neighborhoods with a history of racial and environmental discrimination through creative food production initiatives. In response to the disproportionate burden of pollution and a lack of healthy food sources, and in keeping with the strong tradition of grassroots activism, the people of West and East Oakland have responded with innovation and resilience. Organic vegetables are being grown in the most unlikely of places, be it a formerly vacant lot or a sidewalk strip.

These assets could be lost, however, if not integrated into the planning process since important planning and development questions rarely include considerations about where and how food is produced in the City. According to the Community Food Security Coalition's North American Urban Agriculture Committee, "...many involved in urban agriculture do not own the land they use to grow food. Without title, or three to five year leases, they risk losing their investment when the land is taken for other purposes".¹⁸⁰ One of the ways that Oakland can be a leader in reversing such losses and planning for long-term food sustainability is through a focused urban agriculture land inventory assessment.

A vacant land inventory is a development management tool that uses GIS mapping to combine data from various government sources into one database that then classifies lands according to various possible agricultural uses. It allows city planners to systematically ask where the potential to grow food lies within the community, then to engage in a discussion about how to prioritize the use of sites, how to create mutually beneficial agreements with community groups, nonprofits, or governmental agencies who wish to use government owned land for food production, how to plan for infrastructure support, and how to protect the City from possible liability.

As innovative sustainable farming techniques emerge the variety of lands that can be utilized for agriculture, and therefore should be included in an inventory, increases. It isn't necessary to take land out of the pool for vital housing and business development projects in order to increase urban food production. Rooftops, odd-sized pieces of land that aren't suited for housing or other development, right-of-ways—all these currently

¹⁸⁰ Urban Agriculture and Community Food Security in the United States: Farming from the City Center to the Urban Fringe. Food Security Coalition's North American Urban Agriculture Committee. October 2003. <<http://www.foodsecurity.org/PrimerCFSCUAC.pdf>>

unused spaces have the potential to provide affordable, fresh, nourishing food to a population that currently taxes our public health system in part due to poor nutrition.

A city-wide vacant land inventory project can utilize existing resources within various agencies and departments by brining data together in a format that will be valuable for City officials, staff and citizens. By gathering together already existing data and information the City can turn currently unused resources into productive spaces while mitigating any possible liability through a clearly defined RFP and contract process.

Case Studies: Portland and Chicago

*Portland: Diggable Cities Project*¹⁸¹

The Portland Diggable Cities project was a collaborative effort to inventory vacant, publicly owned land and to start a conversation about how that land might be used to support urban agricultural activities. Portland City Commissioner Dan Saltzman launched the project in November of 2004. Impressed by a local neighborhood's transformation of a desolate pump station into a thriving community garden, Saltzman suspected similar land use opportunities existed throughout the city. To test this theory, he introduced a resolution (unanimously passed by City Council) which directed the Bureaus of Environmental Services (BES), Parks and Recreation, Water Works and the Office of Transportation (PDOT) to conduct an inventory of lands they managed to see if any might be suitable for urban agriculture.¹⁸²

The project was carried out by students in the Master of Urban and Regional Planning program at Portland State University, with support from Food Policy Council members, Geographic Information Systems (GIS) Analysts, City Planners, Community Garden Organizers, Nonprofits, and many other stakeholders. The team worked throughout the course of one year to develop a methodology for locating and selecting the range of potential community garden/agriculture sites. In the end, eleven locations out of the City's 430 individual tax parcels were isolated for more in-depth consideration, as presented in the final report, "The Diggable City: Making Urban Agriculture a Planning Priority."

Central to the project's success was the use of Portland's GIS technology. As documented in the report, data was collected over a period of a few weeks from each of the participating bureaus. Some Bureaus had their datasets readily available, while others needed time to find the accurate contact person and source dataset for the information, or time to pull the data together. Analysis began on data in the order in which it was

¹⁸¹ Toulan, Nohad A. The Diggable City: Making Urban Agriculture a Planning Priority. *The Diggable Cities Project* <<http://www.diggablecity.org/index.html>>

¹⁸² Urban Agricultural Inventory Resolution, Accepted by Portland City Council on 12/01/2004. <<http://www.portlandonline.com/shared/cfm/image.cfm?id=87380>>

acquired until it was later combined into one dataset. All of the parcel data received from the bureaus was in a Shapefile format.¹⁸³

Critical to the GIS methodology, the report explains that parcel data was analyzed with one-foot aerial photos to assess their characteristics and degree of tree canopy, the presence of buildings and parking, the type of agricultural potential and a subjective suitability rank based on a visual assessment of the site. Parcels that had no access, were slivers, or obviously unusable were rejected.

Another key component of the project's success was the development of agricultural site selection criteria, or measurement standards to help with the land use decision-making process. The criteria, developed by the Technical Advisory Committee (TAC) and other community stakeholders, conveys a clear and systematic way for cities to actually decide which available lands have a potential for urban agricultural use.

The report points out that the inventory is a tool that supports various statewide planning goals. In particular, there is overlap surrounding long-term sustainability issues such as increasing citizen involvement, greening the city, improving land, air and water quality (local options for food decrease vehicle miles traveled, thus lowering CO2 emissions), meeting recreational needs, and economic development (through promotion of entrepreneurial projects).

The high-profile "Diggable Cities" project helped expand and improve opportunities for urban agriculture not just in Portland, but for any City that seeks to explore their potential to incorporate food systems into local planning goals. To date, the project has stirred much of the debate and discussion intended. In fact, just three months after the report was published and presented to Portland City Council, action to further the inventory initiative was well underway.

The Portland City Council embraced the "Diggable Cities" project, recognizing the far-reaching benefits of integrating sustainable food systems into the planning process. Unsure of how to proceed, however, they sought the advice of the Portland Food Policy Council (FPC) for recommended next steps. The Portland FPC immediately created an Urban Agriculture Subcommittee, supported by a task force and topic teams, to organize the work. The final report, "The Diggable City Phase II: Urban Agriculture Inventory Findings and Recommendations", was accepted unanimously by Portland City Council in February of 2006.

