

Minneapolis Food Systems Report

Presented to On the Commons and Homegrown
Minneapolis by the students of the Sustainable
Communities class at the University of Minnesota.

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INTRODUCTION

Over the course of the 2010 spring semester, we (twelve dedicated University of Minnesota students), have studied sustainability as it relates to systems of food and agriculture. We did this work as part of Sust 4004, our Sustainability Capstone class. The Capstone is the final class in our Sustainability Studies minor, something that we all share. The minor is a relatively new offering at the University of Minnesota, and one that is critical in this day and age. Studying sustainability means studying more than environmental degradation and climate change. We learn about hopeful solutions to our current environmental, social and economic crises. Thinking and learning about sustainability lets us picture new lifestyles that will allow us to live within the means of our planet and create on-going equality for everyone. Sustainability is not just a new buzz word, but an important concept that people from all areas of study can relate to. Beyond our minor, we are a diverse group of students, majoring in everything from Interior Design to Urban Studies to Environmental Science, Policy, & Management and more. We came to this group for varied reasons, such as personal experiences with food and agriculture, a passion for environmentalism, an interest in policy or just having an urge to make change in the realm of food systems.

Our studies took the form of two related projects. These two projects were given to us by Julie Ristau of *On the Commons*, which is a non-profit organization that “is a citizens’ network that highlights the importance of the commons in our lives, and promotes innovative commons-based solutions to create a brighter future,” (OnTheCommons.org). Julie is also part of the *Homegrown Minneapolis Implementation Task Force*, a group of people who are working to implement recommendations about local food and agriculture that were developed by stakeholders as part of the *Homegrown Minneapolis* initiative. The two projects that we worked on were taken directly from the *Homegrown Minneapolis* recommendations. The first project was to: “Explore the need for and structure of a longer-term advisory entity that will provide ongoing guidance to the City on local foods issues,” (*Homegrown Minneapolis Final Report*, 2009). Many cities across the country have created Food Policy Councils, or other organizations or groups that help mayors and city councils make good choices about policy that affects food and agriculture. Our first project was to do case studies of some of these other cities and then make a recommendation about what sort of advisory group we felt would be best for Minneapolis. Along with the case studies we used what we had learned about resilience from *Resilience Thinking* (2006, Brian Walker and David Salt), ideas about the commons from *On the Commons* and thoughts about trusts from *Capitalism 3.0* (2006, Peter Barnes). A report on some of our findings and our final recommendation for the advising body for food policy in Minneapolis appears later in this document.

Our second project was also a recommendation from *Homegrown Minneapolis*. We were to “conduct a listening campaign in marginalized communities to understand the interests, needs, and ideas related to accessing healthy foods, accessing land and growing healthy foods,” (*Homegrown Minneapolis Final Report*, 2009). Again using principals from *Resilience Thinking* and *On the Commons* we created interview questions, then conducted video recorded interviews with twelve respondents who were interacting with food in a variety of ways, such as growing it,

selling it, dealing with food waste and recycling and more. These interviews were compiled into a digitally accessible body of work which can continue to be added to as the *Homegrown Minneapolis Implementation Taskforce* sees fit. More information about our work on the listening campaign appears later in this document.

THEORETICAL CONTEXT

In the course of our class, we have studied three core concepts that must be considered as we design and modify our local food system. These concepts are resilience thinking, environmental justice, and the idea of the commons.

RESILIENCE THINKING

Resilience thinking is, essentially, a way of thinking meant to help us design systems that can recover and adapt following a shock or disturbance. Resilience is reliant upon nine central values:

- 1. Diversity** creates resilience by increasing the number of future options for a system to rely on in the event of a shock or change. Biological, landscape, social, and economic diversity are all essential to our society's ability to respond and adapt to a shock.
- 2. Ecological Variability** means embracing nature, not fighting it. For many decades we have attempted to control natural environmental systems, almost always degrading the system as a result. To avoid large shocks and regime shifts, we must be willing to embrace ecological variability and adapt to environmental change.
- 3. Modularity** calls for the fragmentation of a system in order to protect the whole. Overconnected systems are very vulnerable to shocks, because the shock travels quickly and affects the entire system, possibly resulting in a regime shift.
- 4. Acknowledgement of Slow Variables** simply means careful monitoring of the system so as not to miss important, early indicators of problematic structures or actions. Slow variables are often the most dangerous when ignored, because they are not quickly or easily reversed. In many cases, a system will have already crossed a threshold before the key, slow variables are recognized.
- 5. Tight Feedbacks** help us to evaluate the health of the system on a real-time basis and discover problems before they can do major damage. The looser/slower the feedback, the more guesswork and uncertainty will be involved in managing the system.
- 6. Social Capital** means working together and including everyone. We cannot afford to limit our human resources to the "educated elite" and politicians. Many underrepresented communities in Minneapolis are already living very resilient, sustainable lives. We need to include them in this discussion both to learn from them and to ensure that no one is left out of the new system.
- 7. Innovation** is a willingness to adapt following a change or shock. When a system or idea fails, we need to study it to discover why it failed, and adapt the system in order to prepare for or even avoid similar failures. Innovation also means being open-minded, so as not to dismiss ideas that may have a high potential for success.
- 8. Overlap in Governance** is basically diversity within government structures. It calls for some amount of redundancy in governing policy and structures. This redundancy helps ensure that policies are being applied appropriately, and also helps protect the governing body from sudden changes/shocks (increasing the government's resilience).

9. Ecosystem Services must be taken into consideration in all types of development. Currently, many of these vital services are “unpriced” and their destruction is simply seen as a negative externality. We must seek to protect these services, many of which we cannot live without, even when their value is unquantifiable or hard to understand.

As we redesign the food system for Minneapolis, there will undoubtedly be some amount of error, frustration, and even failure. Using the values central to resilience thinking, we must design our new food system so that it can not only survive through these challenges, but adapt and become stronger and more resilient than it was before. Also important to notice is that our current food system embraces very few of the resilience concepts mentioned above. Our current agricultural model is becoming increasingly unsustainable, and will eventually collapse. If we hope to survive this inevitable shock, we need to overhaul our food systems so we are less wasteful, less reliant on modern agriculture, and more resilient.

ENVIRONMENTAL JUSTICE

Environmental justice means sharing evenly both the benefits and the burdens of our environmental policies and decisions across all classes and groups of people. It also means including everyone in a given community in decisions that will affect their lives. For us, it means being an ally to underserved and underrepresented communities as we strive to design a fair and sustainable food system for Minneapolis. Without the valuable knowledge and experience provided by these communities, we will struggle to implement a system that serves everyone and creates a healthier life for those who need it most.

Being an ally to the underrepresented communities in Minneapolis means being friendly, respectful, and open-minded. Many of these communities are not only underrepresented, but also misunderstood. We (European Americans and the “educated elite”) assume that we know what is best for our country and for everyone living inside of it. We often assume that these communities, because they are different from our own, are somehow broken or “third world”. We also assume, perhaps most importantly, that these people want and need our help in “fixing” their “broken” communities. In fact, these communities are not only not seeking our help, but in most cases they aren't even broken. Many of these immigrant communities have already been living sustainably for generations. They have an inherited understanding of the earth, and they don't need scientists, economists or politicians to tell them how best to live on it. The highly developed, extremely materialistic, mainstream American society is precisely what created many of our most pressing problems and has forced us to seek a more “sustainable” future. In doing this, we have come to various conclusions about what that sustainable future should look like, and we believe it is necessary to take everyone with us. So, we barge uninvited into the lives and communities of minority groups and expect them to abandon their cultural traditions and often sustainable ways of life to join us on what we believe to be the best path forward.

If we hope to create a food system in Minneapolis that is environmentally and socially just, we need to understand that many of these underrepresented immigrant communities know what is best for themselves, and that their ways of life may provide valuable solutions to some of our hardest problems (such as an unsustainable food system). We need to recognize that, while we struggle towards a potentially unattainable future combining American consumerism with environmental responsibility, these communities have long-since learned how to live sustainably.

If we want to make these people our allies in the fight for a more sustainable Minneapolis, we must approach them as expert collaborators, just as qualified to fight these problems as our best scientists, economists, and politicians.

THE COMMONS

The basic idea of the commons states that the environment is a “common” resource, and that everyone—present and future—has an equal right to the benefits of its use. Applying commons thinking to a local food system means providing equal access to fresh, healthy food for all communities in Minneapolis, while also protecting the sources of that food so that future generations may see the same (if not greater) benefits that we do today.

Using a commons-based approach in developing a local foods system places significant emphasis on two important aspects of the movement. The first is equal access. All of our food ultimately comes from the soil, a common resource. Thus, all humans have an equal and inalienable right to the access to nutritious food. Equality of access should be paramount in our design of Minneapolis' food system. The second is preservation of the commons. We must protect the soil and remember that the right to nutritious food belongs not only to our generation, but to those of the future as well. This approach calls for drastic changes in the way we practice agriculture. "Modern" agriculture is quickly destroying our soil. Topsoil erosion, pollution, and monoculture are all depleting our soil to the point where, eventually, it will be irreversibly damaged beyond productivity. Our current food systems are also depleting several other commons. Pesticide and fertilizer use is harming our waterways, contaminating drinking water and killing fish (more common assets). Farm equipment and livestock are spewing huge amounts of greenhouse gases into the atmosphere, depleting the amount of quality air and also contributing to global warming (which, in turn, depletes still more common resources). In redesigning our food system, we must examine the consequences of our actions on multiple scales, in order to fully understand our relationship with and responsibility to the commons.

