Creating Community Through Urban Gardens

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Creating Community Through Urban Gardening

Plan for the Oregon Food Bank and Urban Gardens

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Produced for the 1994 Planning Workshop

In Partial Fulfillment of the Requirements for the Masters of Urban and Regional Planning Degree
Creating Community Through Urban Gardens

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March 1994
Portland State University Planning Workshop
Acknowledgments

The Basic Four Group dedicates this project to all individuals who benefit from the efforts of the Oregon Food Bank and its Local Member Agencies.

This project would not have been conceived, initiated, or completed without the assistance, guidance, and support of numerous people. The group wishes to acknowledge: Deborah Howe, Paul Niebanck, Ethan Seltzer, Karry Gillespie, Trell Anderson, Oregon Blue Print (for donating maps and copies), and all the participants in the 1993-94 Portland State University Planning Workshop.
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Bibliography
Introduction
Introduction

"Creating Community Through Urban Gardening" represents the commitment of four individuals to assist the Oregon Food Bank (OFB) in its efforts to meet the food needs of the people of Oregon. The project was specifically designed to assist OFB in achieving its strategic goals which seek to "triple the amount of quality food acquired and made available to disadvantaged people" and to "impact the conditions underlying hunger and to promote the empowerment of disadvantaged people to achieve economic independence." The work of the project explored strategies for an urban gardening program that could be implemented by OFB. This report is intended to provide OFB and its Board of Directors an overview of urban gardening options, to outline three possible implementation alternatives and to make recommendations about further action.

The report examines challenges and opportunities offered by each alternative, paying closer attention to its ability to impact the conditions underlying hunger than to the quantity of food produced. This approach is based on the ethic of providing a hand up for those in need of food. This project's long term goal is to contribute not only to the nutritional needs of disadvantaged people, but to improve their self esteem and economic condition as well.

A central concern in this effort has been understanding and evaluating the "creation of community" as a key concept in achieving both strategic goals. This term could be defined as a sense of connection to the world or interaction with others based on mutual interests, experiences, values or location. Community can link individuals to one another or to an institution. An underlying assumption from the inception of the project was that an urban garden which creates or improves the "community" potentially achieves success in effecting both goals. For this reason much of the project work focused on a community garden strategy.

Community gardens are typically shared land areas that are divided among a group of individuals. Other resources such as water, composting facilities, tools and knowledge are also shared. Historically, shared or community gardens were established in dense urban areas as access to private land became more limited. During both world wars, community gardens were established to reduce the fuel needed to transport produce to the cities. More recently, community gardens have been supported by government effort as a way of fighting poverty and disenfranchisement. The benefits of community gardens are well documented and can be applied to OFB's goals.

Shared or community gardens can increase the amount of food available for distribution and directly impact the conditions underlying hunger. A community garden supplies food to the participating gardeners and a portion of the crop could also be donated to OFB. A program that targets specific geographic areas and uses the OFB network of Local Member Agencies (LMAs) to identify gardeners would connect people in need of food to a supply source that is within their control. By providing even a small measure of control, these people are empowered and significant changes can occur in their lives. This connection between community gardens and empowerment is repeated throughout the report.
The report also reviews other issues related to any gardening or farming effort OFB may choose to undertake. Specific attention was given to identifying any regulations that might need to be considered in selecting an alternative to implement. Issues related to operation and production of any undertaking are presented in broad terms. The intent is to provide a starting point for good decision making and not to present a blueprint for a specific alternative.

The report includes three recommendations:

- Determine if the Local Member Agencies (LMAs) and clients desire (more) fresh produce and that the LMAs can store and distribute it.
- Establish priorities for OFB's strategic goals and objectives that relate to increasing the quantity of food available and addressing the conditions underlying hunger.
- Concentrate OFB resources to maximize the effectiveness of the chosen option(s) to achieve its strategic plan goals and objectives.

These recommendations are included to encourage OFB to make careful and rational choices from the objectives proposed in its strategic plan.

Like many nonprofit agencies which advocate for the basic needs of individuals, OFB has multiple, vague and conflicting goals for itself. As with other helping organizations, the OFB staff and Board of Directors are very committed to their work and want to do everything they can to solve the problems of hunger. However, for most nonprofit agencies the limitations of resources usually require that the organization's efforts be focused and strategic in order to be most effective. The recommendations are intended to remind OFB to explicitly define success and to select a course of action that can be sustained over the long run; one which achieves the organization's goals most effectively.
Background
Challenges and Opportunities

A key feature of this project was to examine "impediments" to the concept of creating community through urban gardening. These were presumed to be embodied in public policies, public perceptions and operational barriers. During the development of this document, it became apparent that a change in view moves each "impediment" into the realm of challenge. From there, it is only a small step to view the challenge as an opportunity. Several of these challenges and opportunities were examined and the following discussion highlights the key issues that were identified. Each of these should be carefully considered as the Oregon Food Bank (OFB) moves forward in implementing one or more of the proposed alternatives.

Creating Community Through Urban Gardening

A very quick review of the literature makes it apparent that urban gardens, particularly shared urban gardens, can make significant contributions to a "community." This is seen repeatedly in the most economically and visually desolate urban settings where people spontaneously join forces to establish and care for a garden. Through these efforts, many positive results are achieved.

The participants are able to provide food for themselves which is an empowering experience. They may improve their economic position by freeing up the portion of their income that would otherwise be spent on fresh produce or simply improve their nutrition by adding produce at an affordable price. Other economic development opportunities can spin off from urban gardening. The most obvious and frequent, particularly in the crowded urban centers of developing countries, is the possibility of selling excess produce. Others include cooperative food buying groups and community food production companies such as bakeries and caterers.

Shared gardens create a sense of connectedness between the participants which can contribute to, or even establish, a community. This expression of a shared experience and humanity can incubate the formation of strong bonds between the gardeners. There are many stories in the literature on urban gardens that attest to this bonding between individuals which is often called "community."

Urban gardens have a distinct physical impact on the community as well. They are often respite of order and tranquility in an otherwise ugly environment. In many cases, what was once a vacant lot strewn with rubbish is now a lush open space which is inviting to people and animals alike. In some places the community garden is planted with flower borders that attract birds or butterflies.

Urban gardens may also be able to make an impact on broad issues of global importance. For instance, a significant reduction in the need for store-bought produce would reduce the air quality impacts and greenhouse effects caused by farm to market transportation. In addition, by minimizing the reliance on foods from distant locations, concepts like sustainability and ur-
ban villages can be furthered. The individuals may also realize an increased appreciation of the natural environment and this may cascade to effect their decision making as it relates to environmental issues. All of which can be viewed as creating a global community.

The connection between the goals of the OFB and an urban gardening effort is obvious. Apart from the potential to produce foodstuffs that can be distributed to those in need, urban gardens can help address some of the underlying causes of hunger. These include both the economic causes as well as the "disenfranchising" factors of poverty, disability and urban indifference. However, in order to maximize the impacts of any gardening or farming effort on these underlying causes, it is important to keep in mind the degree of "community" that the endeavor creates and clearly, more is better.

**Zoning Considerations**

Zoning codes are intended to protect and separate land uses. This is based on the belief that the negative impacts caused by activities associated with some uses need to be controlled or limited. For example, residential areas need to be segregated from the noise and odors of heavy industry. Urban gardening is a land use and therefore may be subject to zoning code limitations and restrictions. The applicable rules will be different for each jurisdiction in which OFB operates, but some generalizations can be made about the issues that are likely to arise.

Most zoning codes are based on a list of land uses. This list usually attempts to include all possible uses and designates the zones in which each use is allowed. Very few zoning code use lists are likely to include community gardens as a specific use. The first issue may then be negotiating with the jurisdiction about how a community garden will be classified in their code.

Some codes will have a catch-all zone (or zone overlay) which will allow the jurisdiction to approve the use based on a community service premise. However, implementing this requires a zone change which can be a lengthy and expensive proposition. The challenge in these cases will be to convince the planning commission or other decision making body, that the garden meets their community service or community use definition. It is very likely that the majority of zoning codes will consider community gardens a conditional use which will require a land use application and review.

In addition to the use definition questions, zoning codes often have impact regulations for conditional uses or zone change approvals. These might look at the number of people who come to a site, the hours of operation, the types of equipment to be operated on the site, the use of chemicals and the site controls such as fences. Once again, the intention is to protect the adjoining properties from adverse impacts. Usually, some restrictions are placed on a conditional use or zone change approval to limit these potential impacts. These limitations will be based on standards stated in the code; these are called approval criteria. One way to increase the chances for approval is to include specific operational limits that address the ap-
proval criteria stated in the zoning code. This can be difficult if the standards are vague and
generalized such as "to protect the public interest."

The other type of growing operations being considered, the farm concept, raises similar zon­
ing considerations. Most codes will include farming or agriculture in their use lists, so the
definition question may be eliminated. However, farming is not likely to be an allowed use in
most codes' residential zones. Most likely, farming will be allowed outright in industrial zones
and be a conditional use in commercial and some residential zones. This situation will require
some sort of land use review and decision by the planning commission or elected body. Here
again, approval will be based on the applicant's ability to meet the stated criteria. In smaller
jurisdictions, the approval criteria may be vague, general and may, at times, seem like a mov­
ing target. However, smaller jurisdictions are sometimes easier to work with because they
may be willing to bend the rules a little more than larger jurisdictions.

Public Perception and Potential Opposition

While it may seem odd to propose the possibility of public opposition to such a worthy activ­
ity as urban gardens that produce food, in part or in whole, for OFB, the potential is very
real. The most commonly seen response to many land use proposals is called NIMBY, an
acronym for "not in my backyard." Even in circumstances where people indicate a need or
desire for the land use, when it comes to siting it near their homes, businesses and schools,
their sentiment changes. Being prepared for these types of responses can go a long way in
overcoming them and even gaining community support.

Most people who speak out against a proposed land use do so out of desire to protect their
own property interests or the livability of their community. Often their concerns are based on
fear that the proposed use will negatively impact their property value, the peace and quiet of
their home, the health or safety of their children, the natural environment or the aesthetics of
their neighborhood. Knowing this, the savvy land use applicant will tailor the proposal to
minimize these impacts and implement a concerted effort to inform people about the details of
the plan. They should also be willing to modify the proposal if significant resistance is met in
the community.

For a community garden or farming operation the concerns that may be raised are similar and
were mentioned above. They include the number of people who come to a site, the hours of
operation, the types of equipment to be operated on the site, the use of chemicals, the physical
appearance of the site and the site controls such as membership restriction and fences. In
addition, some residents may raise concerns about the site being attractive to homeless or
transient people who are looking for food. Being prepared to address these issues is impera­
tive if OFB hopes to be successful in those places where people are hostile to these uses.
Conflicting Strategic Plan Goals and Objectives

From its inception this project has been tied to stated goals and objectives of the OFB strategic plan. Specifically the goals seeking to increase the volume of quality food and to empower disadvantaged people have formed the basis for this work. The conflict between these goals did not become apparent until the alternative implementation scenarios were being considered. Our attempt to develop a recommended action from the alternatives was influenced by this conflict because the farming alternative will maximize food production, while the community garden alternative will maximize empowerment.

It became clear that OFB may need to prioritize these goals in order to decide which alternative to pursue with vigor. Since OFB's resources, both staffing and funds for capital investment, are limited, careful consideration should be given to the balance between the stated objectives before too much effort is directed toward development of any particular implementation option. This report provides some information about the alternative implementation mechanisms, but perhaps more importantly, it points out the areas where more research is necessary to reach a supportable conclusion. Prioritizing the desired impact on strategic plan goals is clearly one of these areas.

Land Tenure, Ownership and Acquisition

In many urban gardens the control of the land is, or becomes, an issue. Since they are often on vacant, but otherwise developable land, the garden's tenure may be cut short; sometimes in the middle of a growing season. In other cases, the longevity of the garden is assured through land trusts, permanent acquisition, long term lease or use agreements, or by siting them on publicly owned land. Each of these options has particular benefits and problems. A brief overview is provided here, but more exhaustive discussions can be found in the referenced material.

Community Land Trusts - A trust is a written agreement between two parties for the benefit of a third party, the beneficiary. A community land trust has as its beneficiary the community it was created to serve. The community land trust, unlike a realty or business trust, is a private, nonprofit, tax exempt corporation that holds land for community uses.