One of the most helpful elements of the Phase II report concerns development of land management plans. The suggested model would require organizations or groups of neighbors to submit a detailed proposal to the city in order to utilize city-owned land for urban agriculture. The City reviews applications based on a competitive Request for Proposal process, entering into a formal lease agreement with those groups that are selected.

¹⁸³ pp. 85-102 <http://diggablecity.org/dcp_finalreport_PSU.pdf>

The Phase II report, published just a few months ago, has already landed prestigious planning awards and spurred widespread action. Building on the momentum of the original land inventory project, Portland is providing vast insight into the realities of local food systems planning. In the near future, even more specifics will be uncovered as results from current pilot projects are formally assessed and presented.

Oakland has the resources and the initiative to inventory city-owned lands to tap into potential agricultural opportunities. Now the City departments and agencies, organizations and groups, citizens and workers need to come together in a collaborative effort to apply suggested criteria to established infrastructure and GIS databases. Oakland has all of the pieces of the puzzle to identify available city lands for agricultural use. It is now a matter of taking worthwhile steps to put this puzzle together.

*Chicago: NeighborSpace*¹⁸⁴

A concern the City will have when contemplating using City land for urban agriculture is how to manage the land and mitigate possible liabilities. A fair and safe process is essential and possible as the case study on NeighborSpace, a Chicago-based project demonstrates.

The City of Chicago's partnership with NeighborSpace, an intergovernmental partnership managed by Chicago's Zoning and Land Use Planning Division, is a good example of successful urban agricultural land management.

NeighborSpace was created in 1996 through a Chicago open space policy. The policy addressed the community sentiment that an organization was needed to acquire and protect threatened open space, such as community gardens and pocket parks. It was noted that although the City values open spaces, neighborhood community groups are often unable to maintain such spaces for public use because of concerns over liability and lack of funds. To address these concerns, The Department of Planning and Development recommended that NeighborSpace be started as a nonprofit organization, rather than a City entity, so that land donations could be accepted, donors could receive tax breaks, and the properties owned would be tax exempt.

NeighborSpace's nonprofit intergovernmental structure was established as part of the open space policy to help ensure fair representation. Specifically, the Mayor appoints one Department Head and one City Council Member. The President of the Park District

¹⁸⁴ Case Study Sources:

NeighborSpace. <<http://neighbor-space.org/main.htm>>

NeighborSpace Case Study, p. 11. The Diggable City Phase II report.

<<http://www.portlandonline.com/shared/cfm/image.cfm?id=108139>>

Comprehensive Plans, Zoning Regulations, Open Space Policies and Goals Concerning Community Gardens and Open Green Space from the Cities of Seattle, Berkeley, Boston, and Chicago. American Community Gardening Association (ACGA). <http://www.communitygarden.org/cg_policies.pdf>: 4-7.

Board of Commissioners and the President of the Forest Preserve District Board of Commissioners each appoint a representative to serve on the NeighborSpace Board of Commissioners and another as Department Head. A fourth Board of members is jointly selected by the aforementioned parties. Appointed board members then nominate three non-governmental representatives, ideally with significant experience in open space management to the NeighborSpace Board of Directors.

The groups selected to use parcels owned by Neighborspace must prove that they are sufficiently qualified and committed to the success of their open space protection initiative. According to the NeighborSpace website, community groups that seek to develop open space projects on vacant land must submit extensive application materials, including a Memorandum of Understanding, letters of support from Alderman and partners, documentation of current site ownership, and garden (or park) design.

If the project is approved, NeighborSpace may purchase the property from the City (or other owner) for \$1.00. This relieves the City from direct management and liability responsibilities. Applicants must be willing to enter a long-term management agreement in which they act as the "NeighborSpace Site Manager" in cooperation with a nonprofit or community group that signs on as the "NeighborSpace Site Management Entity". In return, NeighborSpace will provide basic liability insurance.

NeighborSpace, now in its eighth year of operation, currently owns 44 sites and holds an additional 4 long-term leases throughout 31 wards across the City of Chicago. Of particular interest, 34 of these properties are used as community gardens and 3 are used for small-scale agriculture. Over 30 additional sites are now in the review or acquisition process.

Recommendations for Conducting an *Inventory of Publicly Owned Vacant Land for Urban Agriculture Use:*

1. Create a Committee of a Food Policy Council tasked to conduct the inventory
2. Identify other public agencies that own land within the City and seek their participation in the inventory, agreeing to share data on vacant properties
3. Develop selection criteria for identifying publicly owned land that could be used for urban agriculture and a process for categorizing these lands according to likely use
4. Create a master GIS database for the Inventory of Publicly Owned Vacant Lands for Urban Agriculture Use
5. Solicit and add data on vacant lands from participating City departments and other Public Agencies
6. Apply selection criteria to data to select which properties to include in the inventory and to categorize these properties according to likely use
7. Create user-friendly maps and lists of categorized vacant lands

Recommendations for Creating a *Management Plan* for Publicly Owned Vacant Land for Urban Agriculture Use:

1. Create a framework by which the Food Policy Council Committee can manage land. The Committee would act as an intermediary between the City and public agencies and the nonprofit organizations and community groups that intend to use and lease land for urban agriculture purposes
2. Create a contract for leasing land, including restrictions on use of land and whereby owner of land (public agency) is protected from liability
3. Create a Request For Proposals (RFP) process by which public agencies, nonprofit organizations and community groups can apply to lease and use inventoried lands for urban agriculture purposes for a specified period
4. Publicize Publicly Owned Vacant Land Inventory & Management Plan for Urban Agriculture Use to public agencies, nonprofit organizations, community groups and public at large

Recommended Selection Criteria for *Identifying and Categorizing* Publicly Owned Land for Urban Agriculture Use

After combining data from various public entities about parcels, categorization criteria should be used to create lists of properties suitable for various different types of agricultural operations. These lists can then be used by entities seeking to grow food to select a suitable site. In addition, the City itself could seek ways to utilize these properties for public benefit.