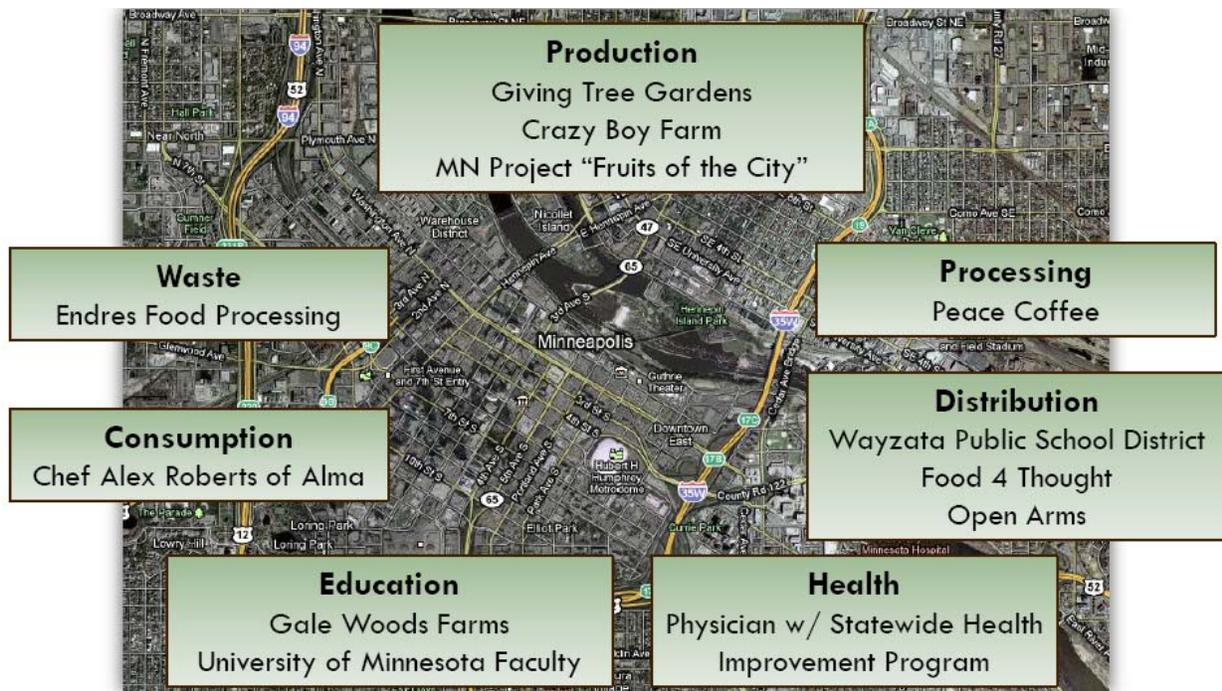
Many changes need to occur within our current food system in order to support commons-based solutions. Perhaps the most important is a sort of re-education. Our economists and policymakers—the people who tell us whether an industry is "healthy" or not—need to begin evaluating systems without excluding so-called "externalities." The decisions that go into building a strong, local economy must take into account the effects of our actions on both the local and global commons. Once we understand what our responsibilities are to our fellow humans (both current and future), we will be able to examine our current systems, identify problems, and develop commons-based solutions.

THEMATIC SUMMARY OF COMMUNITY INTERVIEWS

While the case studies provide helpful information as to what can work and what does not work in a food system, it is important to know the perspectives of the people in Minneapolis. To get at this information, we interviewed different members of the community tied into the food system at many different levels. This “listening campaign” provides critical feedback about what is currently working and what is not working, how they would like to participate in a better food system and what that system might look like. These interviews address the current situation in

Minneapolis and generate ideas of what will best serve those already involved, parties soon to be involved and those that may want to be involved in the future. Food policy is intended to best serve the people of Minneapolis and these local voices and relationships have significant value in the process that creates such policy.

These interviews were conducted with people that represent different components of the food system that relate to food in various ways, mapped out in the image below. As a group, we spoke with cooks from restaurants, non-profit organization and schools, directors of food related non-profit organizations, a doctor with a focus on preventative medicine, and many others. Although they have different things to contribute, several themes emerged across interviews that represent important concepts and issues that need to be addressed to reconstruct policy around food that will be sustainable and best serve people.



INCLUSION

A common issue that was brought to the surface in the interviews was how to make food policy an inclusive effort. At this point in time there is a tight community around the local food movement, and while this is supportive of those already involved, it can be off putting and exclusive to those just coming into knowledge about local food in Minneapolis. In order to make this an inclusive movement of change, a wide array of people and their perspectives need to be included in creating food policy (a founding principle for conducting these interviews). This means looking across pre-imposed boundaries and instead of focusing on a small scale, looking at what has been successful and not successful in other cities across the United States (case studies) and even with our neighbors in St. Paul.

RACE

Cutting across boundaries also relates to the cultural aspect of food, recognizing the similarities and differences of values amongst different racial communities. Racism is a critical factor in all facets of society, and the inclusive nature of a food policy is no exception. A progressive, sustainable food system must address the issue of race in order to make food a common resource and access to it a common right for all peoples.

MODERATION

In order to make food policy in Minneapolis inclusive, one interviewee emphasized the need to take a moderate approach to change. Instead of an atmosphere of radical activism, more people will be able to relate to moderate changes that effectively work to bring about a more comprehensive food system. Another interviewee also suggested the need to work with and incorporate large scale farms into the workings of local food, adapting parts of the larger system that are beneficial to the smaller scale of action within Minneapolis. Instead of communicating with people from a perspective they may not relate to or be sympathetic with, often times the hyper-localized rhetoric around the food movement, analyzing what they value in their current food situation is an affective method of including them in the discussion and, therefore, subsequent action.

ACCESS

Accessibility of food is a theme that was discussed in several interviews. Currently there are areas of the city that are food deserts, neighborhoods that are lacking access to good, quality fresh produce. The location of food needs to be considered in creating affective food policy, placing resources in areas that can be reached by those with cars and those without such means of transportation. The issue of access needs to also be addressed in terms of connecting people living in the city with resources that are close and benefit everyone, which one interviewee discussed in terms of the advantages of community gardens. The issue of access also reflects problems of cost. In order to make good food available to all, especially through the school system, policy needs to find a way to address the cost of implementing a sustainable food system, cost that does not fall on those who cannot afford it.

EDUCATION

One theme that arose in almost every interview was the theme of education. Regardless of the line of work or the position in the community, the individuals interviewed stressed the necessity of education at every level possible. The need to teach people about the food they are currently eating and the healthier options that are being made more accessible is vital in creating a comprehensive city wide food policy because it will not only have the support of the community, but they will be active participants in affecting significant change. Instead of talking about food issues with those who are already in the know, one interviewee suggested that just exposing people to those who are passionate about local food is a good way to educate and spark interest in others. Several people interviewed spoke to the need of making education on food a staple in the learning of children, planting the concepts of growing plants and eating healthy in the youth from kindergarten to twelfth grade, but not ignoring the education that exists outside of the typical school system. Many of the interviews touched on the idea that growing food, preparing

meals and knowing nutritional value should be common knowledge to all and food policy can work to make this a reality.

While these interviews and themes are important, they are also just the first step in a process that listens to the voices of everyone in Minneapolis. The majority of the interviews conducted were with white, upper middle class participants. Reaching out meaningfully to under represented communities exceeded the scope and timeline of this project, but bringing such parties to the table of this discussion is necessary for the success of Homegrown Minneapolis.

These interviews capture the needs of community members in Minneapolis, what they feel is currently missing in the way the city currently relates to food and what methods will help fill those gaps, prioritizing food in the best way possible. The bottom line for change in all of the interviews was education, the necessity to discuss these issues more and reveal why change is vital. The mere circulation of these ideas, generating conversation amongst all of Minneapolis, is the first step in making better food a reality.

RECOMMENDATIONS

COMMUNITY BASED RESEARCH AGENDA - "BRAIN TRUST"

Keeping the communities' need and interests as the main goal of the Minneapolis Food Initiatives is vital to the success of the program. In order to do that, we recommend a community based research agenda created by a collaborative body of citizens, stakeholders and/or non-profits. The coalition, with support from the city, would operate similarly to a trust in which the members are responsible toward all residents of Minneapolis. The members' main purpose is to ensure good, healthy and sustainable food for all. By putting the continued availability of quality food for everyone as a primary goal, along with sustainability and land stewardship, the coalition would be able to create initiatives based on commons principles, instead of profits.

Key Components

Funding:

Funding must be available for the coalition to carry out its work. A partnership between a non-profit coalition where the coalition would offer ideas to the city; the city would set aside funds for such ideas, and, finally, the coalition or individual non-profit could be implemented and given the newly created funding.

Accessibility:

The coalition should be a transparent group, allowing the public access to information and activities of the coalition. Open meetings, internet resources and open lines of communication, allow the public to participate in the coalition and creation of the agenda. People like to be "in the loop" and are more likely to accept new agendas when the process of creating the agenda is available to them.

Representative Group

The coalition should be a group that not only represents the diversity of the community on paper, but also within its members. The group should be as culturally and professionally diverse as possible. By having expertise in various cultural and professional areas, the group will have a broader understanding and ability to recognize the affects of various decision and actions on different communities.

Case in Point

Portland/Multnomah County Food Policy Council (See Appendix I for full case study)

The Council is a citizen-based advisory council that provides guidance to the City Council and County Commission on food policy with a vision that all residents have access to a wide variety of nutritious, affordable food, grown locally and sustainably. The Council at this time is composed of 15 business and community leaders with expertise in the community's food system, including farmers and food distributors, public health and hunger advocates, community educators, and land use planners. The Food Policy Council brings in additional expertise from community members interested in improving the local food system through policy initiatives and advocacy. The council itself does not serve as a governing body. Instead, it acts as a think tank, research body and advisory committee to the Portland Sustainable Development Commission, City council and county board. (Portland Case Study, see appendix for full document)

FOOD POLICY COUNCIL

A Food Policy Council (FPC) would operate as research and policy body. The issues and topics collected and derived by the Brain Trust would create the agenda for research and policy creation for the FPC. Similar to the Brain Trust, the FPC is also responsible to community members.