Permanent Acquisition - Site stability through permanent acquisition makes possible a long term visioning process on the part of the urban gardeners. It also provides a sense of ownership and control on the part of the local residents. The land itself becomes important; something to rally around and protect. This carries over into commitment to the community as a whole.

Long Term Lease or Use Agreement - All land, whether privately or publicly held, can be leased to another party for a designated use. Municipal park land and vacant lots which were foreclosed on are often leased as community gardens. The longer the lease, the greater the benefit to the lessee. However, some states have statutory limi-
tations on the duration of a lease. Leases can remain in force even if the lessor sells the property if there is a clause in the lease to this effect.

Vacant land usually will require the lessee to carry liability insurance. A gross lease is one where the landlord pays all the expenses, including insurance, taxes and maintenance. This option may be of particular interest to OFB, since these expenses may be tax deductible as a contribution to OFB under some circumstances. This could be a good incentive to some land owners.

Publicly Owned Land - Gardens sited on publicly owned land have the advantage of being on sites that are usually not being held for speculative purposes. However, there is also the chance of a change in the political climate where support for urban gardens may be sacrificed for another priority and use of the land is lost.

**Operations and Production**

Of all the elements that were considered in this project, the area of operations and production was the hardest to assemble. The myriad of options and considerations was at times overwhelming. The three implementation alternatives are a good vehicle to explore certain issues, but a broader discussion also seems relevant.

Operational issues revolve primarily around OFB's role in the development and ongoing operation of any scheme. The types of issues which need attention include the scale of the project, labor needs and sources, funding requirement and management options. OFB could select, plan and implement a preferred strategy or encourage the same outcome by networking and/or contracting with other agencies, organizations or individuals or by contributing to necessary development or operation resources or by acting as an umbrella agency for a new non-profit organization. This decision requires further clarification within the organization as to its priorities and available resources.

Production issues revolve primarily around the variety and volume of produce to be grown and its handling from ground to table. A key consideration is the involvement of the LMAs in any garden or farm operation. Their willingness and ability to handle produce needs to be explored more thoroughly. To that end, this report includes a sample survey that could be used to gather information from the LMAs. Another aspect of this issue that needs further insight is the desire and ability of recipients to use fresh produce. A draft survey for this is also included with this report. (See Appendix I.)
Plan Process

This planning project began with great enthusiasm in the beginning of January 1994 with the expectation that this report would be completed by the middle of March 1994. The process included:

- A broad literature search of books and magazine and journal articles that relate to community gardening, community development and food banking.
- Over fifteen personal interviews with community gardeners, community developers and public agency staff to determine the ability and capacity available to develop gardens that are a source of fresh produce for the Oregon Food Bank (OFB) as well as a community development tool for an area. (See Appendix A.)
- An analysis of the Portland Zoning Code to identify any restrictions on agriculture and community gardening.
- Interviews with the Operations Manager and Local Member Agency Liaison of the OFB to determine the key considerations in adding larger quantities of fresh produce into the existing dissemination system.
- Mapping to identify the location of the OFB's Local Member Agencies (LMAs) in the Portland Metropolitan Area. This was done in part for the use of the OFB staff who provide client referrals, but it also increased our familiarity with the geographic distribution of OFB's program.
- Duplication of the Albina Community Plan land use maps to identify the LMAs in that area. Vacant land, within a reasonable distance from the LMAs, and which could be considered for potential urban gardens, is distinguished on those maps in light green.
- Identification of the major issues affecting an urban gardening program for OFB information and generation of five alternatives for possible implementation.

Both the issues and the alternatives were presented in a meeting of key agencies and individuals held at the Oregon Food Bank. The people attending the meeting were: Leslie Pohl-Kosbau, Portland's Community Garden Program; Dan Barker and L. Wykowski, Home Gardening Project; Rachel Bristol-Little, OFB Executive Director; Lisa Wiebe, OFB Development Director; Trell Anderson, OFB Research and Training Coordinator; and Bill Renwick, an OFB volunteer who is interested in farming an eight acre site for OFB in Tualatin.

In the discussion following the presentation, three alternatives were selected to pursue for implementation. Site visits were made to the Tualatin and North Portland sites that were identified in this meeting to gather additional information. Further investigation of a program in Seattle which taps into existing community gardens for donations of produce was also explored for a no-build option.
A Vision of Fruition
A Vision of Fruition

At the core of any planning project is a vision of the future, one which shows how things might be if the prescribed course is followed. A vision can serve as inspiration; it can instill confidence and optimism that the task to be undertaken is achievable and worthy of the effort. By writing our vision from the perspective of the Oregon Food Bank in the year 2005, we hope to create a reality so strong that it will not be mislaid.

The Basic Four Food Group

The Oregon Food Bank's Experience with Urban Gardening: The View From 2005

The Oregon Food Bank (OFB) has been distributing the bounty of urban gardens for ten years now. What began as a very modest effort to connect the existing community garden programs with the Local Member Agencies (LMAs) has blossomed into a full scale endeavor which embraces a diverse set of gardening and farming ventures. The abundance from these efforts provides food for the hungry and, more importantly, an opportunity for the participants to build a sense of connection to people with similar values and to their community. The projects also brought together the passion of many individuals who came at food production from different directions, but shared a common desire to enhance the world around them.

Initially the effort was simple. By placing collection stations in existing community gardens it was easier and more convenient for gardeners to share their excess produce with the OFB agencies. Putting this in place required nothing more than linking the gardens and the LMAs, building the collection stations, and establishing a pick up schedule. During the first year, 1994, the City of Portland's community gardens were successfully targeted. In subsequent years other cities were added to the list and by 1998 this simple effort was producing significant amounts of vegetables in all of Oregon's larger population centers served by OFB affiliates.

At that same time, 1994, two additional efforts were being developed for implementation in 1995. One was a large site in Tualatin and the other was a site in North Portland. Each would pursue a somewhat different idea which intended to enhance complimentary concepts of "community." The idea in Tualatin was to develop a specialized farm which would rely primarily on volunteer labor and donations. The intended "community" in this scenario had OFB at its core and built connections with the organization. The site in North Portland was to be developed as a shared facility with the Portland Parks' Bureau Community Gardens Program. There the "community" was geographically defined by the surrounding neighborhoods.

Both of these models were enormously successful. The site in Tualatin produced two or three different crops each year and always had enough winter squash to send a portion to a packing
plant for canning. In 1997, OFB actually opened a small scale canning plant with donated equipment. This opened up new opportunities for food preservation and employment that hadn't really been considered 4 short years before. The Tualatin Farm continues to thrive and, with the signing of a ten year lease agreement in 2000, its future seems assured.

Meanwhile in North Portland, the Parks Bureau was able to negotiate an almost unbelievable 25 year use agreement with the Bureau of Environmental Services, the site owner. This allowed the initial site development plan to include fruit trees and berry bushes in strategic locations. The fund raising for the start up materials was a little slow at first, but then the Home Gardening Project came through with a grant which provided water, fencing, soil and seeds for 30 garden plots as well as 20 raised beds which are accessible to the disabled. Since all of these plots had to be used by low income families or individuals, the LMAs in the area were able to identify potential gardeners, thus creating a direct link between their clients and the community gardening efforts. Today the Confluence Community Garden is a lush paradise of fruits and vegetables, filled with laughter and activity.

Each of these concepts have since been tried in other places with varying degrees of success. In Clark County both ideas were implemented, but only the farm idea took root. That was attributed mainly to the location of the community garden site near the Salmon Creek Waste Water Treatment Plant; too far from the target community and lacking in adequate public transit. However, the community garden in Hillsboro was a huge success and plans are in the works to expand that site.

In addition to the original concepts, one additional system has been tried: Community Supported Agriculture (CSA). The CSA, established in 1997, pools the resources of many people in the community and contracts with a local farmer on Sauvie Island to grow a variety of organic vegetables and flowers. Each CSA member pays an annual fee and receives a basket of fresh produce each week. The twist put on the concept by OFB was to split the membership fee 50/50 between the purchase of the produce and a donation to the OFB. At first, the OFB portion was in the form of produce, but that was soon changed to a monetary donation. Since the other gardening efforts were so successful, it was decided that the reliable source of cash provided by the minimal effort to organize and operate the CSA was actually preferable to more produce.

Oregon Food Bank looks back with pride on its efforts to provide fresh produce to needy households in Oregon. Our long history of caring has been enlightened and enhanced by the gardening projects which have provided food and a chance to create real change in real lives. OFB is grateful to everyone who gave so freely of their time and energy to plan and implement these places of bounty and providence. We look forward to the harvest!
Alternatives Considered for Implementation
Alternatives Considered for Implementation

The literature review and the interviews with key people in urban gardening, the Oregon Food Bank and various public agencies resulted in a wealth of information and possibilities for implementation. The following are the five general alternatives discussed at the Oregon Food Bank (OFB) on February 18, 1994, with the coalition of potential implementers.

I. Large Site, Single Crop

This alternative would require a large parcel of land, at least two acres, to be planted with a crop of OFB's choosing based on the needs of its clients and Local Member Agencies (LMAs) or the potential to process or trade the produce. The sites would be operated as a farm or agriculture production use.

Major Advantages: The economies of scale of this type of agriculture undertaking would be a benefit of this option and reduce the labor and other costs necessary to grow the chosen product. Furthermore, the ability of OFB to choose the crop grown allows for advanced planning by OFB's distribution staff and the LMAs.

Major Disadvantages: The large site necessary for this option is likely to be outside the urban area of Portland. As such, the ability to add a community development component is limited because of the lack of proximity to the target population. It is further limited by the need to mechanize the production tasks which leaves little room for individuals to participate. This type of venture is also likely to be considered an agricultural use of the land rather than a community garden and zoning problems may arise.

II. Large Site, Multiple Crop

This alternative would also require a large site, which would be run similar to a farm concept, but with a variety of crops. The crops would be for direct distribution, processing or trade.

Major Advantages: The economies of scale realized here would be the same as the above alternative. In addition, this farm could take advantage of the different growing seasons for different crops and OFB would receive a wider variety of fresh fruit and vegetables. The ability to predict outputs is also inherent in this option.

Major Disadvantages: The disadvantages to this option are similar to the large site, single crop option previously mentioned.
III. Small Site, Single Crop

This alternative would require several smaller sites on which a single crop of the Oregon Food Bank's choosing would be grown on each one. This option could be implemented on vacant lots in urban areas. The sites could be run primarily as farms, but there are more opportunities for community involvement are available at this scale.

Major Advantages: A critical factor is that this small site garden could be classified as a "community garden" under zoning definitions rather than an agricultural use thereby avoiding potential zoning conflicts. There is a possibility of community development opportunities in that the smaller site is likely to be located in an urban area. OFB will also have the ability to select the produce to be grown so it matches the needs of the LMAs. There are also many urban sites available if arrangements can be made with the owners to use the land.

Major Disadvantages: While there is the potential for community development activities with this option, it is limited. The single crop element is similar to an agricultural use and is not likely to be of interest to many potential gardeners.

IV. Small Site, Multiple Crops

Several smaller sites, one acre or less, could be developed as community gardens. In this option, volunteer gardeners each have their own plot and grow fruits and vegetables both for themselves as well as for the Oregon Food Bank.

Major Advantages: This option has the greatest community development potential. By utilizing vacant lots in urban areas, the garden's purpose becomes two-fold: a supply source of fresh produce for the Oregon Food Bank as well as a place for nearby residents to come and work together. This option also has the fewest zoning impediments because the land's use can be classified as "community gardening." Furthermore, there are a large number of sites available for use in North and Northeast Portland, an area of high need in the metropolitan area.

Major Disadvantages: Cultivating a community gardening program may be more resource intensive for the Oregon Food Bank, particularly staffing to develop new gardens. Coordination needs to be done either by the food bank or one of its local member agencies to organize volunteers and efforts. However, the possibility of forming partnerships with established community gardening programs may offset this issue. Along a similar line, the multiple-crop concept requires more labor to implement; volunteers and community gardeners are the critical component.
V. No Build Option

In this option, OFB could tap into the existing community garden programs for donations of fresh produce. This entails setting up a system of collection from the gardens and distribution to the local member agencies.