City development plans should be carefully considered to ensure that lands developed for agricultural use can have a sufficient tenure to merit infrastructure investment. Rather than removing lands from the pool of possible housing or other development projects, the purpose of the land inventory is to identify and use lands that would otherwise go undeveloped. In addition the following concerns should be considered for each possible site:

- Compatibility with Abutters
- Zoning (especially for commercial agriculture projects)
- Which department currently manages the site and what, if anything, is planned for it?
- Is it a suspected Brownfield?
- If it is a Brownfield, what remediation is necessary?
- Is there public support?
- Degree of neighborhood access to fresh, affordable produce
- Potential for innovation and development of new techniques (pilot projects)

Definition of terms for the following suggested criteria:

Household Gardens: The goal of Household Gardens is auto-consumption and increasing food self-sufficiency. In these gardens produce is grown and consumed by an

individual household. Participants generally reside near the garden. Although the primary goal is auto-consumption, excess produce may be given away, donated, sold or bartered.

Community Garden: The goal of Community Gardens is auto-consumption and increasing participant food self-sufficiency. Community Gardens are neighborhood gardens where produce is grown and consumed by the participating gardeners. Participants generally reside near the garden. Garden beds may be allocated to individuals or farmed collectively. There may be a coordinator who manages the allocation of space to applicants and maintains collective infrastructure such as tools, sheds, water, etc. Although excess produce may be given away or donated, individual or collective entrepreneurial activity is not the focus of the growing.

Entrepreneurial Operations: For profit or nonprofit entrepreneurial farming operations with the goal of food production for income generation. Entrepreneurial farms can be started by individuals, groups of residents or community groups. Produce may be donated, sold at below-market rates to low-income residents or sold at market rates. Entrepreneurial operations may have a coordinator who manages allocation of space to applicant tenant farmers and maintains collective infrastructure. Although participating farmers may produce some food for auto-consumption, the primary goal of Entrepreneurial Operations is growing for market.

Growing on Impervious Surfaces or Poor Soil: Community Gardens and Entrepreneurial Operations could be started on rooftops or on lands that either have been covered with concrete or have extremely poor soil. These operations would employ strategies such as container gardening or hydroponic growing. In the case of rooftop growing an assessment of the load-bearing ability of the structure and possible reinforcement would need to be undertaken. Rooftop growing of perennial non-edible trees and shrubs can also reduce energy usage and improve air quality.

Brownfield: Brownfields are real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant. Cleaning up and reinvesting in these properties takes development pressures off of undeveloped, open land, and both improves and protects the environment.¹⁸⁵

¹⁸⁵ <http://www.epa.gov/brownfields/index.html>

Suggested Criteria for Categorizing Public Owned Land for Urban Agriculture Use¹⁸⁶

Urban Agriculture Use Categories	Household Gardens	Community Gardens	Small-Mid-Scale Entrepreneurial Operations	Mid-Large-Scale Entrepreneurial Operations	Community Gardens or Entrepreneurial Operations Growing on Impervious Surfaces or Poor Soil (Rooftop and concreted over lands)	Non-productive Land that could be used for Green Space / Wildlife Habitat
Criteria						
Minimum size	Minimum site size: none Maximum site size 2,500 sq ft	Minimum site size: 2,500 sq ft Maximum site size: none	Minimum site size: 1,000 square feet Maximum site size: 21,780 sq ft (1/2 acre)	Minimum site size: 21,781 Maximum size: none	Minimum site size: 1,000 or 2,500 sq ft Maximum site size: none	None
Slope	Slope less than 4%	Slope less than 2%. Consider more steeply sloped land case by case	Slope less than 4%	Slope less than 4%	Slope less than 1%	None
Water	Good water access not necessary though preferred	Access to city water	Good water access not necessary though preferred	Good water access not necessary though preferred	Good water access not necessary though preferred	None (native landscaping combined with initial hand watering possible where there is no access)
Soil¹⁸⁷	Variable quality, free from contaminants	Variable quality, free from contaminants or remediated	Variable quality, free from contaminants or remediated	Variable quality, free from contaminants or remediated	NA	Variable quality, free from contaminants that could harm workers
Safety	Area should be visible by neighbors and fenced	Area should be visible by neighbors; fencing must be installed if lacking	Fencing must be installed if lacking	Fencing must be installed if lacking	Area should be secured (fenced and/or locked)	Landscaping should be maintained so as not to pose hazards to pedestrians or motorists

¹⁸⁶ Informed by the Portland “Diggable Cities” report

¹⁸⁷ Short-term criteria for which properties to use: soil free of contaminants; long-term criteria for which properties to use: amending very poor soils and more involved remediation

Density	Can take place in both low and high density areas	Preferably in residential neighbor-hoods of mid- to highdensity	Can take place in both low and high density areas	Can take place in both low and high density areas	Can take place in both low and high density areas	Can take place in both low and high density areas
Tenure	Minimum two years (depending on investment)	Minimum 5-10 years (depending on investment)	Minimum 5-10 years (depending on investment)	Minimum 5-10 years (depending on investment)	Minimum 5-10 years (depending on investment)	None
Usable if Brownfield	If remediated	If remediated	If remediated	If remediated	If remediated	If remediated
Waste Disposal	Must have city waste pickup	Must have city waste pickup	Either city waste pickup or participant removal to landfill	Either city waste pickup or participant removal to landfill	Must have city waste pickup	Either city waste pickup or participant removal to landfill
Access Type	Walk-in or street	Street	Street	Street	Walk-in or street	Walk-in or street

Recommended Role of Food Policy Council: Land Management Committee

As recommended in the Oakland Food System Assessment, one of the first steps toward a comprehensive, sustainable food policy and plan for Oakland is the development of a Food Policy Council comprised of various stakeholders. In addition to reviewing and creating policies and plans related to Oakland’s food systems, the Food Policy Council could create a committee, a subset of it’s members, responsible for carrying out the land inventory and managing use of identified lands. This Committee could be created as an independent nonprofit entity as in the example of Neighborspace in Chicago, or could operate as a part of the Food Policy Council under the aegis of a City Department as in the Portland example.