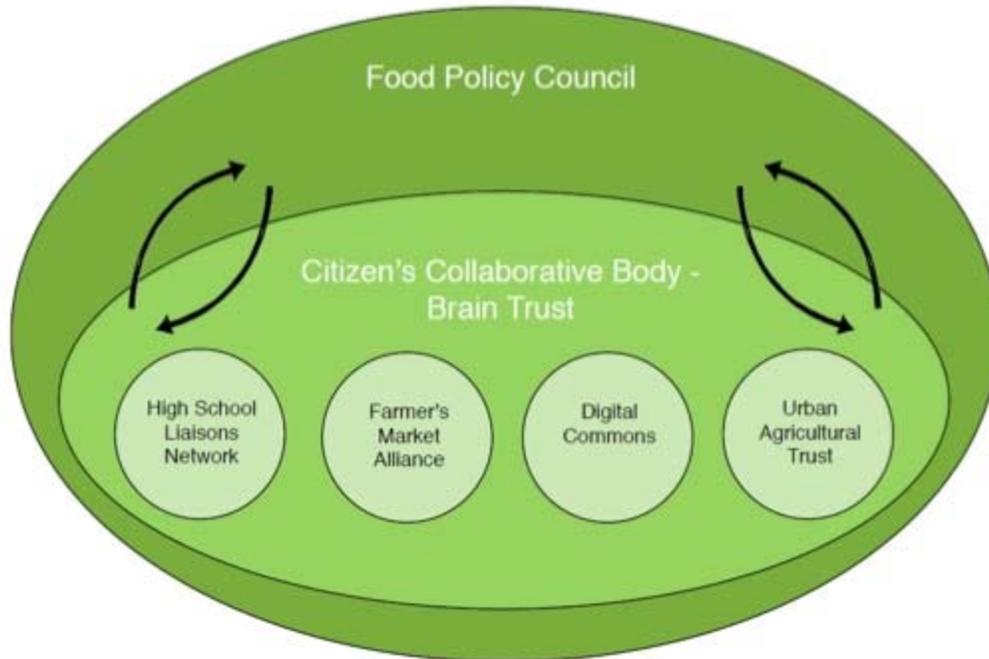
The Council would ideally be elected by the Brain Trust and work within the Minneapolis Office of Sustainability.

Key Components

Nested Structure

By creating a nested structure with slight redundancy, the FPC will be a strong resilient program.

The structures at each level will support the levels above and below them to create a vibrant, stable and successful program. The FPC will be nested within the Office of Sustainability, the Brain Trust will be nested in the FPC and numerous programs and work groups will the further nested in the Brain Trust.



Representation

The FPC should have members representing all parts of the food system including: production, distribution, processing, consumption, and waste reduction. Additionally, the council should have members from various city departments. This diverse representation will strengthen understanding, bring in perspective and allow for a multitude of connections to others in the field and throughout the city.

Case in Point

Cleveland-Cuyahoga County, Ohio (See Appendix II for full case study)

The Cleveland-Cuyahoga County Food Policy Coalition (CCCFPC) was co-founded in 2007 by Case Western Reserve University, Ohio State University Extension, and the Cleveland Department of Public Health, and the New Agrarian Center (a non-profit organization). The mission of CCCFPC is to "promote a just, equitable, healthy and sustainable food system in the City of Cleveland, Cuyahoga County and Northeast Ohio." The CCCFPC works to achieve the following objectives:

- Create a forum that brings people together from all aspects of the food system to generate new relationships and cross learning;
- Initiate research, policies, and programs that increase food security and social and economic opportunity for food producers, distributors, and consumers;
- Advance a food security and food system development agenda at the city and county level to ensure that every resident has access to fresh, healthy, and affordable food;
- Serve as resource to the community to assist in solution oriented local food system development programs and projects

Overall, CCCFPC is a mix of businesses, governmental agencies, non-profit organizations/NGOs, educational institutions, farmers/producers, and consumers. CCCFPC

includes members from many diverse backgrounds: government, education, health and medicine, agriculture, nonprofit and social services, economic development, small business, faith institutions and retail food. (Cleveland Case Study, See Appendix for full document)

FARMER'S MARKET ALLIANCE

Farmer's Markets and all those involved (farmers, consumers, etc.) would benefit greatly from a more coordinated Farmer's Market system, or alliance. This alliance should have a city funded position of "market coordinator." The coordinator should work to make Farmer's Markets more connected, accessible and stronger. Additionally, programs like EBT and food stamps should be able to be utilized at Farmer's Markets.

Key Components

Location, Location, Location

In order to make Farmer's Markets accessible financially and geographically, we recommend a bidding system for market locations, in which bids are made by produce/product donations to markets in low income areas.

Fresh Stops

We recommend a program to bring fresh food to people (whereas with regular farmers markets, the people come to the fresh food). Especially, for people with limited mobility, small fresh food carts or trucks could bring food to either homes or areas closer to these people.

Relationship Building

One of the best parts of Farmer's Market's is the relationship one can build with various community members. By having market meetings and strengthening connections between markets, positive and productive relationships will have a chance to thrive. Venders can connect and share tips, consumers can connect with numerous farmers etc. Strong relationships create strong, resilient and sustainable communities.

Case in Point

Philadelphia, Pennsylvania (See Appendix III for full case study)

The Food Trust owns, operates, and coordinates more than 30 farmers markets in the Philadelphia region. They all accept ACCESS cards, Pennsylvania's electronic food stamp swipe cards. The markets are meant to further combat unequal access to healthy, affordable food. Many are located in poor, underserved communities. The markets also support small, local farmers by eliminating the "middle man" (direct sales). They connect local farmers with those who are looking for a better outlet for their produce. They provide educational nutrition information to customers, accept Farmers Market Nutrition Program Vouchers and serve more than 125,000 customers in the Philadelphia region. (Philadelphia Case Study, See Appendix for full document)

EDUCATION

Education is imperative for creating change, especially in a food system where many no longer possess skills to grow or cook food for themselves. We recommend implementing programs for all ages and types of people as well as ensuring easy accessibility (economically and geographically) to educational programming. Accepting change is easier when people understand how to take that change into their lives. A person who knows not what to do with raw vegetables is not likely to buy raw vegetables.

Key Components

Retrofitting our Communities

Community-based education should include community spaces for learning (i.e. community kitchens and community classes), food forums or citizen assemblies, and ex-co education.

Student Engagement

By starting education early, understanding of food systems will be second nature like basic math or “please and thank you.” As often said, youth are the future and giving them the tools to be healthy and sustainable early will likely set them on a path toward life long health and sustainability. Student engagement would focus on education within schools implementing edible school-yards, high school or local liaisons, food-based curriculum, and improved farm-to-school lunch programs.

Case in Point

San Francisco, CA (See Appendix IV for full case study)

The Edible Schoolyard, established in 1995, is a one acre garden and kitchen classroom at Martin Luther King, Jr. Middle School in Berkeley California. Each student attends 12 to 30 sessions in the Edible Schoolyard, whether it is learning how to grow produce from seed or preparing the food for fellow classmates.

In January 2003, the San Francisco Board of Education voted to create a healthy-food policy in response to the declining health of children, most noted in childhood obesity and related health conditions. This policy provided a plan to improve the nutritional quality of all meals, snacks and beverages served and sold in the San Francisco Unified School District schools. A result of this policy was to work to create a system that connected the schools with local agriculture, considering the local school food environment, as it would impact the sustainability of a farm-to-school program.

San Francisco has also created an extensive victory garden program as a way to use available city land to produce food and provide resources to educate adults in growing methods. During the summer of 2008, the Victory Gardens program created a quarter-acre, edible landscape in front of San Francisco’s City Hall, producing food for those most in need in the city. The Victory Gardens program also hosts workshops to teach San Francisco gardeners how to successfully grow in the city’s climate and soil conditions.

CONCLUSION

While one semester is not long enough to fully understand the food system of Minneapolis, we have all become thoroughly engaged in it. Like the people of Homegrown Minneapolis, we have come to understand what a vital role food is playing our communities, dividing them, bringing them together and being a catalyst for change. Minneapolis' focus on food is not unwarranted, nor is it unusual. As we found out, cities across the country are examining their food systems, figuring out what works and trying to do better. Ideally, food is something good, something healthy, something to share. We can come together over a garden plot, community meal or a story about food. The city of Minneapolis has a large number of options when it comes to supporting local food and agriculture. Whether our group's idea featuring a braintrust and a food policy council gets implemented, or another idea is deemed best, we hope that our work this semester regarding food systems can be of assistance to our clients at On the Commons and Homegrown Minneapolis as they shape the food-future of Minneapolis.

APPENDIX

I. Portland/Multnomah Food Policy Council Final Report

Background Information on Portland/Multnomah Food Policy Council:

Portland, Oregon's unique location on the banks of the Willamette and Columbia River has drawn individuals to the area for hundreds of years on the promise of abundant nature and the opportunity to become submerged in the Pacific Northwest culture. In the 1990's, the city experienced an influx of creative young people who have substantially shaped the trends and practices of the city. Over the years, Portland has become known as America's greenest city not only for its use of urban growth boundaries, mass transit and biking but also for its commitment towards preserving local food systems. In 2002, the city of Portland and Multnomah County established the Portland-Multnomah Food Policy Council (FPC) to provide an environmental, economic, and social analysis of the regions functioning food system and related public health issues.

The FPC was created based on the realization that our food supply has become increasingly globalized to the point that we no longer know where our food comes from, who produces it, and what all goes into making it to our kitchen table. The City of Portland and Multnomah County recognized that this vital lack of connection to food has created a system that is not sustainable in the sense that it foster obesity, heart disease, and other preventable ailments while at the same time destroys the soils and pollutes the water and air. Although the task seemed overwhelmingly difficult, the City of Portland and Multnomah County knew something needed to be done quickly.