**Major Advantages:** Resource demands to implement this alternative would be the smallest of all the considered options. By creating linkages with existing programs this alternative can be implemented immediately and an increase in produce will be realized quickly.

**Major Disadvantages:** Since this option would tap into existing community gardens, there is limited potential for new community development opportunities. There is also a lack of control over what is grown. This can cause a problem in the distribution and receiving ends of the system because of the perishability of produce. It would be critical for the collection and distribution of this produce to be timely.
Alternative I: The No Build Option
Alternative I: The No Build Option

Introduction

The goal of this alternative is to increase the Oregon Food Bank's (OFB) supply of fresh produce this summer by implementing a collection and distribution system for donations directly from existing community gardens. Since community gardeners often grow more fruit and vegetables than they can use, this option taps into this excess produce so that it doesn't go to waste.

The model for this alternative is a successful Seattle program called Lettuce Link. The program "links" the community gardening program, called Pea Patch, with Food Life Line, the Seattle area food bank. By designing a system that emulates this model that makes it easy for the gardeners to donate, OFB can develop a supply of produce from existing community gardens. (See Appendix F.)

Lettuce Link targets community gardens in more affluent neighborhoods. It may be assumed the gardeners in the lower income areas have their own methods of donating to people who can use the extra produce. The privilege of linking with the gardens is rotated between the food box distribution agencies based on desire to participate and ability to handle to produce.

After the first year the Lettuce Link program had participating gardeners asking what produce they could grow in their gardens that would be of the greatest use to the food pantries. The goodwill and convenience for the gardeners that the program generated has much to do with its success. (See McClure interview in Appendix A.)

This alternative can be implemented with the Portland Park Bureau's Community Gardens Program (CGP). The initial costs would be minimal and results would be seen in a short period of time.

Action Guide

The following people may need to be involved at a strategy planning session to begin to design OFB's version of Lettuce Link: OFB staff including the volunteer coordinator, communications coordinator, Local Member Agency liaison, distribution and operations manager and advocacy coordinator; and the CGP manager.

Following the Lettuce Link model, Portland's community gardens in middle or higher income areas could be targeted for donations. (See map of existing gardens in Appendix G.) At least four gardens should be chosen in these areas to begin the implementation of the program.

Local bakeries can be contacted for possible donations of stackable, vented, plastic bread trays. A minimum of six should be obtained for each site. These trays will be placed in the garden to hold donations. They are an ideal form of temporary storage for fresh fruit and
vegetables because air circulates through the holes and the produce will not be damaged by stacking as would happen if a deeper container was used.

Wholesale appliance stores can be contacted for possible donations of scales. The produce should be weighed and logged in by the gardener or volunteers so that quantities donated can be tracked. Not only will the total weights be used to determine the success rate of the program, they can also be later translated into in-kind donation dollars for OFB’s program evaluations and for OFB and community gardening public relations efforts.

Volunteers for OFB and the Local Member Agencies (LMAs) will collect produce at the gardens on a set schedule that can be modified to account for peaks and lulls in the harvest season. The schedule needs to be shared with the gardeners and adhered to at all times. This is imperative so the produce does not rot in the trays, both to prevent waste and keep morale high. The volunteers will deliver the produce to LMAs.

Coordination is critical. Knowing which LMAs have the capacity to process and store the produce from these deliveries and can distribute fresh food in a timely manner is very important. In Seattle, the food pantries rotate the privilege of receiving deliveries from the gardens each year. This may be a good idea for OFB to consider.

Impact Analysis

This scenario works with existing community gardeners so any community development is already occurring as a result of the garden, not as a new result of this program. However, this program can build on the goodwill and empowerment the gardening is already providing. Furthermore, good public relations on the part of the OFB as well as the Community Gardens Program can be successful at attracting future community gardeners as well as vacant lot owners who may donate or lease their land to the program.

This approach is a good starting place for OFB if the agency wants to become involved in community gardens and allows a slow increase in fresh produce being distributed. There will be an initial need for staff time and capital resources, but the ongoing costs will be minimal.
Alternative II: The Community Garden Option
Alternative II: The Community Garden Option

Introduction

The second alternative under consideration uses the community garden model for implementation. The effort would be undertaken in conjunction with the Portland Parks Bureau Community Gardens Program (CGP) and would result in a shared use site. A specific site on North Columbia Blvd. at North Chataqua in the Portsmouth neighborhood has been selected to demonstrate how this option might be implemented.

The site fronts along Columbia Blvd. and is owned by Portland's Bureau of Environmental Services. Access to the site is possible from both Columbia and Chataqua by foot, but parking is only allowed on Chataqua. The zoning designation is Open Space (OS) which permits by right a community garden as well as Agriculture. (See interview with Feldman and Hayakawa in Appendix A for more information.) The area to the south is primarily developed as single family and multi-family housing. To the north of Columbia is a large industrial area.

The usable area of the site is approximately 1,000' x 150' and constitutes approximately 3.5 acres of land. There are no structures on the land, perimeter fencing or water at the site. The site's biggest drawbacks are its close proximity to Columbia Blvd. and its slope. (See Appendices E & F.)

North Columbia Blvd. is designated as a Major City Traffic Street in the Transportation Element of the Comprehensive Plan (TE) and carries approximately 20,000 vehicles per day. A relatively high percentage of the traffic is large and heavy vehicles. Columbia Blvd. is loud and generates potentially harmful airborne pollutants.

In addition, the site slopes down from south to north. In some places the slope is too steep to plant without grading the site. The flattest area is along Columbia toward the west. However, it is possible to develop the site along the south side to put as much distance between the garden and the road as possible. This is probably the preferred site development from an access standpoint as well since it puts the garden plots closest to the parking. Also placing the garden plots in close proximity to the houses assists in deterring vandalism and theft.

The CGP had previously identified this site and the neighborhood association, with assistance from the CGP, sought a grant to fund the start up costs for a community garden. Portsmouth Neighborhood Association also undertook the effort needed to inform the neighborhood about the proposal and to gain community support for the garden. Unfortunately, the grant was not funded and the garden was never developed.

Leslie Pohl-Kosbau, Program Manager for the CGP feels this is an ideal site for a shared garden with OFB for many reasons. First, the preliminary work done several years ago indicated
that the nearby neighbors were supportive of the concept. This is a key consideration because "ownership" by the adjoining residents can make a big difference in the success of the garden.

Second, the site is large enough to allow a variety of shared use options. For example, CGP could establish garden plots on the upper, sloped portion of the site, while OFB undertook a farming approach on the lower, flatter portion of the site. Alternatively, enough plots could be established to allow a certain number to be reserved for use by OFB recipients or the LMAs.

Third, the area qualifies for grants under a number of different programs that may make the fund raising easier. Portions of the Portsmouth neighborhood have an "eligible" rating according to the Housing and Community Development (HCD) standards. (HCD eligible means that a percentage of the population in the designated areas falls below certain standards and the area is eligible for aide through various programs.) Also, the North Portland Enhancement Committee distributes funds from the landfill offsets for projects in the area.

Finally, since the lot is owned by a city bureau, a favorable land use agreement or lease could be negotiated. The public ownership of the land may also make it easier to leverage in-kind donations from public and private organizations for site development. For example, the National Guard may be willing to do the necessary site grading and community service workers from the Corrections Department could do manual labor.

Action Guide

To implement this option significant work is needed. The first decision for OFB is whether to pursue this option at all. If it is deemed desirable, OFB must also clarify what type of operation it would like to undertake on the site; small scale farming or community gardening. Both of these options are viable at this location.

Following this, the first task would be to work with CGP to develop an overall concept for the site. The operational options coupled with the size of the site makes early development of a site plan imperative. The concept plan will also help to identify site mitigations that address the noise, pollution and site slope issues, to discover development phasing possibilities and to establish funding needs.

The second task would be to develop an agreement between OFB and CGP that outlines the respective roles and responsibilities in developing and operating the site. Leslie Pohl-Kosbau is the only full time paid staff for the CGP. (There are part time and temporary workers who are mostly laborers.) Leslie devotes a portion of her time to developing new gardens and is willing to work with OFB in developing this site. She is also open to subsequent efforts if this one is successful. In addition, the Friends of Portland Community Gardens can assist in with fund raising efforts. Ongoing operation and maintenance of the site would need to be outlined as well.
The remaining pieces, identifying funds for site development and actual construction, are no small tasks. Because so many questions remain at this time, they cannot be adequately addressed here. However, as was pointed out earlier, this site has some distinct advantages with regard to funding.

Impact Analysis

This alternative has the greatest potential to impact the conditions that underlie hunger. If OFB’s operational choice involves new community gardening opportunities it maximizes the potential create community and empower individuals. The multitude of positive effects that can come from participation in a community garden will be realized. These can include improvement of the economic conditions of the household, enhancement of the physical environment and creation of connections between people who otherwise may become disenfranchised.

An additional benefit to OFB of undertaking this alternative is the potential to share the work with the Community Gardens Program and to strengthen their links to this existing program. The expertise that Leslie Pohl-Kosbau can bring to this undertaking is invaluable. She will be able to assist OFB on technical issues as well as neighborhood issues. Her connection with the city bureaucracy is also important in establishing a land use agreement for the site being considered.

The final benefit to this option is that resources can be sought from other sources. There are grants available for the site under consideration that will help OFB stretch its limited resources. However, it must also be noted that this alternative will require a significant commitment by OFB. If the project were undertaken by early summer 1994, the new garden might be ready for planting in Spring 1995. If any difficulties are encountered, the date may be set back to the following growing year.
Alternative III: The Farm Site Option
Alternative III: The Farm Site Option

Introduction

The proposal described in this alternative has been developed by Urban Agriculture, Incorporated (UAI). When fully developed, UAI could assist the Oregon Food Bank (OFB) in establishing specialized farms, a stated objective in OFB's strategic plan. UAI intends to grow crops where no long-term agreement is possible, due to the programmed conversion of vacant or underutilized land to its zoned capacity. This proposal provides a short-term option for the use of these farmable lands.

There are many property holders in the Portland Metropolitan area who maintain their land as vacant in order to capture a gain on sale. These land speculators are a resource because the may be willing to provide land for an interim period. The investor, in return for providing land, would be able to reduce his holding costs during this period. The land used in the interim for agriculture is not drastically altered and could be easily developed for other uses. The benefit that a tax incentive could provide for land investors is a strong argument that UAI can employ in acquiring agreements to farm vacant land, until the parcel is ripe for development.

The types of crops that will be produced on these sites would be determined by OFB. The crop production will need to be geared towards meeting Local Member Agencies (LMAs) produce demands as well as a clear understanding of how much produce a particular LMA is able receive and distribute. Soil characteristics and weather conditions will also dictate the types of crops that can be grown on any particular site. UAI will inform OFB about the types of vegetables that could effectively be grown on selected sites. The combination of growing conditions and the LMAs' needs will guide OFB and UAI on crop selection and resource allocation.

Proximity to LMAs is an important aspect to consider when planning for these specialized farm operations. This alternative may require consideration of an additional distribution site and ways to process the raw products for future dissemination. It may also be possible to trade one crop for another or for a processed product. As a way of adding value and/or providing what the LMAs need, this exchange of crops should be researched carefully to assure that quality food is obtainable.

Despite the many opportunities for this agricultural production alternative, there are also many potential impediments. The land and capital extensive elements of this alternative present large, up-front costs. Neither OFB nor UAI may currently be able to fund the initial costs that are necessary.

UAI has been moving forward on this concept and a particular site has been identified as a potential pilot project. The site is located in and owned by the City of Tualatin which is in Washington County. Short-term benefits of this site include: establishing agricultural produc-
tion in the near future, the area’s receptiveness to agriculture, and the lack of development potential for this site.

The site is known as the Hazelbrook Farm. It is located at the corner of Hazelbrook Road and Jurgens Avenue approximately a half hour drive from downtown Portland. The site measures 385,506 square feet or 8.85 acres. Currently the land is zoned as government use.

The Hazelbrook site has been identified by UAI as the best short-term site for a specialized farm. According to the city of Tualatin’s comprehensive plan, “[m]uch of the land north of Hazelbrook Road is in the 100-year flood plain, [d]evelopment will be limited due to this physical limitation and the regulations of the City’s Flood Plain District.”