The Committee tasked with undertaking a vacant land inventory and managing those lands would be responsible for:

1. Conducting and updating the inventory
2. Creating a fair process for leasing vacant lands to be used for urban agriculture
3. Defining roles and responsibilities of entities entering into contract for use of inventory identified land
4. Holding deeds to properties used for agriculture
5. Paying or ensuring exemption for real estate taxes
6. Providing liability insurance for groups leasing land (groups could pay insurance premiums but would benefit from group coverage prices)
7. Creating contract templates compliant with City policy

8. Monitoring contracts and terminating or continuing leases as needed
9. Reporting results to the Food Policy Council and Oakland City Council

Recommended RFP Process for Entities Applying to Lease Land

The best way to make lands that have been identified in the inventory available is through a competitive request-for-proposals (RFP) process through which organizations or groups of neighbors can develop proposals for the land. As detailed in the “Diggable Cities” Phase II report,¹⁸⁸ a request for proposals should solicit an application addressing the following concerns:

<p><u>Proposals should include the following elements at a minimum:</u></p> <ul style="list-style-type: none"> • Problem statement • Benefits • Partners • Expected results • Timeline • Demonstration of meeting unaddressed needs or underrepresented populations (Equity, Products, Methods, Diversity of uses) • Methods of growing: projects should not counter existing City plans. Projects that use organic methods or are in accord with the City’s plans should rank more highly. • An application fee 	<p><u>Criteria for judging proposals could include but are not limited to:</u></p> <ul style="list-style-type: none"> • Diversity of partnerships/stakeholders • Need addressed • Public good offered • Clear goals/timelines • Organizational capacity and experience • Level of community partnering • Feelings of neighbors towards project • Qualified advisors to project (necessary technical assistance)
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The Food Policy Council Land Management Committee tasked with managing the RFP process would use the Food System Plan developed by the Food Policy Council and approved by City Council to guide the decision-making and goal-setting process, prioritizing RFP’s that addressed goals laid out in the plan. For instance, if entrepreneurial projects had been given priority in the plan, RFP’s proposing an entrepreneurial strategy for food production might be given priority.

After approving proposals for use of vacant lands made available through the inventory, and based on a contractual agreement with the leaser, the Committee would then monitor contractual conditions and continue or revoke leases as needed.

¹⁸⁸< <http://www.portlandonline.com/shared/cfm/image.cfm?id=108333>>: 10-11

Lease Contract Template

The City of Oakland could address the following points in the creation of an agricultural management contract:

- Definition of Landlord and Tenant
- Premises location
- Allowed uses of land and permitted infrastructure improvements
- Terms of lease
- Rent and security deposit
- Compliance with applicable laws (including agricultural, conservation, hazardous materials)
- Irrigation and water responsibilities
- Maintenance responsibilities
- Subleasing
- Access
- Renewability of lease
- Liability protections.¹⁸⁹

One of the lessons learned through the Diggable Cities project is that the City should try to identify as many issues as possible upfront in the lease language in order to avoid problems, conflicts with neighboring property owners, etc. Oakland could therefore address the following limitations, at a minimum:

- Tractor use, or appropriate times for using
- Use of pesticides, fertilizer, fungicides, etc. (this could be a selection criteria; projects growing organically could rank higher than projects proposing to use these chemicals)
- Expected traffic to the site (number of trips)
- Hours of operation
- Number of people expected on plot at any given time
- Expected decibels of noise pollution created
- Use of animals and restrictions thereof
- Runoff and water pollution
- Tenure of project on land¹⁹⁰

A City of Oakland Lease Agreement could also utilize elements of the agreement used by NeighborSpace in Chicago as is shown in the following example.

¹⁸⁹ < <http://www.portlandonline.com/shared/cfm/image.cfm?id=108333>>: 39-43

¹⁹⁰ <http://www.portlandonline.com/shared/cfm/image.cfm?id=108333>, p.11

Management Agreement - SAMPLE

Between NeighborSpace (NBSP), [NAME OF SITE MANAGER] , NBSP Site Manager, & [NAME OF MANAGEMENT ENTITY], NBSP Management Entity

I. Purpose

This is a voluntary partnership between NeighborSpace (NBSP), a nonprofit organization in the City of Chicago, (Site Manager), and the (Management Entity).

This Management Agreement (MA) sets forth the authorities, responsibilities and procedures under which NBSP, , the Site Manager, and the , the Management Entity, will work in partnership to preserve the property located at (SITE) as community managed open space.

II. Background

and applied for this SITE to be acquired by NBSP. This application was successful and in NBSP came into ownership of this property with the understanding that would become the NBSP Site Manager; and would become the NBSP Management Entity. Since the time that the application was submitted to NBSP for consideration, and have continued to care for the SITE and adjacent sidewalks and parkways.

III. Roles and Responsibilities

This MA establishes the framework for supporting the continued efforts of the parties in preserving the SITE as a community managed open space in Chicago as stipulated by NBSP and per the plans or goals articulated in the aforementioned application unless otherwise noted.

Focus on NBSP:

The responsibilities of NeighborSpace under this Agreement are to:

1. Hold deed to the SITE permanently for use as community managed open space;
2. Ensure that all real estate taxes are paid or exempted;
3. Provide basic liability insurance;
4. Respond to issues at the SITE by referring the Site Manager and Management Entity named in this document to an appropriate organization or company for any maintenance or management service for the SITE; and
5. Be an effective steward of the SITE as the owner of the property and in keeping with the mission of the NBSP organization.