Portland/Multnomah Food Policy Council Structure:

On May 29th, 2002, the Portland/Multnomah Food Policy Council was created under Resolution No. 36074 and became a Binding City Policy (ENN-1.01). The Policy, entitled *Food Policy Council* states, "...WHEREAS, the Portland/Multnomah County Sustainable Development Commission has recognized and identified the long term environmental, economic and social implications of policy decisions related to local food issues..." as one main reason for the creation of the council. The council is a subcommittee of the already established Portland/Multnomah Sustainable Development Commission within the Bureau of Planning and Sustainability. Thus, the council fit easily into a previously established jurisdiction.

Furthermore, the council has specific guidelines for whom will make up the council;

"...BE IT FURTHER RESOLVED, that the Portland/Multnomah Food Policy Council shall be composed of 11 members serving one-year terms representing the diversity of the local community and providing a wide range of expertise on local food issues including hunger relief; nutrition; food business and industrial practices; local farming; community education and institutional food purchasing and practices..."

as well as how the larger government will support it;

"...BE IT FURTHER RESOLVED, that the Portland Office of Sustainable Development, Multnomah County Department of Business and Community Services and the County Health Department shall support the efforts of the Council through resources currently dedicated to the Sustainable Development Commission..."

The Council is a citizen-based advisory council that provides guidance to the City Council and County Commission on food policy with a vision that all residents have access to a wide variety of nutritious, affordable food, grown locally and sustainably. The Council at this time is composed of 15 business and community leaders with expertise in the community's food system, including farmers and food distributors, public health and hunger advocates, community educators, and land use planners. The Food Policy Council brings in additional expertise from community members interested in improving the local food system through policy initiatives and advocacy. The council itself does not serve as a

governing body. Instead, it acts as a think tank, research body and advisory committee to the Portland Sustainable Development Commission, City council and county board.

The FPC was the result of much debate and discussion among city planners, county officials, and citizens. In 2002, it was decided that the FPC would provide guidance on promoting a well-functioning regional food system that consisted of the following:

- Provide ongoing advice and input to City and County staff on food-related issues as needed
- Develop a set of governing principles to guide future local government and community decision making related to food issues
- Identify and report back to City Council and the County Board on options for improving:
 - Local land use policies and rules related to food production and distribution;
 - Methods for building regional demand for locally produced foods and food products;
 - City and County food purchasing policies and practices;
 - The availability of healthy, affordable food to all residents; and
 - The capacity of local communities to promote and engage in healthy food practices
-

Food Policy Council meetings are open to the public and take place on a monthly basis. Citizens are encouraged to come to voice their opinions to make sure their views are considered in the FPC's report. Each year, after conducting in-depth research throughout the city, the FPC produces a report that outlines areas needing attention in Portland's food system. This report is made public, and includes specific troubling cases that the council has noticed in its research, along with recommendations for solving those issues. Some attention areas from past reports include:

- Plan for food access
- Increase visibility of regional food
- Support food and nutrition programs
- Model purchasing practices
- Defend land use laws
- Implement awareness campaigns

The attitudinal climate toward sustainable food practices is very positive in Portland, making gathering support for local food initiatives much less daunting than in many other cities. Because of this, a robust and powerful Food Policy Council is not requisite to success. Often, city officials are eager to hear and respond to the advice of council members.

Vision:

All City of Portland and Multnomah County residents have access to a wide variety of nutritious, affordable food, grown locally and sustainably.

Mission:

Bring together a diverse array of stakeholders to integrate the aspects of the food system (production, distribution, access, consumption, processing and recycling) in order to enhance the environmental, economic, social and nutritional health of the City of Portland and Multnomah County.

Goals:

1. Educate and compile information about the local food system.
2. Develop strategies to enhance the environmental, economic, social and nutritional health of the City of Portland and Multnomah County.
3. Affect and develop food policy.
4. Advocate and advise on policy implementation.

With a strong support system and clear structure, the FPC is able to be an productive advisory group for the city and council on food issues. In its eight short years, the Council has established a set of Governing Principles,

statements regarding City and Country Commitment and numerous programs including *Immigrant Farmer Workshops* and *Diggable City*.

Community Involvement Programs:

Community involvement is imperative to the success of Portland's FPC and the greater Bureau of Planning and Sustainability. The FPC is a citizen-based council that works with the Bureau to advise elected officials on food issues. In addition to being comprised of citizens, the FPC creates opportunities for community members to get involved with their local food systems.

In 2009 The Portland Multnomah FPC encouraged the City Council to plant the Better Together Garden at City Hall. All food grown in the garden was to be donated to people in need, with the second goal of the project being to encourage Portland residents to plant gardens of their own and include an additional row for the hungry. The fresh and healthful produce from the gardens of residents also addresses health and awareness issues among the citizens growing the food. The Bureau's website includes gardening tips, instructions on where and how to donate and suggestions of what foods to grow.

In 2009 the Portland FPC also developed the Urban Growth Bounty program; a set of classes to teach the public how to grow, raise, prepare, cook and preserve their own food. These courses are around \$30 and anyone can sign up on the city website until courses fill up. By providing the public with the tools to create their own food, the FPC is developing a following of supporters who may not have been aware of their own food-related ignorance.

Fix-it Fairs are another set of educational events that the Bureau of Planning and Sustainability and the FPC have started to educate and involve the public in areas of energy efficiency, green building and sustainable food. These fairs take place several times a year and are open to anyone.

Farmers' Market Efforts:

There has been significant support for local food markets in the Portland since the first market was seen in 1991. In 2007, the number of markets had increased to 14 independently run markets generating over \$11.2 million in sales for the season. Farmers Markets in the city of Portland are independently run with no central collaborative body, while markets in peer cities usually are run by umbrella organizations or are backed by the city or town.

The city of Portland has produced a report called *Growing Portland's Farmers Markets/Direct-Market Economic Analysis*, which "examines characteristics of successful markets, identifies underserved areas, analyzes the markets' economic impact and offers recommendations for an expanded City role in fostering market growth. All Portland market managers, over 50 local farmers and peer communities were consulted." The report's recommendations suggest that the city take on a more active role in its farmers markets to address access issues and, above all, ensure that Portland's farmers markets are able to obtain permanent locations with zoning policies that are conducive to their business. The report also recommends that a representative from the city be brought on as a liaison between policy makers and managers of farmers markets. The implementation of these recommendations can be expected to occur in the near future. Meanwhile, Portland's peer cities have taken the following measures to ensure that the markets are healthy:

City Assistance to Farmers Markets in peer Communities:*

- Free/affordable sites
- Singage
- Marketing
- Trouble shooting
- Management
- Promote other direct market channels
- Street closures
- Site assessment

- Provide market buildings
- Parking
- Waste/Recycling/Compost
- Security
- Funding/Grantsmanship
- Technical assistance
- Inter-market coordination
- Institutional purchases
- Advising start-ups

*Listed in order of frequency. Source: Portland Farmers' Markets/Direct-Market Economic Analysis.

Potential Public Role in Support of Farmers' Markets. Barney & Worht, Inc. 7.

Given Portland's existing farmer's markets, citywide community garden program, and ample green space, the FPC has had the ability to work off the existing food system template. Over the past eight years, the FPC has become an ideal example for the local food movement and has been quite progressive in its attempts to manage social justice issues relating to food availability. The FPC has provided Portland's citizens with various educational opportunities and has encouraged neighborhood involvement to create a platform that fosters creativity and open-communication among all stakeholders.

City-Owned Land Inventory:

In November of 2004, Portland Commissioner Dan Saltzman introduced Resolution 36272 calling for an inventory of all city-owned lands suitable for expanding the Community Gardens Program or for the future of development into other kinds of agricultural use. The resolution passed unanimously and as a result the FPC formed the Urban Agriculture Committee to explore the possibility of expanding urban agricultural uses on city owned lands. The Diggable City project was the result of a three-phases land inventory research initiative by the committee.

The first phase consisted of examining open City property with the goal of determining which might be suitable for expanding the Community Garden Program or for the future of development into other kinds of agricultural use. The parcels identified represent opportunities for public lands to be used for the benefit of the community. Through extensive Geographical Information Systems (GIS) research and community surveys, Phase 1 identified 430 potential properties.

Phase two explored Portland's current Zoning Codes to determine what changes were needed to ensure local communities benefited from adopting urban agricultural practices. Several recommendations were made regarding facilitating community conversation about the potential of urban agriculture and addressing development zoning changes to allow for urban gardens.

The final phase in the Diggable City report documented 13 definite and 27 potential sites for the suggested use of community agriculture initiatives. This process has been a catalyst for raising local awareness and has promoted the integration of multiple agencies including Portland Public Schools, Parks and Recreation, and Portland State University. Final recommendations include the continuation of pilot projects and promoting future research on additional sites that may have originally been overlooked.

Analysis of Portland and Minneapolis Existing Infrastructure:

| | Strengths | Weaknesses | Opportunities |
|--------------------|---|---|--|
| Portland/Multnomah | <ul style="list-style-type: none"> City focused, but inclusive of surrounding region Strong City/County Support Community Wide Input | <ul style="list-style-type: none"> Lack of communication and coordination among farmer's markets throughout the city Integration of food stamps in farmer's markets | <ul style="list-style-type: none"> Existing Government Commission on Sustainability Large number of new, young families Recognition of food |

| | | | |
|-------------|--|--|--|
| | (Food Summits) Year-round growing season | | system issues on all levels (production, processing, etc.) Integration of urban agriculture into zoning regulations |
| Minneapolis | Numerous regional CSA Urban gardening-focused youth training programs Existing grassroots movement Increasingly strong neighborhood communities | Lack of communication and coordination among farmer's markets throughout the city Lack of small/mid-sized distribution centers to connecting producers and consumers Beginning process in economic recession | Ability to set city-wide policies and regulations regarding land use, zoning and food safety Local restaurant involvement Local food-focused educational programs City food purchasing policies and practices |

Minneapolis Recommendations:

The city of Minneapolis has reason to be optimistic about a more sustainable future regarding food systems, as the foundation is established and many stakeholders are ready to contribute to the effort. Much needs to be done to make locally grown, healthful food available to all citizens in Minneapolis, but because there is widespread support for the movement, many of the necessary next steps involve implementing city policies that both strive to involve the greater Minneapolis community and make urban production and distribution of local food more feasible.