The site soil is characteristic of the Tualatin flood plains and low-lying Willamette Valley flood plain area and therefore is very rich and fertile. The property is sloped downwards toward the middle of the site. The center of this property has been tiled to provide adequate drainage for farming. It is assumed that this occurred with agricultural uses prior to 1969 when a house was constructed on the site. The slope appears to provide the southern portion of the site adequate drainage. However, standing water is visible 600 feet north of the property’s southern boundary. This area of standing water should be preserved to avoid potential wetland mitigation issues.

The adjacent property to the east of the site is used for livestock grazing. The adjacent property to the northwest is used for organic farming, and to the north of the site is a "hobby sized" filbert nut orchard. South of the Hazelbrook site is the Jeffwood Estates, a medium sized sub-division with 10 - 15 single family houses in the $180,000 to $240,000 price range.

Increasing single family development and the proximity of a nearby junior high school provided impetus to the City of Tualatin to purchase the Hazelbrook site in 1990 as a future park site. Tualatin officials hope to develop this site as a replica of an existing city park. However, funds for this undertaking are not currently available.

A major challenge for UAI will be to work with both the city of Tualatin and the Tualatin School District. Both agencies want the site developed as a traditional park and their long-term plans may require the relocation of the farm at some point in the future. Relocation of a farming operation would prove very costly to both OFB and UAI.

The City of Tualatin will need to approve a lease agreement between the Parks Department and UAI. Because of the liability involved for the City, they want to know exactly what will be grown on site and who will be farming the site (UAI and what volunteers). UAI will act as the liaison between the City and the OFB.

There are two OFB Food Box Programs within relatively short distances to the Hazelbrook site. One is located on Grahams Ferry Road in Wilsonville and the other is located on NE Oregon St. in Sherwood.
Action Guide

This alternative could be run as a subsidiary of OFB by UAI. Except for the nonprofit nature of this operation, its functions would closely resemble the surrounding farms. The site can be used to grow either a single crop or be used for multiple crops.

Whether the site would be a single or multi-crop site depends on several factors. The needs of the OFB and LMAs represent a primary determinant of what is cultivated. Soil, slope and other site characteristics also affect what can be grown. This is a key decision that needs to be made before this alternative can be implemented.

UAI has expressed interest in undertaking the operations of the site. Whether a single project manager is hired or the site is run collectively will depend on UAI's capacity.

The initial success of this alternative depends upon the resources available from OFB, UAI and other sources. The willingness of the City of Tualatin to donate use of the land is also a possibility. A joint effort between the Home Gardening Project and UAI could increase the chances of success since the Home Gardening Project has a proven track record of establishing gardens. Another possibility would be for UAI to solicit funds from foundations and contributions which are tax deductible to the contributor.

Impact Analysis

UAI represents an interesting community development opportunity. Although this alternative lends little in the way of neighborhood community development because of its similarity to farming, undertaking a major agricultural project represents a significant opportunity for OFB on an institutional level.

This alternative clearly provides a means to develop specialized farms as stated in the strategic plan. However, the demands of such an undertaking on staff and capital resources may be significant and must be weighed against the benefits that will accrue. OFB should assess these issues and more information is needed to do this carefully.
Recommendations
Recommendations

Before any or all of the alternatives for implementation are explored further, there are several steps that are recommended to be undertaken.

I. **Determine if the Local Member Agencies (LMAs) and clients desire (more) fresh produce and that the LMAs can store and distribute it.**

This report includes a brief survey that has been designed to inform OFB about these issues. The survey instrument can be used to assess the capacity of the individual LMAs to store and distribute fresh produce. A survey of OFB clients is also included to assist in assessing their needs and abilities to use fresh foods.

The recipient survey should be administered in such a manner that OFB can feel confident that the responses are representative of the desires of the client base. The LMA survey should be used to develop a database about the LMA capacity and interest. The results of these surveys should be used to decide whether to proceed at all with these endeavors.

II. **Establish priorities for OFB's strategic goals and objectives that relate to increasing the quantity of food available and addressing the conditions underlying hunger.**

In examining the strategic plan and the alternatives for implementing urban gardening, it was discovered that no one alternative maximizes OFB's ability to "triple the amount of quality food acquired and made available to disadvantaged people" and to "impact the conditions underlying hunger and to promote the empowerment of disadvantaged people to achieve economic independence." Each alternative proposed in this report will achieve both to varying degrees. Since OFB is not likely to have the resources to pursue all three at once, some priority should be placed on these goals and objectives before implementing any of the options.

III. **Concentrate OFB resources to maximize the effectiveness of the chosen option(s) to achieve its strategic plan goals and objectives.**

Prioritizing the goals and objectives is a first step. In deciding how to best achieve the goals, the costs and benefits of each option need to be carefully considered. Additional information about the staffing and capital investment required by each alternative needs to be developed in order to take this step. This report has tried to make general statements about the costs and benefits but a more detailed examination is appropriate.
Appendices
Appendix A

Interviews with Knowledgeable Contributors
Dan Barker
Home Gardening Project
(503) 775-9648

Dan Barker is the founder and operator of the Home Gardening Project, a nonprofit corporation. Established in 1984, the Home Gardening Project provides raised bed garden boxes and seeds for low income families and individuals in Portland's distressed neighborhoods. To date 955 gardens have been installed and Dan estimates that 75% of them are still in operation. The Home Gardening Project is supported by government and charitable organization grants and very limited private donations.

The philosophy that underlies Dan's business mirrors a seed. He believes that the idea of self sufficiency only requires nurturing to become a reality. Carrying the concept further, he hopes his efforts in Portland will spread to other cities around the country. Dan often quotes Taoist sayings and clearly acts from a place of giving and caring. He often hears "you have restored my faith in humanity." To Dan this is all the reward and recognition he needs. He chose this work because he wanted to "maintain the faith of humanity" and feels people like him are society's most valuable citizens.

Dan's clients come to him by word of mouth. He prefers this to agency referrals or advertising because it indicates a real interest on the client's part to receive a garden. His experience shows that the person must be motivated or the garden won't survive. Dan is also very clear that his clients don't need another failure in their lives and that concern shapes his operational choices. For example, he uses good quality soil and seeds and provides support and advice through the first two growing seasons.

Dan was able to relay several stories about people whose lives had been changed as the result of receiving a garden. For example, the garden restored a sense of worth and a way to contribute to the family for one man who had five children but was unable to work due to a heart condition. Another woman invited the residents of the nearby retirement home to share her produce and ended up having Dan install more boxes because they all wanted to work a garden themselves. Her yard became the summer social center for the neighborhood seniors.

Dan has not installed any "community gardens," but did install 20 boxes at Unthank Plaza, a Housing Authority of Portland (HAP) building on N. Williams Avenue. This garden was not really managed and was on a first come, first serve assignment system. Dan found that the residents wanted "their own" box and didn't like sharing a box with others. He also heard about incidents where gardeners were stealing dirt and produce from each other. In assessing the result of that shared garden, he didn't think it had contributed much to increasing a sense of community in the apartment building. This was mostly due to the lack of leadership or management which was not provided by HAP and, for whatever reason, did not spontaneously occur. It has been several years since Dan talked with anyone at Unthank Plaza and he thought it would be interesting to go back and find out if the garden was active and how it functioned now.

The idea of working with OFB to create a source of produce for their distribution agencies was clearly appealing to Dan. He suggested that OFB propose to the Parks Bureau Community Gardening Program an added requirement that gardeners at their facilities tithe (donate 10% of their crop) to OFB. He also believed that larger sites with one to four crops would be most manageable. He also believes that OFB would need to provide technical support and volunteer labor for this type of effort. Dan currently tells his clients that they can give any excess they may have to OFB.
Kara Evans  
Organic Gardener  
Homeless Gardening Project - Santa Cruz, CA  
(206) 547-7973  

Kara recently graduated from the University of California at Santa Cruz. While there, she became very active in the Homeless Gardening Project. The city of Santa Cruz allowed the group use of 2.5 acres of city-owned coastal property which it was unable to sell at the time. The garden follows strict organic guidelines.

The structure of the garden is as follows and is commonly known as Community Supported Agriculture (CSA):

- On hundred and six shareholders pay $330 each year. Each shareholder is entitled to a percentage of the harvest each week for the twenty-nine week harvest period as well as one bouquet of flowers grown in the garden. The shareholders save approximately 60% when compared to the price of organic produce purchased through a retail establishment.

- Fifteen homeless people were employed at $5.00 per hour. They became Certified Organic Gardeners through their work experience. The University of California at Santa Cruz offers course work for an organic gardening certificate which costs about $2,000 but the employees received this training and certificate on-the-job. This certification is necessary if the employees choose to pursue organic gardening as a potential career.

- This garden is now completing its third growing season. It supports itself through selling shares as well as through grants from foundations and local government agencies. The Mayor of Santa Cruz is one of the shareholders and there is a lot of local support for the effort.

Kara is presently living in Seattle where she is working to start a similar enterprise on Vashon Island.
Ms. Feldman and Mr. Hayakawa are planners with the Portland Planning Bureau's Permit Center. They were interviewed because of their knowledge of the Zoning Code and their ability to provide definitive answers to questions about the application of the Code in this situation. The interviews covered the following major topic areas.

The option which has been characterized in this report as "farming" would fall under the Zoning Code Use Category - Agriculture. The code states "Agriculture includes activities which raise, produce or keep plants or animals." (33.920.500.A) This is the most appropriate classification but, it is possible that the City would consider the Community Service Category if a non-profit, charitable agency requested it. "Community Services are uses of a public, nonprofit, or charitable nature generally providing a local service to people of the community. Generally, they provide the service on site or have employees at the site on a regular basis. The service is ongoing, not just for special events. Community centers or facilities that have membership provisions are open to the general public to join at any time, (for instance, any senior citizen could join a senior center.) The use may also provide special counseling, education, or training of a public, nonprofit or charitable nature." (33.920.420) Parks are an exception to this definition and are included in the category Parks and Open Areas.

Agriculture is an allowed use in the following zones: Open Space (OS), Residential Farm/Forest (RF), Residential 20,000 (R20), General Employment 1 & 2 (EG1, EG2), Central Employment (EX), General Industrial 1 & 2 (IG1, IG2) and Heavy Industrial (IH). Agriculture is a Conditional Use in Residential 10,000 (R10), Residential 7,000 (R7), General commercial, (CG) and Central Commercial (CX). In all other zones, Agriculture is a prohibited use.

The use regulations outlined above apply whether the Agriculture use is a primary or accessory use. A primary use can be defined as the activity or combination of activities of chief importance on a site. One of the main purposes for which the land or structures are intended, designed, or used. An accessory use is one that is a subordinate part of the primary use and is incidental to it.

The option referred to as a "community garden" in this report would most likely fall under the Zoning Code Use Category - Parks and Open Areas. The use definition specifically includes "community gardens" as a characteristic of the category, but the term "community garden" is not defined. Based on the advice of the planning staff, a zoning confirmation request could be made to the Bureau. This request could be made in a letter and the planning Bureau response is binding on the City. There is normally a $109 fee for this service, but non-profit organizations can request a fee waiver. A sample letter requesting the zoning confirmation and fee waiver is included in Appendix.

A community garden under the Parks and Open Areas use category would be allowed by right in all of Portland's zones.

Relevant excerpts from the Portland Zoning Code are included in Appendix C.
Ellen Lowe has played a large role in Oregon’s development in many respects. As a member of a committee on Oregon Land Use Planning, she helped frame the statewide planning laws we have today. She currently supports community development issues as a key member of the Board of Directors of the Ecumenical Ministries of Oregon. She was interviewed for this project to share her ideas regarding gardens and community development and because she advocates that they should be merged together.

As a young person, Lowe became drawn to gardens during World War II when Victory Gardens were promoted as patriotic. For her, it was an opportunity to create a collective solution to the problem of a lack of vegetables during that era. In Portland today, Lowe finds many opportunities to merge gardening and community development. She works with the school districts, for example, to establish a gardening effort in the school. Lowe believes the gardens would create an educational opportunity for young people, as well as provide a supply of fresh produce for the Oregon Food Bank and its Local Member Agencies. According to Lowe, neighborhood associations and community development agencies should consider individuals’ basic needs, including food. Community development plans should have a community gardening component.