Focus on Site Manager:

The responsibilities of _____, as the NBSP Site Manager under this agreement, are to:

1. Meet with, organize and support others in their involvement to maintain and operate the SITE as a community managed open space in the manner specified in the application to NBSP.
 - a. NOTE: If significant changes to this original plan occur, the Site Manager or Management Entity must contact NBSP to review those changes.
2. Be an accountable liaison, working with NBSP staff to provide updates on SITE issues, and following NBSP Site Guidelines adopted by the NBSP Board of Directors as agreed to upon the group's application or as amended from time to time by mutual agreement between NBSP and the Site Manager and Management Entity.
3. Provide the day-to-day maintenance and management of the SITE by keeping the property in good, clean, and orderly condition to the best of their abilities.
4. Keep the adjoining sidewalks and parkways clean of all trash and debris.
5. Immediately notify NBSP in the event of any injury, accident, fire or damage to or occurring on the SITE.
6. Not store or discharge any toxic wastes or other hazardous materials on or near the SITE and notify NBSP immediately upon noticing any deposits or discharges of potentially toxic or hazardous wastes on or near the SITE.
7. Obtain written permission from NBSP before making any substantial structural changes, improvements or alterations to the SITE or before the addition of any domesticated animals or activities such as beekeeping so that such changes can be noted on the insurance policy maintained by NBSP.
8. Refrain from building any houses, garages or other permanent structures on the SITE that would detract from the Site's use as a community park, garden or other public open space.
 - a. NOTE: Such structures are not provided for in NBSP insurance policies.
9. Refrain from installing any playground equipment.
 - a. NOTE: Such structures are not provided for in NBSP insurance policies.
10. For insurance purposes, provide NBSP with at least two weeks advanced written notice for any events held on the SITE that will attract 300 or more people. Normal block club or community events such as potlucks, picnics, workdays, ceremonies, festivals, plant sales, concerts, and fairs do not require written notice unless they exceed 300 people.
 - a. NOTE: If over 300 people will be attending, the Site Manager and/or Management Entity are responsible for obtaining additional insurance coverage as appropriate.
11. Specifically maintain all park elements installed at this SITE including electric, irrigation, trellises, brick or masonry work, benches, grasses, plantings, shrubs and trees, etc.

Focus on Management Entity:

The responsibilities of _____, as the NBSP Management Entity under this agreement are to:

1. Support the efforts and continued development of the initiative's leader, the Site Manager, and, if necessary, work with NBSP to identify and put in place future Site

Managers should the existing Site Manager move away or become otherwise unavailable to maintain the SITE as appropriate.

2. When possible, identify and secure resources necessary to support the effective on-going maintenance of the SITE.

3. If available, provide access to office space, phones, internet access, meeting space, or other specific resources necessary to coordinate community engagement and ensure the success if the SITE as community managed open space.

IV. Administration

A. What follows is the contact information for the individual designated as the **Site Manager** in this Agreement:

Name:

Title:

Organization:

Address 1:

Address 2:

City, ST, Zip: Chicago, IL 606

Telephone:

Fax:

Cell:

Email:

B. The _____ designates the following individual as the official point of contact for the **Management Entity** in this Agreement:

Name:

Title:

Organization:

Address 1:

Address 2:

City, ST, Zip:

Website:

Telephone:

Fax:

Cell:

Email:

C. **NBSP** designates the following individual as the official point of contact for this Agreement:

Name: Mary Jo Schnell

Title: Executive Director

Organization: NeighborSpace

Address: 25 East Washington, Suite 1670

City, ST, Zip: Chicago, IL 60602

Website: www.neighbor-space.org

Telephone: 312-431-9406

Fax: 312-427-6251

Cell: NA

Email: mjschnell@neighbor-space.org

D. The SITE MANAGER & MANAGEMENT ENTITY provide the following names and contact information for other primary community members who will be the **SITE's core group** working to assist the SITE MANAGER in maintaining the land as community managed open space:¹⁹¹

¹⁹¹< http://neighbor-space.org/pdf/management_agreement_template.pdf>

Appendix 5: Sample Legislation Supporting the Expansion of Urban Gardening, Seattle, WA

Seattle City Council Resolution 30194

A RESOLUTION adopting a Five-Year Strategic Plan as guidance for the expansion of Seattle's community gardening program and adopting the policies and procedures necessary for the implementation of the plan.

Date introduced/referred: June 5, 2000

Date adopted: June 19, 2000

Status: Adopted As Amended

Vote: 7-0 (Excused: Licata, McIver)

Committee: Neighborhoods, Sustainability and Community Development

Sponsor: CONLIN

Index Terms: P-PATCH-PROGRAM, GARDENS, COMPREHENSIVE-PLAN, PLANNING

Text

WHEREAS, the City's Comprehensive Plan establishes a goal of one community garden for every 2,500 households in an urban village and urban center; and

WHEREAS, twenty of the Neighborhood Plans submitted to the City Council for approval include requests for community gardens; and

WHEREAS, there are currently 600 households on a waiting list for community garden plots; and

WHEREAS, population growth in the City, both current and projected, will result in many more families living in multi-unit housing in areas of high density, which can lead to increased demand for garden space; and

WHEREAS, surveys of available land have determined that publicly-owned lands have the greatest potential for meeting the demand for space for community gardens, particularly in high density areas of the city; and

WHEREAS, an effective community gardening program for the City of Seattle should include an inclusive plan for strengthening and expanding the community gardening program in Seattle that would include the goals of protecting and supporting current community gardens, establishing new community gardens, and addressing social equity and food security issues; and

WHEREAS, the Friends of P-Patch and the City of Seattle P-Patch Program in the Department of Neighborhoods have proposed a five-year strategic plan with policy recommendations to address these goals; and

WHEREAS, the City Council of the City of Seattle finds that the proposed strategic plan for community gardens is consistent with the goals established in the Comprehensive Plan and would advance the implementation of those goals;

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SEATTLE, THE MAYOR CONCURRING, THAT:

Section 1. The City of Seattle adopts the attached P-Patch Program 2001-2005 Strategic Plan as shown in Attachment A.