We recommend that Minneapolis implement some of the community involvement measures taken by Portland. Encouraging residents to plant food gardens has numerous benefits, and is a cost effective as well as bipartisan way to show that the city is ready to move forward with reforming food policy. The Urban Growth Bounty program in Portland is also a very powerful way to involve community members in food issues. For Portland, these classes fill rapidly and are a natural setting for the spread of ideas. The grass roots interest in Minneapolis indicates that such a program offered at a city level would be successful.

Another important driver of food reform in Portland has been city support regarding zoning policy. Portland's farmers markets and urban agriculture efforts are able to survive and thrive because, in comparison to other cities, they do not have to struggle to secure locations to execute their projects. For future planning, Minneapolis should include a representative that can work with farmers, farmers market managers and other stakeholders to help make policy conducive to their operations. The motivation to improve and promote local food is there, now Minneapolis must appoint someone to make sure that, at a city level, we understand and communicate the true needs of the greater Minneapolis community.

The FPC in Portland initiated a project with Metro to create a geographical information system map (GIS) of grocery stores, farmers' markets, emergency food locations and community gardens within Multnomah County. This tool has been used to help identify areas with inadequate food access. We believe that a food policy inventory may be helpful when examining some of the food justice issues within Minneapolis. This would be a fairly simple way to gain a great understanding of what the current situation is and can be used to help track improvements in food access. This can be done in tandem with the City-owned land inventory initiative. By combining the land inventory initiative and the GIS food access map, the City of Minneapolis will be able to examine zoning laws and ultimately will be able to see if City zoning laws may potentially be acting as a barrier to improving the local food system.

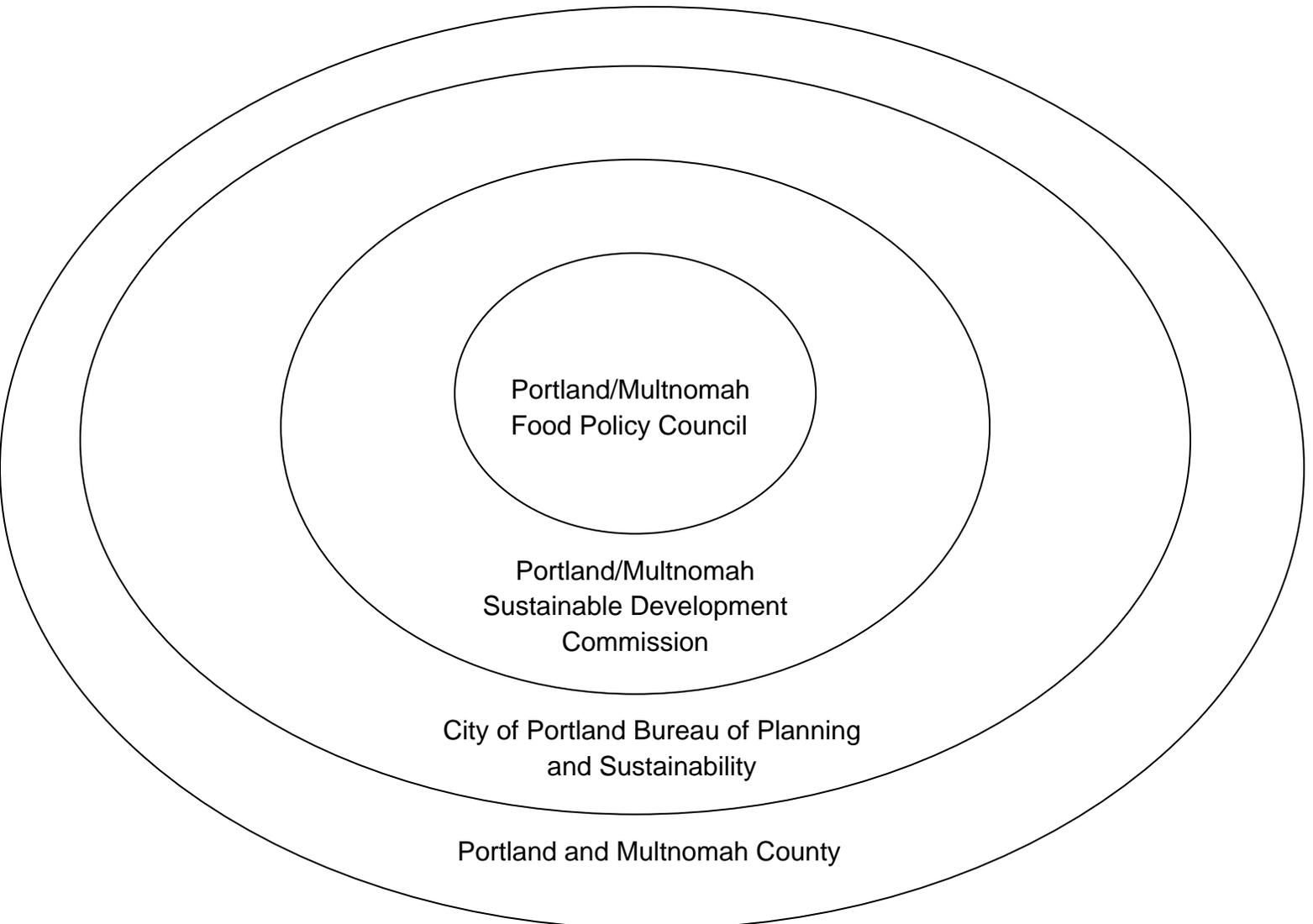
Additionally, the Food Policy Council should extend its research into the walls of the city hall and conduct a Minneapolis food policy inventory. This inventory identifies way that past and current government policies are impacting local food systems. By understanding how ordinances (like zoning, for example) affect food production, distribution and disposal, the FPC can make more relevant and impactful recommendations. This will allow the city to find out if its own laws or state laws are barriers to an improved food system.

Because access is arguable the most significant barrier to a more sustainable food culture in Minneapolis, the FPC's resources should focus heavily on these issues. Specifically, the FPC should follow the Portland/ Multnomah County FPC's lead and look into where transportation and food issues intersect. Bringing food to the people in all neighborhoods in Minneapolis is part of this, but the FPC must also consider how to bring the people to the food. Exploring partnerships with Metro Transit and other organizations will be imperative.

As Minneapolis considers all the above recommendations, it is vital to understand that Portland's Fifteen Member Food Policy Council operates as a think tank and research group rather than a governing body.

Minneapolis' city government functions in a "flat" government rather than a strict hierarchy, where the council cooperation is far more important in decision making, than the governor. A think tank style Food Policy Council would fit well with the Minneapolis Government system as well as the Minneapolis Alliance for Sustainability. Additionally, it is imperative that the Council be transparent allowing the public access to Food Policy Council information and activities.

Nested Structure Diagram of Portland/Multnomah Food Policy Council:



II. Food Policy Council Case Study: Cleveland

The Cleveland-Cuyahoga County Food Policy Coalition

The Cleveland-Cuyahoga County Food Policy Coalition (CCCFPC) was co-founded in 2007 by Case Western Reserve University, Ohio State University Extension, and the Cleveland Department of Public Health, and the New Agrarian Center (a non-profit organization). The mission of CCCFPC is to "promote a just, equitable, healthy and sustainable food system in the City of Cleveland, Cuyahoga County and Northeast Ohio." The CCCFPC works to achieve the following objectives:

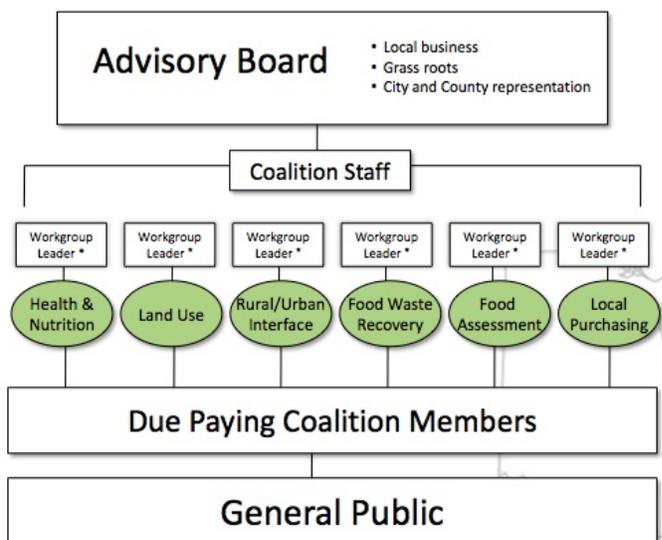
- Create a forum that brings people together from all aspects of the food system to generate new relationships and cross learning;
- Initiate research, policies, and programs that increase food security and social and economic opportunity for food producers, distributors, and consumers;
- Advance a food security and food system development agenda at the city and county level to ensure that every resident has access to fresh, healthy, and affordable food;
- Serve as resource to the community to assist in solution oriented local food system development programs and projects

Cleveland has been experiencing a swift increase of interest in local farming and farmers markets. An ambitious anti-obesity campaign is promoting local food and healthy living across all demographics as an alternative to developing a pharmaceutical solution to obesity. Part of this plan includes removing inner city food deserts as well; a successful program supported by the New Agrarian Center called City Fresh, helps accomplish this. Another reason for the rise in support for local food is a reaction to Cleveland's recent 'Rust Belt' reality of rising unemployment and urban decay. People are proposing a new identity built around a biocultural cycle with an emphasis on environmental sustainability and land preservation.