Inner-city neighborhoods, Lowe believes, provide many opportunities for community gardens. These neighborhoods are more likely than suburban communities to have oddly configured lots. Lots such as these would prove ideal for a block garden, Lowe says. There are also a lot of vacant, inner-city lots in public ownership that could be utilized for gardens. In addition to nourishment, these gardens should also be viewed as providing beauty to the community.
The Fremont Public Association is a private, non-profit community action agency. Lettuce Link is a program of the Food and Entitlements department of the agency. It was created six years ago and provides transportation services for donated produce from Pea Patch, Seattle’s community gardening program to Food Life Line, Seattle’s version of the Oregon Food Bank. There are currently thirty Pea Patch gardens in Seattle with two more to be added this year. Lettuce Link also provides technical and financial management assistance to Seattle area food banks.

In Seattle, the local member agencies (food pantries) are called food banks. These food banks self-select who will receive produce from Lettuce Link that year. There are three regional coordinating food bank councils, North, Central and South who decide among themselves which two food banks from each area will receive the deliveries. The ‘privilege’ is rotated each year.

The Lettuce Link project works with the five largest community gardens in Seattle which range in size from two acres down to a portion of a standard city lot. These are organic gardens as well. While the gardens are geographically dispersed, they are all located in middle-income neighborhoods. This is deliberately done on the assumption that the crops from the lower-income area gardens are already being fully utilized. Lettuce Link has 45 volunteer drivers who use their own vehicles to run a regular schedule of pick-ups. The largest gardens have a collection at least twice a week during the peak of the season.

A scale, bread delivery trays and bags are provided to the garden by Lettuce Link. The gardener is asked to weigh the produce he or she is donating, to log in the weight and type of produce, to bag it and to place the produce in the stackable bread trays. The bread trays work extremely well because produce does not get crushed and air can circulate around it. Often, the volunteer doing the pick-up weighs, logs in and bags produce that is just left in the trays. The volunteer takes the produce and delivers it to a food bank.

Lettuce Link provides some training to its volunteers on lifting heavy items as well as an overall explanation of food banking. Some volunteers were discouraged at times because it didn’t seem as if six zucchinis could make an impact and perhaps, according to Wendy, the food bank wasn’t always effusive in its thanks.

The program has been in existence six years. The first year, 3,000 pounds of produce were collected. Last year 15,000 pounds were collected and that was down from the previous year’s collection (20,000 pounds) due to the weather.

After the first year, gardeners asked the food bank staff what kind of produce was needed and began growing explicitly for them. They have been very receptive to suggestions from Lettuce Link and Food Life Line. This year, these suggestions will come in a pamphlet rather than the more informal methods used previously.

Delivery of donated produce is only one component of Lettuce Link. Work is also done in conjunction with Pea Patch toward garden site development in low-income housing projects. In addition, classes are conducted in basic gardening techniques and seed distribution is provided for interested food bank clients. Lastly, Lettuce Link assists in starting farmers markets in the Seattle area.
Fresh-grown produce is not required to be inspected by the Oregon Department of Agriculture if it is donated. This applies to the following scenarios:

- A church operating a garden and donating the food to OFB or to be used by its own emergency kitchen.
- Any other non-profit organization or for-profit enterprise that donates fresh-grown produce.
- Fresh-grown produce sold in a "u-pick" operation. A farm stand selling other produce that is not grown on site is required to be inspected.
- Other local business license requirements may also apply to a farm stand which is selling produce.

Inspections by the Oregon Department of Agriculture are required if the produce is sold for any amount.
Leslie Pohl-Kosbau is the director of the Parks Bureau Community Gardens Program. She was interviewed because of her knowledge of and connection with community gardening efforts in Portland.

The Parks Bureau annually funds a Community Gardens Program which operates 21 gardens around the city. These gardens are filled on a first come first serve basis and typically provide a 20' X 20' garden plot. There are approximately 750 spaces available and the annual turnover rate is only about 5-10%. Garden membership is $20/year and includes access to a site, annual rototilling and 4 - 6 newsletters each year. The gardens are run by volunteer managers elected annually by the garden members. Managers are supported by Parks Bureau staff primarily through personal contact and meetings four times per year. Leslie indicates that it is sometimes hard to find people willing to serve as managers.

Leslie points out that while participation in community gardening offers a much larger experience than the fee services imply, most people garden out of their own self interest. For some it is a recreational activity, for others it is a necessary addition to the family food supply and economic condition. It is also her experience that there is a significant unmet demand for community garden space in all areas of the city, but especially in the North and Northeast areas. Leslie is interested in developing more gardens and would also like to broaden the services offered through the program to focus more on the needs of youth and the disabled.

In developing a new site, Leslie looks for a minimum 75' X 75' site which is relatively flat or gently sloped. She indicates that one of the greatest challenges is in acquiring a land use agreement with the property owner on property not owned by the Parks Bureau. Typically she seeks an agreement with 5 years of tenure for the garden. Otherwise, it is not worth the time and cost of development. Her experience also indicates that vandalism at the gardens is something of a problem. It is reduced by fencing the site, but isolated sites tend to have more problems then one located in more densely populated areas.

Once the agreement is secured the next challenge is in raising funds to develop the site. Site development ideally includes soil testing, a water meter with back flow regulator, an irrigation system and perimeter chain link fencing. Private sites may also require refuse and brush removal. Typical start up costs run between $8,000 and $10,000. In Portland, a private non-profit organization, the Friends of Portland Community Gardens, Inc., provides significant assistance in fund raising and other activities supportive of the community gardens in general.

The Community Gardens Program would be very interested in working with OFB to develop community garden sites. Leslie suggested several different ways these sites might be developed and operated, all of which sounded very feasible. In addition, she indicated that OFB could develop and implement a collection system in the existing gardens. She seemed to think this option would be very successful because of the convenience factor for people interested in sharing their bounty.
Mr. Renwick was interviewed for this project because he has made a proposal to the Oregon Food Bank (OFB) offering to assist with the production of agricultural products for the organization. He specifically outlined a plan to use sites in the metropolitan area for large scale agriculture. While serving on a local land use planning committee, Renwick learned of two vacant sites in Tualatin and has been pursuing implementation of his idea on these sites.

The sites he is proposing for potential farms are currently owned by the city of Tualatin Parks Department. Although the sites are currently vacant and maintained by the Parks Department, most people in the department favor developing the sites into parks. The Tualatin school district specifically wants one of the sites developed as a park since one of its new junior high schools is located in close proximity.

In attempting to develop these sites as agricultural uses for the OFB, Renwick faces many challenges. These include: presenting a formal proposal to the Tualatin Parks Advisory Committee, purchasing liability insurance, dealing with hostile neighbors who may view any agricultural project negatively, raising the initial capital costs of starting an agricultural operation, growing development pressures in this fast-growing community and the fact that the City of Tualatin has some of the highest land costs in the Portland Metropolitan Area.

Renwick believes, however, that the advantages outweigh the disadvantages. These two sites are adjacent to agricultural land uses. There is an opportunity for OFB to produce large amounts of fresh food products. Even if some of the products grown are not needed by OFB, the agency could trade the products for ones they need. If the land is later sold and developed, a site can be found with ease.

Finally, the community development issue presents a challenge to Bill Renwick’s endeavor. He believes that an upscale community such as Tualatin would have little use for community gardens; however, he thinks some of Tualatin’s local apartment dwellers might be interested in a community garden. Tualatin is an upscale community and there are relatively few apartments located there. These sites, however, might present an opportunity for development in the OFB community through sharing this large-scale agricultural endeavor.
Michael Rimmer  
Food for Lane County  
687-2975

In the course of this project the community garden in Eugene was mentioned by several people as exemplary of a successful model. To find out more about this garden, the Master Gardener for the Eugene gardening project, Michael Rimmer, was interviewed.

According to Rimmer, the garden is located on church property. A parishioner at the church had originally conceived the idea of establishing a community garden on that property. As a worker for the local food bank, Food for Lane County, Rimmer became involved with the project.

The church has been a co-sponsor of the gardening project. With the exception of Rimmer, volunteers work the garden and all of the harvest goes to Food for Lane County. The food is grown in 120 foot by 50 foot garden beds. Rimmer oversees the day-to-day operation including the coordination of the gardening, harvesting, and sending the produce to the food bank. According to Rimmer, the volunteers are involved primarily because of their interest in gardening, not for community development or self-sufficiency reasons.

There has been a recent effort to start a self-sufficiency program in conjunction with the current gardening effort. The “Adopt-A-Plot” program involves a donated plot, assistance from Rimmer, and the gardeners donating their excess harvest to Food for Lane County. Only three individuals are currently involved with this program. Rimmer attributes the lack of participation to people's busy schedules.

Fortunately for the community garden project, the City of Eugene had little opposition. Because the garden is considered an accessory use to the church, zoning has not been an impediment. Rimmer said that the city cleared the site and improved the site drainage free of charge. The neighbors, however, were not as supportive as the city. According to Rimmer they don’t like the odors from the compost pile and have found the garden "unattractive."
Appendix B

Synopsis of Implementation Meeting
With Key Agencies and Individuals
Synopsis of Implementation Meeting with Key Agencies and Individuals

February 11, 1994

Present:
- Leslie Pohl-Kosbau, City of Portland - Community Gardening Project
- Dan Barker, Home Gardening Project (HGP)
- L. Wykowski, Home Gardening Project (HGP)
- Bill Renwick, Urban Agriculture Incorporated (UAI)
- Rachel Bristle-Little, Oregon Food Bank (OFB)
- Steve Randolph, Oregon Food Bank (OFB)
- Trell Anderson, Oregon Food Bank (OFB)
- Lisa Wiebe, Development Director (OFB)
- Susan Hartnett, PSU
- Susan Kroll, PSU

The meeting began with introductions. Susan Hartnett and Susan Kroll gave an overview of the major issues and the five options with regards to the implementation of urban gardens by OFB.

The following discussion was generated by the five options:

Oregon Food Bank (OFB) is looking to replicate an urban gardening program based on success in other areas. The program should be targeted for emergency food recipients or low income neighborhoods where people could learn skills and build a sense of self-esteem through involvement in the urban garden project. Target geographical locations include a site in Northeast Portland and one in the City of Tualatin. The Tualatin parcel identified is supposed to be a park where current funds aren't available for its creation.

Urban Agriculture, Incorporated (UAI) stated that the Tualatin City Park department needs to know specific information before a lease agreement is signed and use is authorized. This includes a description of what will the land be used for; what will be grown on site; how many people will be on site; what are the hours of operation; nuisance issues and effect on surrounding land use- machinery noise and dust; what chemicals will be used on site; the wetlands protection issue; who will pay fire insurance; who will pay liability. The City needs to know the specifics before a lease can be signed.

It was clarified that the PSU students are also exploring under-utilized lots with existing structures on site as well as vacant lots. Examples include churches and schools. Rachel raised the point that if an urban garden is located in a school yard, it would contribute to the educational program for understanding hunger. Liability was a large issue relating to non-school activities occurring on site. However, most successful garden programs have been linked to school programs that occur on vacant lots adjacent to urban schools.

City of Portland Parks & Recreation Community Gardening Program (CGP) sees the location
of community gardens near schools as a key linkage in their program. Perhaps the school programs could link a science class to the gardening program or a social science class aiding in the production of food for hunger relief.

CGP added that perhaps school credit hours could be offered or cash as an incentive to get kids started on this program. Would lottery dollars be available to such a program? An urban garden program director is a position that could be proposed to the Clinton Administration's "Youth Corps." The Youth Corp is searching for such an urban pilot program like this.

A impediment to paying cash to kids who work the gardens is the issue of worker's compensation insurance. Although an existing non-profit program might receive a lower rate than a non-profit created for this purpose, this would still be a large expense to crop production.

UAI identified that time is an essential resource. The 1994 growing season will begin soon. Identifying and developing resources is paramount.

OFB envisions many projects occurring at various levels. However it is difficult to identify a starting point and what are available resources. OFB is willing to get a program started by contributing OFB staff time and resources were strong volunteerism for a project to exist.

Home Gardening Project (HGP) asks- "What is it that the OFB wants to grow?" Then lets get on with producing it. "If it's just potatoes and onions OFB wants, perhaps a tax abatement exits for farmers who provide a share of their crop. There are vast amounts of potato and onion farms in Eastern Oregon."