Section 2: To implement the Plan, the City Council directs the following actions;

1. The Department of Neighborhoods will set a goal of developing at least four additional community gardens per year with emphasis given to the City's higher density areas; and
2. The Executive Services Department will work with the P-Patch program to identify surplus City land holdings suitable for community gardens in present and projected high-density areas. Community gardens are to be added as one of the City's priorities for surplus property disposition under Resolution 30184. This addition is not intended to give community gardens priority over other competing City needs for City surplus property. In addition, the appropriate City agencies, including Executive Services Department, Department of Parks and Recreation, SEATLAN, Seattle Public Utilities, and Seattle City Light will work with the P-Patch program to identify non-surplus City owned lands or lands owned by other public entities in areas suitable for potential co-location of garden sites. When making recommendations to Council for the disposition of City surplus property, ESD will explore opportunities for co-locating community gardens with other City priority projects such as affordable housing and light rail station are development; and
3. The City Budget Office shall develop recommendations for a replenishable capital source to acquire currently leased P-Patch sites or other high priority sites as they become available and if necessary to assist in the acquisition of surplus utility sites for community gardens; the Council encourages the Mayor to suggest initial funding in the 2001 budget; and
4. The Council encourages the Mayor to suggest adding one new staff person in 2001 and one additional staff person for each ten to twelve new community gardens as they are created in order to provide the P- Patch program with adequate staff for managing the program effectively.
5. The Department of Neighborhoods will seek opportunities to partner with groups working on food security issues; and

6. The Department of Neighborhoods will provide an annual status report to City Council on meeting the recommendations of the 2001-2005 P-Patch Strategic plan. The report shall identify the sites that have been secured during the calendar year and shall make recommendations for the development of future community gardens.

Adopted by the City Council the _____ day of _____, 2000, and signed by me in open session in authentication of its adoption this _____ day of _____, 2000.

President of the City Council

THE MAYOR CONCURRING:

Paul Schell, Mayor

Filed by me this _____ day of _____, 2000.

City Clerk

Appendix 6: Land Use & the Food System: Related Policies and Goals in the Oakland General Plan

<i>Production: Policy/Goal/Classification</i>	<i>Oakland General Plan</i>
<p>Urban Park and Open Space The Urban Park and Open Space classification is intended to identify, enhance, and maintain land for parks and open space. Its purpose is to maintain an urban park, schoolyard, and garden system which provides open space for outdoor recreation, psychological and physical well-being, and relief from the urban environment.</p> <p>Desired Character and Uses: Urban parks, schoolyards, cemeteries, and other active outdoor recreation spaces.</p> <p>Policy OS-2.3 Community Gardening: Maintain and support a viable community gardening program to foster an appreciation of local ecology, instill a sense of stewardship and community, and provide a multi-ethnic, multi-generational activity open to all.</p> <p>Community gardening is an Oakland tradition dating back to the period when orchards occupied Fruitvale and truck farms operated in East Oakland. Today, there are 11 community gardens in the city, seven of which are active. The recent formation of an East Bay Urban Gardeners (EBUG) league in Oakland is indicative of the growing interest in gardening.</p> <p>A City-sponsored Community Garden Program (CGP) is recommended to assist EBUG in community organizing, volunteer recruitment, and site retention and improvements. A City Coordinator would work directly with EBUG and with the neighborhood residents to establish and maintain the gardens. The Office of Parks owned parcels which could potentially become community gardens. Schools and EBMUD reservoir sites could also be considered.</p> <p>Action OS-2.3.1: Community Gardening Program Fund an on-going Community Gardening Program and provide Office of Parks and Recreation staff assistance.</p> <p>Action OS-2.3.2: Development of School Gardens Create a working group comprised of teachers, City Staff, and Oakland residents to promote gardens or "mini-farms" for student use and instruction at Oakland's public schools.</p>	<p>Land Use and Transportation Element, p. 158 (Emphasis added)</p> <p>OSCAR Element, p. 2-20</p>

***Processing and Distribution:
Policy/Goal/Classification***

Oakland General Plan

(No goals explicitly related to food processing)

Economy and Employment: Challenges and Responses

Challenge: Support Growth in Industry. Support the growth of the seaport and the airport; transportation, utilities and communication. Land demand for these type of industrial activities in Oakland is projected to be 4182 acres, including the airport and seaport.

Oakland General Plan: Land Use and Transportation Element, p. 23

Response: Land supply for industry is projected by the plan to be 4,720 acres, all of which is located near rail, sea, freeway, and other distribution points near the Port areas. Since Oakland is a built-out city, redevelopment and reuse of underutilized industrial acreage is critical for continued growth.

Industry and Commerce Goals

- Recognize and support industrial and commercial land use as a primary vehicle for the generation of the economic support required for the attainment of the physical, social, and community service goals of the Oakland General Plan
- Strengthen and expand Oakland’s diverse economic base through land use and transportation decisions
- Maximize Oakland’s regional role as a transportation, distribution and communications hub
- Provide increased employment, training, and educational opportunities through land use and transportation decisions
- Ensure that the Oakland community has access to a wide variety of goods and services, meeting daily and long term needs
- Create and maintain a favorable business climate in Oakland

Oakland General Plan: Land Use and Transportation Element, p. 38

Distribution: Policy/Goal/Classification

Oakland General Plan

Policy D1.12: Planning for the Produce Market Area

The Produce Market should be recognized as California's last example of an early twentieth century produce market. Should the wholesale distribution of produce be relocated to another site the character and vitality of this unique district should be encouraged in its reuse if economically viable.

Oakland General Plan: Land Use and Transportation Element, “Downtown Objectives and Policies” p. 68

Policy W10.5 Reusing the Produce Market Area

If preservation of the Produce Market on its current site is not feasible, appropriate reuse of the area should be explored with consideration of a mixture of uses including retail commercial, office, and live/work units.