The CCCFPC is a Coalition by name, but Food Policy Council in action. CCCFPC was initially organized through the program Steps to a Healthier Cleveland program, whose goals are to improve nutrition and increase physical activity of resident. Steps is a program of the Cleveland Department of Public Health, and provided funding to Case Western Reserve and Ohio State University Extension for staffing and resource development. CCCFPC is a horizontal, network based organization. There are three convening organizations for CCCFPC: Case Western Reserve, Ohio State University Extension-Cuyahoga County and the New Agrarian Center. The FPC consists of over 40 participating organizations, agencies and businesses and has an Advisory Board consisting of representatives from the GreenCityBlueLake Institute, Cleveland City Council, the Cleveland Department of Public Health, Cuyahoga County, the New Agrarian Center and the Cuyahoga County Office of Health & Human Services. Overall, CCCFPC is a mix of businesses, governmental agencies, non-profit organizations/NGOs, educational institutions, farmers/producers, and consumers. CCCFPC includes members from many diverse backgrounds: government, education, health and medicine, agriculture, nonprofit and social services, economic development, small business, faith institutions and retail food. The Coalition's due paying members include NGOs, non-profits, government agencies, urban growers and businesses. Their activities include educational forums, social networking events and promotion of the organization and its mission.

CCCFPC is led by a Steering Committee of Cuyahoga County Government and Cleveland City Government and regional non-profit organizations, which provide strategic advice to CCCFPC conveners. The overall issues of CCCFPC are addressed by the Conveners, a working group of the larger Food Policy Coalition, which is led by three co-chairs: Brad Masi from the New Agrarian Center, Matt Russell

from the Case Western Reserve University (CWRU) Center for Health Promotion Research and Morgan Taggart from Ohio State University Extension. The Conveners coordinate through communications, technical support, and overall administrative support. Members meet monthly to discuss problems and opportunities, and each working group develops an action plan for the coming year. There are also six working groups in the CCCFPC structure: Health & Nutrition, Land Use, Rural/Urban Interface, Food Waste Recovery, Food Assessment and Local/Institutional Purchasing. Each group includes a working group leader, FPC staff, Coalition members and a Public Involvement component. The working group model effectively takes on the various parts of the “food cycle.” Working group members are asked to commit to one year of work, which allows the groups enough time to be productive, especially with monthly meetings as direction



Source: Russell, Matt. Cleveland-Cuyahoga County Food Policy Coalition. "Regional Collaboration & Food System Development" presentation at Community Food Assessment and Food Policy Council Workshop, June 17 2009. [\[2\]](#)

The staffing & resource development for CCCFPC are provided by Case Western Reserve University's Center for Health Promotion Research and the Ohio State University Extension- Cuyahoga County. Funding has also been awarded in grants from the George Gund Foundation (\$64,474 in 2009) and the Cleveland Foundation (\$50,000 in December 2009). Both grants were given to the Ohio State University Research Foundation for management of funds.

CCCFPC enjoys strong City Council and Planning Commission member support and has worked with the City Council, Department of Public Health, Department of Buildings and Housing, among others to overcome the high land use restrictions. The Cleveland-Cuyahoga County Food Charter was signed by the Cuyahoga Board of Commissioners, the City of Cleveland Mayor's Office, the Cleveland City Council, and Cuyahoga County Mayors and City Managers Association. The FPC views their work as "Cleveland Plus"- the Cleveland-Cuyahoga County local food system extends beyond municipal boundaries, involving both urban and rural areas. Any discussion of the regional economy should involve the existing food system across Northeast Ohio. A goal of CCCFPC's work is to recommend policy to the local governments that are involved in this process so that changes can be made to further CCCFPC's mission.

The primary goal of the CCCFPC is to establish a more sustainable local food system in order to benefit residents of Cleveland, Cuyahoga County, and the broader Northeast Ohio region. The Food Policy Coalition's jurisdiction, or area of influence, is Cuyahoga County. By working at both the city and county level it is easier for the model the CCCFPC establishes to be applied to other counties in Northeast Ohio that don't include metropolitan areas. The Council has sponsored an Annual Regional Food

Congress to foster this communication on a larger scale. Organizations involved included farmers and both urban and rural government agencies and businesses. By facilitating local food councils in other counties the CCCFPC is working towards the eventual formation of a Regional Food Policy Council. The Rural-Urban Interface working group of CCCFPC is working towards extending the eventual jurisdiction of the group to a regional level.

Successful Programs

The CCCFPC also includes the Community Food Assessment Working Group. The goal of the Community Food Assessment Working Group is to raise food system awareness across the county, assemble information related to the local food system, and facilitate Coalition policy recommendations. The working group assesses the needs of the food insecure poor neighborhoods in Cleveland and the entire region. A feature program that combats food urban deserts within Cleveland is City Fresh, a program of the New Agrarian Center (a convener of CCCFPC) working towards a more just and sustainable local food system in Northeast Ohio. City Fresh works to improve health in neighborhoods through increasing local food while creating opportunities for social mixing and commerce to enhance urban communities. They also support community dialogues and forums to gather community opinions about their food system experiences and challenges and to raise awareness. Their goal is to serve as a resource to the community to assist in solution oriented regional food system development. This program is an important addition to the work of CCCFPC. With the New Agrarian Center connected to both City Fresh and CCCFPC, the work of CCCFPC is informed by the experience of City Fresh. The FPC structure and working groups can receive first hand information about the struggles and successes of bringing fresh produce to low-income neighborhoods. This program embodies the work of CCCFPC- they are involved, integrated and informed.

City Fresh Participant Demographic information

| Sample | N = 124 |
|--------------------------------|---------|
| | % |
| Male | 26 |
| Female | 73 |
| 18-24 | 6 |
| 25-34 | 25 |
| 35-44 | 26 |
| 45-54 | 25 |
| 55-64 | 10 |
| 65 and older | 6 |
| <12 years | 5 |
| High School or GED | 9 |
| Some College | 21 |
| College graduates | 30 |
| Advanced degree | 34 |
| Black | 13 |
| Hispanic or Latino | 8 |
| Asian or Pacific Islander | 2 |
| White | 75 |
| Bi- or multi-racial | 3 |
| <\$15000 | 16 |
| \$15,000 - \$27,999 | 22 |
| \$28,000 - \$50,000 | 19 |
| + \$50,0000 | 35 |
| Low-income (185% poverty line) | 38 |

□ Source: Ohri-Vachaspati, Punam, Brad Masi, Morgan Taggart, Joe Konnen, and Jack Kerrigan. "City Fresh: A Local

Farmers Markets in Cleveland

There are 23 active farmers markets in the greater Cleveland area. There is no network encompassing all markets but the North Union Farmers market is an association of 8 different farmers markets and an indoor winter market. The market was ranked 14th among the 20 best farmers markets in the country. The union was established in 1995 and is made up of a board of 14 trustees and 3 salaried staff members. During the summer of 2009, over 90 farmers and over 100 artisan participants were included in the member markets. There is a certification process that markets pass that requires seed receipts, land lease or ownership records, location, and predicted harvest. Executive director Donita Anderson explained what factors are inhibiting more farmers markets in operating under a common network: other farmers markets received funding from alternative sources that distinguishes them as separate. Also, there are farmers markets in operation that are not making profit and use unsuccessful farms. Assuring efficient performance and the organizational integrity of the farms that support the markets are essential for the success of this organization.

Recommendations

The support that the CCCFPC receives from the City Council, the City of Cleveland Mayor's office and County Commissioners and City Managers is key to the effectiveness of the FPC. The willingness of these agencies to receive policy recommendations developed by an FPC and to work together to make changes should be a long-term collaboration. The Steering Committee of CCCFPC includes both government agencies and regional non-profit organizations, which helps to relieve the "top down" approach. With successful programs such as City Fresh, the work of the New Agrarian Center (and the CCCFPC by association) has gained a good reputation within Cleveland.

The staffing and development provided by Case Western Reserve and Ohio State University Extension support the work of the CCCFPC. The universities in the Twin Cities metropolitan area and the well-known research of the U of M could play a similar role in an FPC. As funding is considered, grants from private foundations are most likely to support local and regional work (in our case: Minneapolis, Hennepin County). It is also our recommendation for a local food policy council in Minneapolis to work at the county level, as Cleveland has done in Cuyahoga County. This creates a model for other counties in the region, which leads to our next recommendation; consider as the CCCFPC did, a seven county "foodshed". Much of our regional planning is done at the seven-county metro level- there are many opportunities for a collaborative and stimulating FPC in this geographic area.

III. Philadelphia Food Trust – Case Study

Overview:

The Food Trust

“Ensuring that everyone has access to affordable, nutritious food”, is the stated mission of The Food Trust. The organization focuses on access issues pertaining to food and seeks to make healthy food available to all. Objectives are sought through working with neighborhoods, schools, grocers, farmers and policy makers. The Food Trust, The Reinvestment Fund and Greater Philadelphia Urban Affairs Coalition, are in their fourth year of managing the Fresh Food Financing Initiative (FFFI). FFFI now serves as a model for combating obesity and improving food access nation-wide.

Food Policy Council

The emerging Food Policy Council in Philadelphia is “committed to facilitating a sustainable food and urban agriculture system that: contributes to the community, economic, health and sustainability goals of the city and region; encourages personal, business and government food practices that foster local production and protect our natural and human resources; recognizes access to safe, sufficient, culturally appropriate and nutritious food as a basic right for all Philadelphia residents; utilizes our land and water resources to foster the growth of community gardens and farming; creates economic and job growth opportunities for neighborhood residents, fosters collaboration and leverages the existing work and capacity of already established stakeholders throughout the city and region; celebrates Philadelphia’s multicultural food traditions.” The creation of a Food Policy Council was called for by Mayor Nutter when he created the Philadelphia Food Charter in 2008. These two items have been imbedded in Greenworks Philadelphia, an overarching plan created by Mayor Nutter and his Office of Sustainability (MOS) to make Philadelphia the greenest city in the US. Greenworks was created in 2009. We have no evidence that a Food Policy Council is in operation at this time, but the MOS is in charge of Target 10 of the Greenworks plan, which covers fresh, local food and includes the FPC.