OFB responded by affirming that it has an adequate potatoes and onions supply - it doesn't need to concentrate its efforts on this production. However, the storage capacity at Local Member Agencies (LMAs) is not known, plus perishability is a key issue. Produce with a long shelf life would be desirable.

HGP added that another resource for donations is culls. Not all produce grown on farms is marketable. Although the food has the same nutritional value, it doesn't have the same high quality appearance retailers prefer. If a farmer gives a portion of this unmarketable produce to a LMA or OFB, there could be a tax break available for a portion of the land to produced the tithing. This tax break will reduce the farmers crop production expenses.

CGP asked- "If we link existing community gardens to LMA's is there the support network to get the vegetables from the gardens to distribution centers?"

PSU responded- Seattle has a strong program called "Lettuce-Link." Stackable plastic bread containers are used to hold and wash the produce in the community gardens.

CGP - Currently the Community Gardens Program has been publishing the names of the LMAs in a news-letter to educate gardeners and increase awareness on what to do with
excess produce. If a regular pick-up was to occur at the community garden site this would simplify the donation process and encourage gardeners to increase the amount of vegetable tithing produced.

HGP identified a missing resource as a system of scheduled pickups at garden sites. Currently most of the excess vegetables produced by home gardens are given to neighbors. However what is missing at an urban garden site like Reed College is a place to place your excess produce. To increase produce donations the collection system must be convenient for community gardeners. If there is a method or mechanism to get produce to donation centers it would increase participation.

Basic services such as water for irrigation for urban gardens is an important issue. Protection of crops from theft is another concern. Produce theft was a problem for the Eliot neighborhood garden. This vandalism resulted in a large turnover of gardeners who lost interest in investing large amounts of time in their community garden and finding their efforts were sabotaged.

The CGP has found that in addition to basic services, available land is the largest impediment. OFB, while not exploring specific parcels at this time, is trying to determine the resources it has available to help make these programs happen.

CGP added that education on food preparation/cooking classes is an important element in creating a balanced nutritional diet for recipients.

HGP inquired if anyone has asked the participants what type of vegetables they prefer. This information is critical in determining what type of vegetable will be demanded. "We (HGP) can grow almost anything, but if no one is going to eat the stuff, why bother growing it." Also, how are we going to educate people on what to eat, if we don't know what they prefer to eat?

A couple of questions need to be answered for OFB: 1) How much produce and what types of produce can the LMAs handle and distribute. 2) How can OFB educate recipients coming to the program how to use the produce to provide the greatest nutritional value possible.

HGP envisions that many small single crop sites would be used for specific vegetable and that the aggregate gardens would provide a balanced supply. A higher level of success is seen if each lot could be adopted by a school, supervised by a master gardener. This program needs to be coordinated by a single program director.

CGP identified that its goal is not necessarily to obtain large amounts of produce but to gain more opportunities for citizen involvement and gardening education and instruction. CGP is driven by the goal of creating community and improving neighborhoods.

PSU- If a joint effort is formed, CGP could handle the community garden program and OFB
could establish the site on location. CGP will provide the piece that provides citizen empowerment and addressing the underlying issues of hunger. OFB will benefit from same goal as well as more crop produce production.

OFB- A joint effort appears to be emerging. CGP could work on the community development aspect. HGP- could undertake the lot development getting the site up and running. OFB would be able to work with the City and get parcels of land and this program under its 501(C)3 tax exemption status. With one site or many sites, this appears to be a long range plan. The program could be developed this season and crop production initiated next season.

Three options are emerging:

1) Combine the efforts of the Home Gardening Project with Urban Agricultural, Inc. to develop the in Tualatin.

2) Development of a new community garden in North Portland to further the community development goals.

3) Establish a collection network by linking the existing services available, OFB & CGP. Citizen involvement to increase the amount of fresh produce donated to LMAs or OFB.

PSU to provide the following:

A survey mechanism for LMAs and OFB to determine what level of produce can be handled by agencies and what produce is in demand. A survey of recipients will also be developed.

Gather information Lettuce Link Program in Seattle, WA.
Meeting Agenda

Topic: Community Gardening & Sustainable Agriculture

At OFB Riverside facility

Friday, February 11, 1994, 9:00 a.m.

9:00   Introductions
9:15   PSU Group presentation
9:45   Discussion about presentation
10:15  Discussion re: OFB involvement
10:45  Wrap-up
11:00  Adjourn

We look forward to seeing you.
Issues

**Land Tenure /Ownership/Acquisition:**
- Owned, leased or by agreement
- Tenure of property interest
- Funding for purchase or lease

**Operations and Labor:**
- Could be initiated and/or managed by OFB, LMAs, Community Gardens Program, another nonprofit organization or an individual
- Labor could be provided by garden operator, volunteers, garden participants, paid employees or some combination
- Funding for start up improvements (water, fencing, materials) and ongoing expenses

**Location**
- Urban setting versus fringe/rural
- Large site or small site
- Single site or multiple sites

**Community Development Impact:**
- Can enhance economic conditions or participants/recipient, improve physical appearance of neighborhood, reduce reliance on foods imported from other locales, increase awareness of and respect for natural environment, contribute to community open space availability, form bonds between gardeners and contribute to the community's "culture"
- In order to have positive community development impact, the garden must involve local residents or individuals associated with the local institution
- Must be close to the area that is targeted for improvement to contribute to community development

**Production Timing and Quantity:**
- Variety of crops that ripen over the full growing season or single crop that ripens in a short time period
- Large quantities of a few items or smaller quantities of many items

**Zoning:**
- Depending on specific scenarios, could be classified as Agriculture or Parks and Open Areas. Agriculture is restricted to very few zones and is prohibited in most residential zones. Parks and Open Areas are allowed in virtually all zones.

**Distribution Mechanism:**
- Through OFB warehouse or directly to LMAs
- Does OFB pick-up produce or do gardeners deliver to OFB/LMAs

**Resources:**
- What is available?
- What is needed for each alternative?
<table>
<thead>
<tr>
<th>ALTERNATIVES</th>
<th>MAJOR ADVANTAGES</th>
<th>MAJOR DISADVANTAGES</th>
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</thead>
<tbody>
<tr>
<td>I. Large Site,</td>
<td>-Economies of Scale</td>
<td>-Lack of any community development program</td>
</tr>
<tr>
<td>Single Crop</td>
<td>-Ability to control type of produce grown (matching supply with demand on a large scale)</td>
<td>-Fewer large urban lots from which potential sites may be selected</td>
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<td></td>
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<td>-Method of gardening comparable to agricultural use; may result in zoning conflicts</td>
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<tr>
<td>II. Large Site,</td>
<td>-Economies of Scale</td>
<td>-Greater maintenance required and more labor intensive</td>
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<tr>
<td>Multiple Crop</td>
<td>-Ability to control type of produce grown</td>
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<tr>
<td></td>
<td>-Enhanced variety of produce grown and growing seasons</td>
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<td></td>
<td>-Potential for community development impacts if located in an urban setting.</td>
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<tr>
<td>ALTERNATIVES</td>
<td>MAJOR ADVANTAGES</td>
<td>MAJOR DISADVANTAGES</td>
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<tr>
<td>III. Small Site, Single Crop</td>
<td>-Creation of community development opportunities</td>
<td>-Limited community development opportunity; single crop similar to mini-agricultural use</td>
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<tr>
<td></td>
<td>-Ability to control type of produce grown</td>
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<td></td>
<td>-Ability to classify urban land as a &quot;community garden&quot;; avoids potential zoning issues</td>
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<tr>
<td></td>
<td>-Large number of potential sites available in urban setting</td>
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<tr>
<td>IV. Small Site, Multiple Crop</td>
<td>-Greatest community development potential</td>
<td>-Cultivating multiple crops is more labor intensive than single crop.</td>
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<td></td>
<td>-Fewest possible zoning impediments if use is classified as a &quot;community garden&quot;</td>
<td>-Coordination needed by OFB, LMA or other individual to organize volunteers and efforts</td>
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<td></td>
<td>-Large number of potential sites available in urban setting</td>
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<tr>
<td>V. No-Build Option</td>
<td>-Small capital costs for program's implementation</td>
<td>-Taps into existing community gardens therefore limited potential for new community development opportunities</td>
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<td></td>
<td>-Creates linkages with existing programs</td>
<td>-Lack of control of type of produce grown</td>
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<td>-Short time period required to start</td>
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PORTLAND PROVIDENCE

POSIT: Oregon FoodBank can't get enough fresh vegetables for distribution to their 140+ emergency food box agencies.

RESPONSE: Organize a vegetable growing system specifically designed to deliver fresh vegetables to Oregon FoodBank.

GENERAL IDEA: Locate and put into production some thirty to fifty vacant lots dedicated to vegetable growing. Each lot would be variety specific, or limited to two or three varieties, have its own cold frame, own composter, and be rented from the owner with a letter of value from a non-profit, or be city or county land donated for the temporary purpose of vegetable production for people on food assistance. Announcement of intent could occur with request for land usage on public television. Each garden lot would be tended by, say a school that would adopt it, supervised by Master Gardeners, overseen by a P.P. director. The teams would be responsible for watering, weeding, pest control, harvesting, delivery of the produce, and clearing at growing season's end.

1. Bulk seeds can be obtained from Zenner, Kasch's, American the Beautiful Fund.

2. Apply to Oregon Community Foundation for grant for tractor and overseer's pay, mileage for produce delivery, indemnity insurance, fencing material, tractor maintenance, water bills, dumping fees, etc.

3. Contract with land holders would be to clear the lot of debris (inmate labor?), access to water supply, immediate relinquishment of land upon request, restoration of land to original state or better. Fee for use would be letter of value from non-profit.
4. Tractor should have front-end loader, three point hook-up with P.T.O., be stored at FoodBank warehouse. Have trailer - if owned by H.G.P., made available on weekends when H.G.P. is not building gardens. Need a trailer for hauling it. Check with rental yards for deal, check with Bobcat dealer for loader with rototiller attachment - deal.

5. Add board member(s) to H.G.P. to govern new enterprise - separate accounts.

6. Hustle suppliers for pest controls, fertilizer, chipper, composter materials, etc.

7. Partnership coalitions between schools, community gardens, Master Gardeners (O. Ext. Service), H.G.P., Mayor’s Office, Office of Neighborhood Associations, Edible Landscaping,
Urban Agriculture, Inc.

a proposal by
William R. Renwick II

In the Portland metro area, throughout Oregon, the Northwest, the Nation, and Worldwide, potentially usable croplands are unused, underused, or misused. This in a World where hunger is a growing phenomenon, caused largely by political and economic conditions, and will probably always exist. In many areas in Portland Metro, and many of Oregon's valleys, environmental conditions exist that would allow many food crops to be grown. Conventional agriculture makes decisions on perceived highest economic return in a monetarized, world-economy, and rarely on providing even basic food and nutritional needs for disadvantaged, or disenfranchised individuals, families, or groups. Even long-standing agencies who have attempted to provide for these peoples' needs are struggling in the face of a dwindling, less compassionate economy that is less supportive of, or even resists the need for, basic life supports.

Even small parcels of land can productively grow food to supplement and expand existing sources and supplies for programs that support people in need. Volunteer labor, volunteered land, and grant-supported operating and development costs will allow crops to be grown to support and supplement Oregon Food Bank and its constituents' needs.

Urban Agriculture, Inc. can substantially affect O.F.B.'s goal of tripling the amount of quality food made available to disadvantaged people, by establishing specialized farms. Good quality food can be grown where there is no long-term agreement possible, due to programmed conversion of land, from empty to occupied, or that is being left unused for speculative reasons. Long-term land-use arrangements, through agreement, lease, or purchase are possible, and can allow a more permanent agriculture, including tree or vine crops, dairying for non-fat, low-fat, or dried milk production; or infrastructural development for short-term or long-term storage, grading, food processing, packaging, small-scale canning or freezing. Potential "surplus" foods could be traded for finished, fully processed food or supplies, or even traded out of the region for food that cannot be grown here. Co-ordination with neighborhood, community, or other groups can foster self-sufficiency in food, nutrition, storage, health care, housing, and personal finance. And we can address the broader issues of the causes of hunger, poverty, disenfranchisement, or disabilities to cope in an increasingly complex globally responsive and increasingly more monetarized and commercialized society.