Oakland General Plan: Land Use and Transportation Element, “Jack London Square Area of the Mixed-Use Waterfront,” p. 68

Consumption: Policy/Goal/Classification

Oakland General Plan

(Many policies related to retail in general, none explicitly related to food retail)

Waste Recovery: Policy/Goal/Classification

Oakland General Plan

(No explicit policies within Land Use and Transportation or OSCAR elements)

Appendix 7: Sample local food resolution, passed in winter 2005 in Woodbury County, IA

Resolution

Woodbury County Policy for Rural Economic Revitalization “Local Food Purchase Policy”

Preamble

It is the policy of Woodbury County to promote the economic vitality, and public health and safety, of its rural communities. The “Local Food Purchase Policy” is intended to increase regional per capita income, provide incentives for job creation, attract economic investment, and promote the health and safety of its citizens and communities.

Summary

Woodbury County shall purchase, by or through its food service contractor, locally produced organic food when a department of Woodbury County serves food in the usual course of business. The Woodbury County Jail, Work Release Center, and Juvenile Detention facilities are presently serving food in their usual course of business. The contractor may cover for unavailable local organic supply through its current procurement practices with preference to be given local non-organic food products. An arbitration board shall be established to assure fair value to Woodbury County. A single-point-of-contact broker, located in Woodbury County, shall interact with food service contractor, for availability, price, quality, presentation and delivery terms of all locally produced organic food. The current food service contract shall be modified to carry out the intent of this policy. Purchases under this policy shall begin June 1, 2006.

Local Food Purchase Policy

SECTION 1.0 GENERAL POLICY TERMS DEFINED

Section 1.1 Locally Produced Food

‘Locally produced food’ is food that is grown and processed within a 100-mile radius of the Woodbury County courthouse, Sioux City, Iowa. The source of a grown food item, or of processing services, may be from beyond that 100-mile radius when sufficient supply, or service, is not available within that radius.

Section 1.2 Organic Food

‘Organic food’ is defined to include food that has been certified organic by an accredited certifying agency and compliant with the USDA’s National Organic Program standards and guidelines. Food that is being produced by farmers who are converting from conventional to organic production practices, and who are seeking organic certification, is also approved for purchase (i.e., transitional).

Section 1.3 Food Service Contractor

‘Food service contractor’ is defined to include Woodbury County’s existing food service contractor, CBM Food Services, and any assigns or successors.

Section 1.4 Single-Point-of-Contact Broker

‘Single-Point-of-Contact Broker’ is defined to be an incorporated farmer-run cooperative with its main business office located within Woodbury County, Iowa that primarily handles locally produced organic (or transitional) food products as defined hereunder. The only presently known broker to be formed is Woodbury Farm Foods Cooperative, with a business address of 1211 5th Street, Sioux City, Iowa.

SECTION 2.0 GENERAL POLICY PROVISIONS

Section 2.1 County Purchase of Locally Produced Food

Woodbury County shall purchase, by or through its food service contractor (hereinafter referred to as “Contractor”), locally produced organic food when a department of Woodbury County serves food in the usual course of business. The Woodbury County Jail, Work Release Center, and Juvenile Detention facilities are presently the only departments serving food in their usual course of business.

Section 2.2 Organic Food Supply and Non-Organic Cover

Subject to the price and quality provisions contained within this policy, it is mandatory that Contractor purchase available supply of locally produced organic (and transitional) food from the single-point-of-contact broker (hereinafter referred to as “Broker”) in accordance with Contractor’s historical food needs. Contractor may revise recipes to include more local food if deemed more healthful or cost-effective. If the available local organic (or transitional) food supply does not meet Contractor needs, Contractor may look to cover shortfalls through its regular purchasing procurement policies; however, it is desired that Contractor look to local non-organic producers for cover, when practicable.

Section 2.3 Purchase Procedures

Contractor shall work with Broker to establish a timely notification procedure with respect to Contractor periodic demands and Broker delivery guarantees. If Broker is unable to guarantee delivery of a specified item of Contractor demand, there should be sufficient time provided by the procedure for Contractor to exercise cover. Contractor demand shall specify quantity, quality, presentation, and delivery terms.

Section 2.4 Price Terms

Contractor and Broker shall negotiate prices that are fair to all parties concerned for each item traded, and with accountability to Woodbury County Board of Supervisors, as stated herein. It is preferred, but not mandatory, that the overall annual food cost to Woodbury County will not increase by reason of this policy. The price to be paid Broker for a particular food item, if cost is higher for locally produced organic food, shall be established by the following guidelines:

Section 2.4.1 Guidelines for Establishing Item Cost

- (a) The price for a particular food item shall reflect the fixed and variable costs of production, anticipating a reasonable profit to the local farmer, and include reasonable commission to Broker.
- (b) The price for a particular food item under this policy can be compared with the price a farmer (who supplies Broker) charged for the same item to other buyers over the previous 12-month period. Broker must justify any increase in price to the Contractor.
- (c) Contractor shall consider the cost of a particular item in view of the overall contract cost (i.e., another organic item may cost less, so the overall contract cost to the County is the same).
- (d) Fair market value for the food item may be established through comparable sales in comparable markets (i.e., local supermarket price, or the price charged for an item by other Midwest food brokers, wholesalers, and retailers).

- (e) Special attention shall be given if there is material increase in price over what Contractor would otherwise pay for a similar item.

Section 2.4.2 Guidelines for Woodbury County Policy Review

- (a) Woodbury County, through the Organics Board, shall review the costs of this policy in terms of food costs every 3 months to determine if costs to the County under this policy exceed existing contract price. A report to the Woodbury County Board of Supervisors will be provided on a quarterly basis.
- (b) If the overall food service contract cost increases as a result of this policy, the higher cost can never exceed the expected benefits of the policy to Woodbury County. In determining the value of the policy to Woodbury County, it is accepted as general principle that dollars expended locally will circulate within the regional economy.
- (c) Woodbury County will consider the impact of this policy on the reduction of health care costs related to inmates, behavioral changes of inmates, and other factors that may potentially reduce costs to Woodbury County.
- (d) If the policy results in job creation by Broker, expanded markets for local organic products, or results in increased organic food production within the county, Woodbury County will compare the increase in costs under this policy with comparable costs associated with other forms of economic development tools to determine reasonableness of the increased costs.
- (e) Allowances will be made for the learning curves of local producers and suppliers to meet county demand.
- (f) It may be acceptable for the county to endure higher costs in the short term if there is clear evidence that in so doing, economics of size are being built that will reduce costs in the long term.