Context and history:

The Food Trust

In the 1960-70’s there was a decline in population in Philadelphia as residents left the inner city and moved to the suburbs. As the residents left so did business and supermarkets. During the 1990’s a national study which included major cities found that Philadelphia had the second lowest number of supermarkets per capita. Citizens who remained in the inner city were residing in a location that no longer served food needs. The Trust was founded by Duane Perry in 1992 and focused its attention on food access issues.

| | |
|----------------------|---|
| 2001 | The Trust issued a report titled, <i>The Need for More Supermarkets</i> . The report was given to the public, Philadelphia’s City Council and other public officials. |
| 2002 | City Council Members held hearings regarding the relationship between supermarket access and health. After the meeting the City Council directed The Trust to organize a task force to locate policy that needed to be changed in order to increase the amount of supermarkets. The Food Marketing Task Force was assembled which was made up of over 40 experts from the supermarket industry, city government and civil society. |
| December 2003 | Public attention on topic in the city of Philadelphia generated interest at the state level. |
| Spring 2004 | Task force releases another report “Stimulating Supermarket Development: A New |

Day for Philadelphia included 10 recommendations for increasing the number of supermarkets. The Fresh Food Financing Initiative (FFFI): \$30 million in state funds over 3 years. The Reinvestment Fund "leveraged" the investment to turn it into a \$120 million initiative.

Food Policy Council

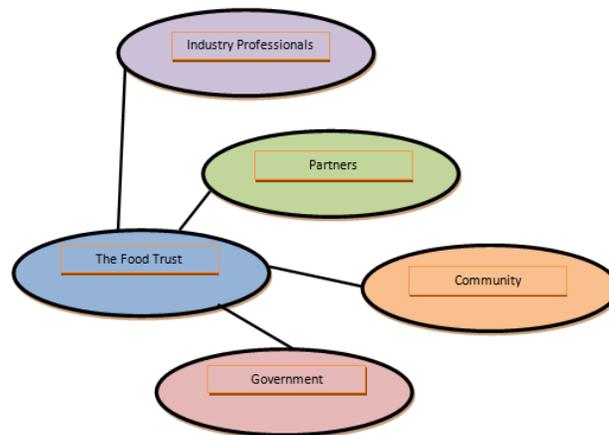
The Philadelphia Food Policy Council and Food Charter were established by Mayor Nutter in 2008. The FPC is mentioned in the Greenworks plan and is responsible for assisting with Target 10: Local Food Production. The Local Food Production portion of the plan calls for publicizing local food source efforts, leveraging vacant land and fostering commercial farming. Target 10's goal is to bring local food within a 10 minutes' walk of 75% of residents by 2015. A number of strategies for doing so are listed in the Greenworks plan.

Structure:

The Food Trust

The internal structure consists of Duane Perry the founder, a full board of directors, as well as, a staff, interns and volunteers. The organization is funded through state programs.

External/Internal Diagram of The Food Trust



Food Policy Council

The Food Policy Council is said to operate from Mayor Nutter's, Mayor's Office of Sustainability (MOS). There is no information available on who is a member of the council. The MOS consists of: Katherine Gajewski, Director MOS, Kristin Sullivan, Project Director, Solar America Cities, Alex Dews, Policy and Program Manager, Theresa Driscoll, Assistant to the Director, Sarah Wu, Outreach and Policy Coordinator. The MOS is looking to hire an Energy Conservation Coordinator.

External/Internal Diagram of FPC



Jurisdiction:The Food Trust

Initial organization was focused in central Philadelphia and has since expanded to the Greater Philadelphia region. The Food Trust offers consulting services and has assisted with food system initiatives in New York, Illinois, Louisiana, New Jersey, and Colorado. The model used to address the regions problems may now expand further due to the continued effectiveness and widespread success of the FFFI and recognition from the Obama Administration for their success, and the realization that this is a nationwide problem.

Food Policy Council

The MOS has jurisdiction over the city of Philadelphia.

Governance:The Food Trust

The organization is a non-profit and is accountable to its board members. The Food Trust is also accountable to the State of Pennsylvania, as the Fresh Food Financing Initiative (FFFI) is state-funded. The organization publishes biannual reports on the progress of the FFFI and their other programs for review by government agencies and the general public. They are also accountable to The Reinvestment Fund, because they were responsible for quadrupling the funds available for the FFFI. Due to past trouble with food stamp fraud in smaller grocery stores, they are somewhat accountable to the federal government agencies GAO and CNS for reducing food stamp fraud. In a less direct sense, they are accountable to the community members and citizens affected by their work. They may also eventually be accountable to the federal government, if the Food Trust becomes a national model for food systems (this has been discussed with the Obama administration).

Food Policy Council

The Food Policy Council operates from the Mayor's Office of Sustainability. People are hired for positions in the MOS and must have at least 6 months of residency in Philadelphia.

Community participation:The Food Trust

Community participation is essential part of meeting objectives and is present in all of The Food Trust programs. Local grocers have also begun to involve community members in decisions about what to stock in the store (this is especially relevant in ethnically diverse neighborhoods). The general demographics of Philadelphia are roughly 43% African-American, 42.7% Caucasian, and 10% Hispanic. The Food Trust has also involved children in programs like:

- Healthy Times: an elementary school newspaper that teaches children about modern health/nutrition problems
- School Market Program: student-run markets that sell fresh produce to school-goers, while teaching kids about nutrition and entrepreneurial skills
- Snackin' Fresh Crew: a group of students that work to get healthy, fresh, and local snacks into corner stores near schools

Food Policy Council

It is unknown how the food policy council will engage members of the community and if the policy is a demographic representation of the community itself. The MOS "has worked with more than two dozen City agencies and City Council, a Sustainability Advisory Board made up 21 civic and corporate leaders from around the region and dozens of external organizations to develop a framework that will guide the

city's work over the next seven years," (MOS website). That framework is the Greenworks Plan. Also people from the MOS met with and presented elements of Greenworks to hundreds of citizens before it was published.

Farmers Markets:

The Food Trust

The Food Trust owns, operates, and coordinates more than 30 farmers markets in the Philadelphia region. They all accept ACCESS cards, Pennsylvania's electronic food stamp swipe cards. The markets are meant to further combat unequal access to healthy, affordable food. Many are located in poor, underserved communities. The markets also support small, local farmers by eliminating the "middle man" (direct sales). They connect local farmers with those who are looking for a better outlet for their produce. They provide educational nutrition information to customers, accept Farmers Market Nutrition Program Vouchers and serve more than 125,000 customers in the Philadelphia region.

Assessment:

Food policy work in this region has had success due to its understanding of systems. The Food Trust recognizes the importance of public and private sectors working together in order to provide solutions to food access issues. The city is trying to provide redundancy and is taking a multi-level systems approach in creating the Mayor's Office of Sustainability to address sustainability issues within the city. The office has constructed the Greenworks Plan which covers a handful of large scale categories, energy, environment, equity, economy and engagement; within each category smaller scale quantifiable targets have been determined. The MOS is increasing modularity while facilitating open lines of communication between various organizations and their sustainability initiatives. Little has been found on the actual members that will make up the FPC or how they will achieve Target 10. However, by embedding the FPC in the larger Greenworks plan, connections between organizations and individuals can be fostered. Instead of just focusing on food, the Mayor has made a commitment to increase sustainability in every sector. It was crucial for The Food Trust to be involved with the Food Marketing Task Force which brought many stakeholders together to formulate solutions to the regions food access issues. We feel that the position of The Food Trust as middle man between policy makers in government, individuals in the supermarket industry and private citizens was crucial to solving issues pertaining to food. Additionally, Minneapolis' Greenprint should resemble the Greenworks plan by focusing on all aspects of sustainability in the city (instead of just a select few) and by creating executable projects with reachable goals. Homegrown Minneapolis may be an excellent fit for the plans portion dedicated to food.

IV. San Francisco Case Study

On July 9, 2009, Mayor Gavin Newsom of the city and county of San Francisco issued an executive directive declaring the City's commitment to increasing the amount of healthy and sustainable food for San Francisco. While San Francisco has a history of working towards a food system that best serves their population, this directive establishes in an official capacity a food policy council that will work on creating a food system that ensures quality of life, as well as environmental and economic health and also promotes public health, environmental sustainability and social responsibility. The mission of the council is stated in the directive as follows:

In our vision, sustainable food systems ensure nutritious food for all people, shorten the distance between food consumers and producers, protect workers health and welfare, minimize environment impacts, and strengthen connections between urban and rural communities. The long-term provision of sufficient nutritious, affordable, culturally appropriate, and delicious food for all San Franciscans requires the City to consider the food production, distribution, consumption and recycling system holistically and to take actions to preserve and promote the health of the food system. This includes setting a high standard for food quality and ensuring city funds are spent in a manner consistent with our social, environmental and economic values.

With this mission statement is a list of specific actions for city and county departments in order to begin realizing this goal. These actions include a departmental audit of land available to be used for agricultural purposes, making requirements of health standards for mobile food vendors applying for lease agreements, and enforcing that city funds used to purchase food for events must be spent on healthy, locally and/or sustainably produced foods. This official policy makes food system planning the direct responsibility of city government, presenting a comprehensive understanding of the needs of an effective system, and working with a broad range of officials, advocates, and business representatives.

Sustainable food systems and community support have been an integral part of San Francisco's food system beginning as early as 1943 with the creation of the Victory Gardens. The Victory Gardens once called the "war gardens" were created during World War I and II to reduce the pressure on the public food supply brought on by the war effort. "In addition to indirectly aiding the war effort these gardens were also considered a civil "morale booster" — in that gardeners could feel empowered by their contribution of labor and rewarded by the produce grown. These gardens produced up to 41 percent of all the vegetable produce that was consumed in the nation." (Lawson, 2007) This enthusiasm was carried forth by local community member, churches and local government.