It shall be the purposes of Urban Agriculture, Inc., a not-for-profit corporation, inclusive, but not exclusive to:

I. Locate, schedule, and develop potential properties, and arrange through agreement, lease, or purchase, for growing, storing, or processing food;
II. Schedule labor and other inputs to enable growing and providing good quality food to Oregon Food Bank and its member agencies and organizations.
III. Raise funds for, or in-kind goods or services to support the organization - equipment, fuel seed and starts, storage, processing, transportation, distribution, and program development and administration.
Appendix C

Excerpts From Portland Zoning Code and Zoning Maps
Institutional Use Categories

33.920.400 Basic Utilities

A. Characteristics. Basic Utilities are infrastructure services which need to be located in or near the area where the service is provided. Basic Utility uses generally do not have regular employees at the site. Services may be public or privately provided.

B. Examples. Examples include water and sewer pump stations; electrical substations; water towers and reservoirs; stormwater retention and detention facilities; telephone exchanges; mass transit stops or turn arounds, and park-and-ride facilities for mass transit.

C. Exceptions.
   1. Services where people are generally present, such as fire stations and police stations, are classified as Community Services.
   2. Utility offices where employees or customers are generally present are classified as Offices.
   3. Bus and light rail barns are classified as Warehouse And Freight Movement.
   4. Regional power lines and utility pipelines are classified as Rail Lines And Utility Corridors.

33.920.410 Colleges

A. Characteristics. This category includes colleges and other institutions of higher learning which offer courses of general or specialized study leading to a degree. They are certified by the State Board of Higher Education or by a recognized accrediting agency. Colleges tend to be in campus-like settings or on multiple blocks.

B. Accessory Uses. Accessory uses include offices, housing for students, food service, laboratories, health and sports facilities, theaters, meeting areas, parking, maintenance facilities, and support commercial.

C. Examples. Examples include universities, liberal arts colleges, community colleges, nursing and medical schools not accessory to a hospital, and seminaries.

D. Exceptions. Business and trade schools are classified as Retail Sales And Service.

33.920.420 Community Services

A. Characteristics. Community Services are uses of a public, nonprofit, or charitable nature generally providing a local service to people of the community. Generally, they
provide the service on the site or have employees at the site on a regular basis. The service is ongoing, not just for special events. Community centers or facilities that have membership provisions are open to the general public to join at any time, (for instance, any senior citizen could join a senior center). The use may also provide special counseling, education, or training of a public, nonprofit or charitable nature.

B. Accessory uses. Accessory uses may include offices; meeting areas; food preparation areas; parking, health and therapy areas; daycare uses; and athletic facilities.

C. Examples. Examples include libraries, museums, senior centers, community centers, publicly owned swimming pools, youth club facilities, hospices, police stations, fire stations, ambulance stations, drug and alcohol centers, social service facilities, vocational training for the physically or mentally disabled, crematoriums, columbariums, and mausoleums.

D. Exceptions.

1. Private lodges, clubs, and private or commercial athletic or health clubs are classified as Retail Sales And Service. Commercial museums (such as a wax museum) are in Retail Sales And Service.

2. Parks are in Parks And Open Areas.

3. Social service agencies that primarily engage in providing on-site food or overnight shelter beds are classified as Essential Service Providers.

33.920.430 Daycare

A. Characteristics. Daycare use includes day or evening care of two or more children outside of the children's homes, for a fee. Daycare uses also include the daytime care of teenagers or adults who need assistance or supervision.

B. Accessory Uses. Accessory uses include offices, play areas, and parking.

C. Examples. Examples include preschools, nursery schools, latch key programs, and adult daycare programs.

D. Exceptions. Daycare use does not include care given by the parents, guardians, or relatives of the children, or by babysitters. Daycare use also does not include care given by a "family daycare" provider as defined by ORS 418.805 if the care is given to 12 or fewer children at any one time including the children of the provider. Family daycare is care regularly given in the family living quarters of the provider's home.

33.920.440 Essential Service Provider

A. Characteristics. Essential Services Provider uses (ESPs) are primarily engaged in providing on-site food or shelter beds, for free or at significantly below market rates.
B. Accessory uses. Accessory uses include offices, counseling, and facilities for recreation, restrooms, bathing, and washing of clothes.

C. Examples. Examples include temporary or permanent emergency shelters, night time shelters, rescue missions, soup kitchens, and surplus food-distribution centers.

D. Exceptions.

1. Uses or functions run by or for an ESP use, but where there is no direct ESP service provided, are not in this category. Examples are administrative offices, retail outlets, daytime drop-in centers, counseling and vocational training facilities, and Single Room Occupancy (SRO) housing.

2. Uses which provide food on-site as an accessory use are not included if the service is provided less than 5 days a week. For example, a church that provides a free or low cost meal once a week would not be classified as an ESP use.

33.920.450 Medical Centers

A. Characteristics. Medical Centers includes uses providing medical or surgical care to patients and offering overnight care. Medical centers tend to be on multiple blocks or in campus settings.

B. Accessory uses. Accessory uses include out-patient clinics, offices, laboratories, teaching facilities, meeting areas, cafeterias, parking, maintenance facilities, and housing facilities for staff or trainees.

C. Examples. Examples include hospitals and medical complexes that include hospitals.

D. Exceptions.

1. Uses that provide exclusive care and planned treatment or training for psychiatric, alcohol, or drug problems, where patients are residents of the program, are classified in the Group Living category.

2. Medical clinics that provide care where patients are generally not kept overnight are classified as Offices.

3. Urgency medical care clinics are classified as Retail Sales And Service.

33.920.460 Parks And Open Areas

A. Characteristics. Parks And Open Areas are uses of land focusing on natural areas, large areas consisting mostly of vegetative landscaping or outdoor recreation, community gardens, or public squares. Lands tend to have few structures.

B. Accessory uses. Accessory uses may include club houses, maintenance facilities, concessions, caretaker's quarters, and parking.
C. Examples. Examples include parks, golf courses, cemeteries, public squares, plazas, recreational trails, botanical gardens, boat launching areas, nature preserves, and land used for grazing that is not part of a farm or ranch.

33.920.470 Religious Institutions

A. Characteristics. Religious Institutions are intended to primarily provide meeting areas for religious activities.

B. Accessory uses. Accessory uses include Sunday school facilities, parking, caretaker's housing, one transitional housing unit, and group living facilities such as convents. A transitional housing unit is a housing unit for one household where the average length of stay is less than 60 days.

C. Examples. Examples include churches, temples, synagogues, and mosques.

33.920.480 Schools

A. Characteristics. This category includes public and private schools at the primary, elementary, middle, junior high, or high school level that provide state mandated basic education.

B. Accessory uses. Accessory uses include play areas, cafeterias, recreational and sport facilities, auditoriums, and before- or after-school daycare.

C. Examples. Examples include public and private daytime schools, boarding schools and military academies.

D. Exceptions.

1. Preschools are classified as Daycare uses.

2. Business and trade schools are classified as Retail Sales and Service.

Other Use Categories

33.920.500 Agriculture

A. Characteristics. Agriculture includes activities which raise, produce or keep plants or animals.

B. Accessory uses. Accessory uses include dwellings for proprietors and employees of the use, and animal training.

C. Examples. Examples include breeding or raising of fowl or other animals; dairy farms; stables; riding academies; kennels or other animal boarding places; farming, truck gardening, forestry, tree farming; and wholesale plant nurseries.
D. Exceptions.

1. Processing of animal or plant products, including milk, and feed lots, are classified as Manufacturing And Production.

2. Livestock auctions are classified as Wholesale Sales.

3. Plant nurseries which are oriented to retail sales are classified as Retail Sales And Service.

33.920.510 Aviation And Surface Passenger Terminals

A. Characteristics. Aviation And Surface Passenger Terminals includes facilities for the landing and takeoff of flying vehicles, including loading and unloading areas. Aviation facilities may be improved or unimproved. Aviation facilities may be for commercial carriers or for shared use by private aircraft. Aviation And Surface Passenger Terminals also includes passenger terminals for aircraft, regional bus service, regional rail service, and regional marine transportation.

B. Accessory uses. Accessory uses include freight handling areas, concessions, offices, parking, maintenance and fueling facilities, and aircraft sales areas.

C. Examples. Examples include airports, bus passenger terminals for regional bus service, railroad passenger stations for regional rail service, passenger docks for regional marine travel such as ocean-going cruise ships, air strips, seaplane facilities, and helicopter landing facilities.

D. Exceptions.

1. Bus and rail passenger stations for subregional service such as mass transit stops and park-and-ride facilities are classified as Basis Utilities.

2. Marine passenger docks for subregional marine travel such as Columbia River cruise ships, water taxis, or recreational boating; and other marine tie ups (such as the seawall between the Broadway bridge and the Hawthorne bridge) are not included in this category and are classified as accessory to their adjacent facilities. Marine passenger terminals that are accessory to marine freight terminals are classified as accessory facilities in the Warehouse And Freight Movement category.

3. Private helicopter landing facilities which are accessory to another use, are considered accessory uses. However, they are subject to all the regulations and approval criteria for helicopter landing facilities.

33.920.520 Detention Facilities

A. Characteristics. Detention Facilities includes facilities for the judicially required detention or incarceration of people. Inmates and detainees are under 24 hour supervision by sworn officers, except when on an approved leave.
33.750.050 Fee Waivers
(Amended by Ord. No. 163697, effective 1/1/91.) The Planning Director may waive land use review fees in the following situations. The decision of the Director is final. The waiver approval must occur prior to submitting the application.

A. Recognized organization waiver. An appeal fee may be waived for a recognized organization if all of the following are met:

1. The recognized organization has standing to appeal;
2. The appeal is not being made on the behalf of an individual;
3. The decision to appeal was made by a vote of the general membership, of the board, or of a land use subcommittee in an open meeting; and
4. The appeal contains the signature of the chairperson or the contact person of the recognized organization, as listed on the most recent list published by the Office of Neighborhood Associations, confirming the vote to appeal as required in Paragraph 3. above.

B. Low income waiver.

1. Land use review fees. An individual applying for a land use review who believes that he or she cannot pay the required fee(s), may request a waiver of fees. Applicants receiving a fee waiver must be an individual or noncorporate entity. An applicant for a fee waiver will be required to certify gross annual income and household size. The fee will be waived only for households with a gross annual income of less than 50 percent of the area median income as established by the Department of Housing and Urban Development (HUD), as adjusted for household size. Information relating to fee waivers must be made available by the Planning Director. The Planning Director will determine eligibility for fee waivers. Financial information provided by the applicant will remain confidential.

2. Appeal fees. The appeal fee may be waived for those qualifying under Paragraph 1 above who are appealing the decision on their application. In addition, an appeal fee may be waived for a low income individual (as specified in B.1 above) or noncorporate entity appealing a land use review decision, provided the following are met:

   a. The individual resides or the entity is located within the required notification area for the review; and
   b. The individual has resided in a dwelling unit at that address for at least 60 days.

C. City government and nonprofit waiver. The Director may waive the land use review fees for City Bureaus and for nonprofit organizations that directly serve low-income individuals. In either case, the Director must find that the activities, but not necessarily the specific request of the organization, are consistent with and further the goals and policies of the City.
### Table 140-1

#### Employment and Industrial Zone Primary Uses

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<tr>
<th>Use Categories</th>
<th>EG1</th>
<th>EG2</th>
<th>EX</th>
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Y = Yes, Allowed
L = Allowed, But Special Limitations
CU = Conditional Use Review Required
N = No, Prohibited

Notes:

- The use categories are described in Chapter 33.920.
- Regulations that correspond to the bracketed numbers [ ] are stated in 33.140.100.B.
- Specific uses and developments may also be subject to regulations in the 200s series of chapters.
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Commercial Zone Primary Uses

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Y = Yes, Allowed  
L = Allowed, But Special Limitations  
CU = Conditional Use Review Required  
N = No, Prohibited

Notes:  
• The use categories are described in Chapter 33.920.  
• Regulations that correspond to the bracketed numbers [ ] are stated in 33.130.100.B.  
• Specific uses and developments may also be subject to regulations in the 200s series of chapters.