Section 2.5 Arbitration Board, Non-Binding Arbitration

An Arbitration Board shall be established by Woodbury County to hear any disputes between Contractor, Contract-Broker, or Woodbury County in the operation of this policy. Dispute resolution shall be by “non-binding arbitration”. Woodbury County directly, or by and through Contractor, reserves the right to reject a proposed purchase of locally produced organic food.

SECTION 3.0 SPECIFIC OBLIGATIONS OF PARTICIPANTS

Section 3.1 Special Obligations of Contractor

Section 3.1.1 Food Service Contract

Contractor has existing obligations to Woodbury County pursuant to the Food Service Contract. Except as to modifications mandated by this Local Food Purchase Policy, Contractor obligations shall remain in full force and effect under its existing Food Service Contract with Woodbury County. Woodbury County and Contractor shall review the existing food service contract and make such modifications as are necessary to implement this policy.

Section 3.1.2 Policy Initiation and Planning

The initial purchase of locally grown organic food shall begin on June 1, 2006. Contractor and Broker, from the time of the adoption of the policy to June 1, 2006, shall develop a reliable and efficient process that will facilitate the purposes of

this policy. Woodbury County, Contractor, and Broker shall also work during this time to develop reporting schedules from which to judge the success of this policy, as further specified in Section 4.2 below.

Section 3.1.3 Recipes and Food Quality

It is encouraged that Contractor review recipes, and to increase the locally grown organic food content, when such modification would be more healthful and would reduce or not substantially increase the total contract costs.

Section 3.1.4 Reporting to Woodbury County of Food Costs

Contractor is required under this policy to report to the Woodbury County Rural Economic Development Department, on a quarterly basis, with its first report on September 1, 2006, any increase or decrease in price it has paid for locally produced organic food as compared with the cost of similar items that it would have had to purchase if Contractor followed its standard procurement practices.

Section 3.1.5 Contractor Notice or Rejection of Increased Price

Contractor may request of Broker a justification of price if materially higher than it would otherwise pay for the food item. Contractor reserves the right to reject the sale if price is materially higher, without justification, than it presently pays for similar items taking into account the factors set forth in Section 2.4.1.

Section 3.1.6 Local Non-Organic Food Purchase As Cover

Contractor is required under this policy to purchase locally grown organic (and transitional) food to the extent that supply is available. Contractor is encouraged to consider the purchase of locally grown non-organic food when the locally grown organic supply cannot fully meet Contractor demand for a particular food item.

Section 3.2 Special Obligations of Broker

Section 3.2.1 Broker Organization

Broker must be a cooperative, preferably an Iowa Code 501A organization, that maintains standard liability insurance and designates a single contact to Contractor through whom all communications shall be made. The Broker must consist of a Board of Directors with at least 50% of the Board of Directors being farmer-suppliers to the cooperative.

Section 3.2.2 Periodic Publications of Demand and Supply

Broker shall publish in a conspicuous place, at its main place of business, the Contractor listing of all food items purchased by Contractor over the previous 12-month period. Broker shall also publish in a conspicuous place, at its main place of business, and by email to farmer members (if farmer has such email service), a copy of Contractor periodic demand for food items; said notice shall be given within 18 hours of Broker receipt.

Section 3.2.3 Certification and Transitional Farm Products

Broker shall deliver only certified organic products, or products from farms that are transitioning to certified organic, in accordance with the USDA's National Organic Program standards and guidelines. Transitional farm products are those produced by farmers who currently employ organic practices in accordance with USDA standards, but cannot qualify for organic certification until a transitional period is completed. Broker shall verify farmer certification and verify transitional farm organic practices.

Section 3.3 Special Obligations of Woodbury County

Section 3.3.1 Maintain Listings of Organic and Non-Organic Farmers

Woodbury County Rural Economic Development shall compile contact information and production data for all farmers who supply food items to Broker. Woodbury

County will also maintain a listing of non-organic farmers, located within the 100-mile local food radius, who want to make their crops available for purchase by Contractor as cover for unavailable organic supply.

Section 3.3.2 Additional Markets for Local Food Production

Woodbury County Rural Economic Development shall investigate markets, beyond that which is established by this policy, for local food producers and shall publish opportunities that become available and known to Woodbury County. One goal of this policy is to provide an example to local school districts, and other institutional consumers of food products, to consider establishing local food purchase policies that will promote health and improve the local farm economy.

SECTION 4.0 REPORTING PROVISIONS AND POLICY DURATION

Section 4.1 Monitoring Impacts of Policy and Reporting Schedule

Woodbury County shall monitor, on a quarterly basis, the impacts of this Local Food Purchase Policy to determine overall benefits and costs to Woodbury County taxpayers. Reporting from Contractor and Broker, as provided in Section 4.2 below, shall provide most of the information needed to accurately monitor the success of this policy.

Section 4.2 Producer and Product Purchase Reporting

In exchange for County efforts to promote local food sales, Contractor and Broker shall provide a joint report to Woodbury County Rural Economic Development Department, on a quarterly basis, that supplies the following information:

- (a) What are the costs of food purchased by Woodbury County that were sourced by local and non-local, organic and non-organic sources;
- (b) How much value-added food products did the Broker produce and how much of this used products from local producers;
- (c) What percentage of Broker's business is devoted to filling the Woodbury County food service contract;
- (d) Amount of production costs of producer-members that are spent locally;
- (e) Dividends returned to producer members;
- (f) Labor statistics to determine increase in jobs and wage information;
- (g) Farm and producer information that will disclose acreage devoted to organic production practices, type of product sold, value of organic sales per producer, and other information as requested by Woodbury County needed to determine success of this policy.

Section 4.3 Policy Duration

The Local Food Purchase Policy shall be in force until amended or revoked by Woodbury County. Woodbury County reserves the right to amend, or revoke, this policy for any reason.