In 1950 a charitable food program at the St. Anthony Foundation opened its doors to feed the poor and hungry. In 1970 the Meals on Wheels program formed after a church group identified a need to help their neighbors. Prior to the 1980's San Francisco created over 40 new community gardens through the nine-year city sponsored community garden program in addition to a state initiated marketing program which encouraged community gardens city wide. To ensure the future of San Francisco's urban gardeners in 1980 the San Francisco League of Urban Gardeners was formed to promote and sustain community gardening in the city.

In the 1990's the San Francisco Food Bank established pantry programs, offering free groceries at multiple sites spread throughout the city. San Francisco's first Whole Foods grocery store opened in the mid-1990's. "The Garden of the Environment started in 1991 as a demonstration and educational garden teaching San Franciscans sustainable urban gardening." (Jones,2005)

The 21st century brought some setbacks to the otherwise forward thinking food system in form of program closures. SHARE, a low-cost food buying cooperative program in Northern California and the San Francisco League of Urban Gardeners closed its doors, but the community garden movement reestablished itself through a new organization called SFGRO. Projects continued addressing “food deserts” and lack of access to fresh and nutritional foods in San Francisco’s low income communities. Students and parents advocated for the passage of policies requiring stricter standards for food and beverages available to students. Even though the city of San Francisco’s food system has faced some setbacks, the past few years has seen a strong surge of reinvestment in reinventing the cities food system and setting the bar higher than ever before.

The history of the area shows that before the directive from the Mayor’s office there were the workings of a food system. With the directive there is official policy that brings together representatives from different departments and groups that meet bimonthly in order to manage food system issues and planning. Although extensive to reflect the comprehensive nature of their work, the structure of the food policy council is fairly basic. The following departments are participating in the food policy council:

- Mayor's Office
- Department of Public Health Office of Food Systems
- Shape Up program representative
- Department of Recreation and Parks director or designee
- San Francisco Redevelopment Agency director or designee
- Human Service Agency Director or designee
- Director of Department of Aging and Adult Services
- Director of Department of Children Youth and Their Families or designee

While these representatives come from within the city government, they are also working with outside, related parties. A representative from the following stakeholder groups has been invited to participate in the Food Policy Council:

- Urban Agriculture
- Nutrition expert
- Food Retail
- Restaurants
- Distributor
- Food Security Task Force
- Southeast Food Access Working Group
- Tenderloin Hunger Task Force
- San Francisco Unified School District, Student Nutrition Services

The following diagram shows how the food policy council connects with outside groups and interests in order to address the complicated needs of the food system:



While this is the specific structure of the closest working groups with the food policy council there are a number of local organizations that are also working with the City, including garden projects, agricultural programs through the Department of Public Health, the San Francisco food bank and many others.

The food policy group of San Francisco is formally called the Urban-Rural Roundtable. This group is split into four categories: rural agriculture, focused on the needs of regional farmers; food access, to look at bringing regional food to the cities; environmental quality, including land preservation and healthy agricultural practices; and regional culture and identity, focused on creating a Bay Area food brand, taking into account historical and cultural land use. While this is a comprehensive setup, it does not incorporate the element of waste/recycling, processing, education or health. While these may be addressed within one of the categories, this approach reflects an environmental conservation perspective that is at the heart of the council. The approach to food systems in San Francisco is based on localizing where their food comes from and how to grow it in a healthy and sustainable way.

One important outside organization that has played a major role in how San Francisco views their food system is Roots of Change. Roots of Change is a non profit organization that does extensive work in connecting community, philanthropic, government and business organizations. They worked with the city of San Francisco in 2008 in order to reevaluate the local (or lack thereof) food system. Similar to On the Commons, they worked closely with the city discussing environmental, public land, community and food access issues which lead to Mayor Gavin Newsom's specific directive in July 2009. Roots of

Change also works on making grants and developing funding in order to have the resources to accomplish their beneficial social work. Having been informed by Roots of Change, Gavin Newsom is using his power in order to bring change through city policy. For Minneapolis, a food policy council funded by an outside organization that works on connecting all different sectors, similar to Roots of Change could function in a productive manner.

Since it is using tax dollars and under city responsibility, the council is accountable to the people and city of San Francisco, though some regions within the city see more attention from the council than others. Centrally located cities such as the Castro, Mission and Bernal Heights have many community gardens that have recently developed while neighborhoods that are further from the core of the city such as the Outer Sunset do not have gardens. Large open spaces are needed to create a community garden, which seems to be the explanation for why the community gardens have also traditionally been in western neighborhoods that have larger open spaces. Because the council only works with San Francisco, other bay area cities such as Oakland or San Jose which happen to contain far more food deserts than San Francisco are not included are not involved with the food council. However, mayor Newsom said he would like to expand the food council in the near future so that the whole Bay Area works together in creating a local and sustainable food network.

The council has become directly linked to the city and its governance structures. Gavin Newsom has spearheaded expanding and broadening the scope of the council, though of course this was motivated by years of radical grassroots from the community. The council receives funding from the city directly, and there are programs such as The Open Space Program Fund, which go to fund community gardens in schools and public spaces. The recruitment process involves selecting a decision-maker, a provider or producer, and a recipient or customer for each indicator or subject area included in the assessment. Therefore, every area assessed by the San Francisco Food Alliance was represented while there were specialists from the food system sector in charge.

While the city plays a key role in planning, the San Francisco community has a strong commitment to the food systems work happening on several levels as well. Starting with the number of community gardens in the area; many which have been around for several years and continue to grow because of public demand. Farmers markets are another place where community demand has created and encouraged growth in the food systems, supporting over 20 farmers markets throughout San Francisco. In 2007, the city received enormous community support when over 300 families apply for a pilot backyard garden project, out of these only 18 families were selected. There are also several community organizations which are directly involved in sustaining and promoting food systems; currently over 60 groups are working on specific issues such as production, distribution and access, consumption and recycling.

In terms of demographics of communities involved in food systems work, there are a few trends. A majority of community gardens and farmers markets are located in more affluent and populated neighborhoods. San Francisco does recognize there is a problem with food deserts in lower income neighborhoods throughout the city. They are working with several programs to bring change in those neighborhoods. These changes come in the form of funding, education, food stamps and subsidies. San Francisco also has a large immigrant population, many of which are not legal U.S. citizens, finding a way to feed these people has created a challenge. San Francisco as a city has extensive community involvement in the food systems, from backyard gardening to over 60 organizations for community members to be involved in.

The community involvement and city regulation overlap in the area of farmer's markets. In 2007 San Francisco's Department of Public Health did an assessment of the farmer's markets in the area. In this assessment they detailed the current situation of existing markets, the minimal needs of a market, the

causes of market failure, location suggestions, best practices as shown in other cities and recommendations for future success. In this assessment they made it very clear that currently there is no established collaborative body which coordinates farmers market efforts throughout the city, they cited this as one of the main reasons for market failure. "Markets depend on a delicate balance between customers, vendors and the administration. Many managers interviewed expressed great frustration with the complicated and time consuming permit process necessary to establish a market in San Francisco. Markets may fall under a variety of city permit categories, and managers reported receiving conflicting information as to which permits were necessary." (Breardsworth, 2007)

Additionally, the report named causes of failure among markets in the area; two of those failures dealt directly with permitting and market coordination.

Permitting - Farmers Market event permits should be better coordinated and streamlined by the various city departments responsible for issuing permits.

Market Coordinator - A city funded position of "market coordinator" could be responsible for coordinating markets with other health programs, schools, and food donation programs. A supervisor would facilitate market wide advertising, assist markets in achieving acceptance of EBT/food stamp and other food assistance acceptance, and also be available to local business owners with concerns about a market's impact on their business, residents eager to start a market in their community, or organizations eager to work with the city.

San Francisco does have farmers markets available all throughout the city; however the lack of coordination has inhibited the success of some markets and caused the failure of others. This is an issue the city recognizes and is working to improve with the release of the 2009 Healthy and Sustainable Food for San Francisco executive directive.

A final analysis of the system shows that the food policy work in San Francisco is an extension of the authority of city hall. San Francisco is ahead of Minneapolis in terms of the integration of the food council into the city structure, but July of 2009 is only a slight head start and it is still early to see how effective they are working. It is still early to say if the system is resilient. The current mayoral administration seems to be a driving force in the push for a sustainable, local food system and if he was to be out of office, the food council may lose funding or power. Roots of Change, a non city group involved in planning the food system, has a role similar to On the Commons, showing a workable similarity between San Francisco and Minneapolis. One problem that arose was that food stamps were not being utilized as much at farmers markets, but this seems to be changing. More community gardens need to be utilized in low-income areas but first the stigma regarding farmers markets being too expensive needs to be addressed. They have a great farm-to-school policy; in 2003 educational school gardens were implemented into local schools, trying to make agricultural education the norm instead of the exception.

As a whole, San Francisco presents a good model of a food policy council, secure in government and community support. If the same level of enthusiasm exists in Minneapolis on both government and community sides, this would be a good situation to take note of and emulate. It is still early to say how successful the council will be and if it can carry the momentum provided by Mayor Newsom, but their comprehensive approach and specific goals are an exemplary model.

Final Note: San Francisco is not very far ahead of Minneapolis. Both are in a reevaluation stage, deciding how to structure food policy, which is an encouraging sign that food is a priority across the nation. This also means, however, that it is difficult to see the success and failures of the San Francisco system. Being the start of a movement, there is not much readily accessible information on how things specifically work together and get accomplished. One could gain such information from talking with people involved in San Francisco food work, but such communication was not returned for the purpose of

this study. While some questions may be unanswered, with time public response will show what structures and policies truly benefit the foodshed and which are better off left behind.