130-5
### Table 120-1
**Multi-dwelling Zone Primary Uses**

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- **Y** = Yes, Allowed
- **NM** = Not Prohibited
- **L** = Allowed, But Special Limitations
- **CU** = Conditional Use Review Required
- **N** = No, Prohibited

Notes:
- The use categories are described in Chapter 33.920.
- Regulations that correspond to the bracketed numbers [ ] are stated in 33.120.100.B.
- Specific uses and developments may also be subject to regulations in the 200s series of chapters.
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Y = Yes, Allowed  
L = Allowed, But Special Limitations  
CU = Conditional Use Review Required  
N = No, Prohibited  

Notes:  
- The use categories are described in Chapter 33.920.  
- Regulations that correspond to the bracketed numbers [ ] are stated in 33.110.100.B.  
- Specific uses and developments may also be subject to regulations in the 200s series of chapters.
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Y = Yes, Allowed
L = Allowed, But Special Limitations
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Notes:
- The use categories are described in Chapter 33.920.
- Regulations that correspond to the bracketed numbers [ ] are stated in 33.100.100.B.
- Specific uses and developments may also be subject to regulations in the 200s series of chapters.
Appendix D

Draft Zoning Confirmation Letter
Dear (Insert Name),

The Oregon Food Bank (OFB) is seeking ways to increase the volume of quality food available to people in need and to address the issues underlying hunger. To this end, we have been examining ways to grow fresh fruit and vegetables in Portland's urban area. At this time we have identified a shared or community garden as a desirable method. We hope to identify possible sites in North and Northeast Portland, primarily on vacant lots, in the coming months and years. In order to proceed with assurances that these gardens are allowed under the zoning code, we are requesting a zoning confirmation. This mechanism was identified by a member of your staff as an easy and quick way to verify our understanding of the Code language.

Community gardens are included as a characteristic in the Parks and Open Areas Use category. However, the term "community garden" is not defined. The other characteristics of the use are "land focusing on natural areas, large areas consisting mostly of vegetative landscaping or outdoor recreation, or public squares. Lands tend to have few structures." Alternatively, the Agriculture Use Category has been proposed as applicable to the use we intend. The characteristics of the use are "activities which raise produce or keep plants or animals."

We believe, and are seeking confirmation, that the Parks and Open Areas Use Category is the more appropriate category for our gardens. There are a number of aspects of these projects that distinguish them from an agriculture use and steer us toward the Parks and Open Areas Category. These sites will involve small-scale garden plots (approximately 20' X 20') and will share water and compost facilities. We hope to rototill the garden once a year, but no large machinery will be used on site for planting or harvesting (as would be the case with a "farm"). We plan to prohibit the use of herbicides and limit the use of pesticides. Typically, these gardens will be developed on lots no larger than 200' X 200'. We hope to develop some sites as a joint venture with the Parks Bureau's Community Gardens Program.

Finally, I would like to request a fee waiver for the cost of this zoning confirmation. OFB meets the requirements of 33.750.050(C) - Fee Waivers; City Government and Nonprofit Waiver, in that our clientele is predominantly low income and our activities are clearly "consistent with and further the goals and policies of the City."

Please do not hesitate to contact me if you need additional information to process our request.

Sincerely yours,

Rachel Bristol-Little, Director
Oregon Food Bank
Appendix E

Property Profiles
Parcel Number: R19410 '9770  T:  R:  S:  Q:
Map Number : 2126
Owner : PORTLAND CITY OF
CoOwner :
Site Address : **NO SITE ADDRESS* PORTLAND 97217
Mail Address : 1120 SW 5TH AVE PORTLAND OR 97204
Telephone :

SALES AND LOAN INFORMATION

Transferred: Loan Amount :
Document #: 2157-0333 Lender :
Sale Price : Loan Type :
Deed Type : Interest Rate:
% Owned : Vesting Type :

ASSESSMENT AND TAX INFORMATION

Land : $88,900 Exempt Amount : $88,900
Structure : Exempt Type : OTHER
Total : $88,900 Levy Code : 001
% Improved: Millage Rate : 20.6941

PROPERTY DESCRIPTION

Map Page & Grid :
Census Tract Block
Improvement Type: A VACANT LAND
Zoning : OS
Subdivision/Plat : DAHLKE ADD
Neighborhood Cd : 188
Land Use : 170 OTHER, RESIDENTIAL, UNIMPROVED
Legal : DAHLKE ADD EXC PT IN ST BLOCK 19
: NONTAXABLE MAP 2126

Page: 1 of 2

The Information Provided Is Deemed Reliable, But Is Not Guaranteed.
**PROPERTY CHARACTERISTICS**

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The Information Provided Is Deemed Reliable, But Is Not Guaranteed.
MET R O S C AN PRO P E R T Y P R O F I LE =
Washington County

Reference Parcel #: 2S114CB 00800
Parcel Number : R0517694
Owner : TUALATIN CITY OF
CoOwner :
Site Address : 10465 SW HAZELBROOK RD TUALATIN 97062
Mail Address : PO BOX 369 TUALATIN OR 97062
Telephone :

SALES AND LOAN INFORMATION

Transferred: 12/17/90
Document #: 69925
Sale Price:$200,000
Deed Type :

ASSESSMENT AND TAX INFORMATION

Land : $177,000
Structure: Exempt Amount:
Other :
Total : $177,000
%Improved:

PROPERTY DESCRIPTION

Map Grid: 685 D2
Census : Tract 320.00 Block 1
MillRate: 21.7192
Sub/Plat: HAZELBROOK FARM
Land Use: 9152 GOV.CITY
Legal : HAZELBROOK FARM, LOT PTS 15 & 25,
: ACRES 8.85, NON-ASSESSABLE

PROPERTY CHARACTERISTICS

Bedrooms : 3
Lot Acres : 8.85
Lot SqFt : 385,506
Year Built: 1960
Bldg SqFt : 2,782

The Information Provided Is Deemed Reliable, But Is Not Guaranteed.
Appendix F

Site Photographs
Blair Community Garden with its accessible boxes and neat beds.
How Portland's Community Gardens might look with an OFB "donation station".
North Columbia and Chataqua.

Looking west along North Columbia.
Center of North Columbia site looking west.
Center of North Columbia site looking east.
The Jurgens-Hazelbrook site facing northwest.

The Jurgens-Hazelbrook site facing southeast.
Appendix G

Portland Community Gardens Map
North Portland:
1. Johns Garden, N. Edison St. & Johns
2. Strong Garden, N. Strong St
Northeast Portland:
4. Everett, NE Everett & 27th
5. Cully, NE 43rd and Killingsworth
Northwest Portland:
6. Adams, Cornell Rd.
Southwest Portland:
7. Front & Curry, near SW 1st & Barbur Blvd.
8. Water & Gibbs, SW Water & Gibbs
9. Fulton Garden, SW 2nd & Miles
10. Gabriel Garden, SW 41st & Canby
11. Vermont Hills, SW 55th & Iowa
Southeast Portland:
12. Berrydale, SE 90th & Taylor
13. Blair, SE 33rd & Stark
14. Buckman, SE 18th & Oak
15. Clinton, SE 18th & Clinton
16. Col. Summers, SE 20th & Taylor
17. Ivon, SE 38th & Ivon
18. Kenilworth, SE 34th & Gladstone
19. Lents, SE 88th & Steele
20. Reed, SE 28th & Steele
21. Sewallcrest, SE 31st & Market
Appendix H

Key to Map of Portland Area
OFB Local Member Agencies
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<td>13600 Allen Boulevard</td>
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<td>28475 Canyon Creek Road Wilsonville OR 97070</td>
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<td>SVDP St. Therese Dining Hall</td>
<td>330 SE Eleventh Avenue, Portland, OR 97214</td>
<td>650-0823</td>
</tr>
<tr>
<td>Bradley Angle House</td>
<td>PO Box 14694, Portland, OR 97214</td>
<td>3210 SE Stark, 672-1542</td>
</tr>
<tr>
<td>Friendly House, Inc.</td>
<td>1806 NW Irving, Portland, OR 97209</td>
<td>440-2761</td>
</tr>
<tr>
<td>Clackamas Christian Center</td>
<td>4711 SE Lake Road, Milwaukie, OR 97222</td>
<td>440-1043</td>
</tr>
<tr>
<td>Salvation Army - Family Services</td>
<td>1712 NE Sandy, Portland, OR 97232</td>
<td>1620 SE Hawthorne, 292-2248</td>
</tr>
<tr>
<td>Gospel Ministries</td>
<td>222 NW Couch, Portland, OR 97208</td>
<td>233-5652</td>
</tr>
<tr>
<td>6611 SE Powell, Portland, OR 97202</td>
<td>394-0002</td>
<td>Mon-Fri 9am-12pm Marion food boxes, EFBI pantry</td>
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<td>Sisters of the Road Cafe</td>
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<td>U.F.C.W. 1555 Food Bank</td>
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Appendix I

Sample Surveys for OFB Local Member Agencies and Recipients
Survey for Local Member Agencies

Name of Agency: __________________________ Address: __________________________

Please check one:  Emergency Food Box Distribution Site _____
                   Emergency Meal Kitchen _____

What type(s) of produce comes to your agency on a regular basis?
(Please check all that apply)
____ apples       ____ grapes
____ broccoli     ____ lettuce
____ carrots      ____ oranges
____ cauliflower  ____ potatoes
____ tomatoes     ____ other, please specify

What types of produce would your agency like to receive on a regular basis?
(Please check all that apply)
____ apples       ____ grapes
____ broccoli     ____ lettuce
____ carrots      ____ oranges
____ cauliflower  ____ potatoes
____ tomatoes     ____ other, please specify

What are your storage capabilities for fresh fruit and vegetables?
(Please check all that apply)
____ refrigeration
____ shelves in a cool, dry place
____ other, please specify

On average, how many food boxes are prepared and picked up each day? _____
   each week? _____

(Kitchens)
How do you prepare the fresh fruit and vegetables you receive?
(Please check all that apply)
____ serve raw or fresh
____ cook as a separate dish
____ addition to other recipe
____ other, please specify

On average, to how many people do you serve a meal each day? _____
   each week? _____
Survey for Oregon Food Bank Clients

Is this the first time you have received a food box from this agency?

____ yes
____ no

Do you receive a food box on a regular basis from this agency?

____ yes
____ no

What types of fresh fruit and vegetables have you received in a food box?
(Please check all that apply)

____ apples     ____ grapes
____ broccoli    ____ lettuce
____ carrots     ____ oranges
____ cauliflower ____ potatoes
____ tomatoes    ____ other, please specify ____________________________

What types of fresh fruit and vegetables would you like to receive in a food box?
(Please check all that apply)

____ apples     ____ grapes
____ broccoli    ____ lettuce
____ carrots     ____ oranges
____ cauliflower ____ potatoes
____ tomatoes    ____ other, please specify ____________________________

How do you use the fresh fruit and vegetables you do receive?
(Please check all that apply)

____ eat raw, fresh
____ cook as a separate dish
____ add to other recipe

Would you like some assistance in planning healthy and nutritional meals?

____ yes
____ no

Optional:

Name: ______________________________
Address: ___________________________
Phone: _____________________________

NOTE: This client survey can be modified for recipients of meals.
Appendix J

Oregon Food Bank Strategic Planning Goals and Strategies
OREGON FOOD BANK
STRATEGIC PLANNING GOALS & STRATEGIES

Approved by the OFB Board of Directors 6/24/92

GOAL I.

By 1997, to at least triple the amount of quality food acquired and made available to disadvantaged people.

STRATEGY OPTIONS:

A. Encourage priority food donations.
B. Increase emphasis on value-added product, e.g. baking mix, repack.
C. Develop a statewide buying service.
D. Support development of Perishable and Prepared Foods Programs.
E. Pursue cannery targeted donation days.
F. Increase food drives.
G. Increase cooperation with Second Harvest food banks to access additional food.
H. Establish alternative food acquisition programs.
I. Support the establishment of regional specialized farms.

GOAL II.

By 1997, to significantly increase statewide, regional and local capacities to acquire, store and distribute a greater volume of quality food.

STRATEGY OPTIONS:

A. Provide organizational development and technical assistance for agencies.
B. Increase network ability to handle frozen and perishable food.
C. Investigate alternatives to share cost contributions.
D. Coordinate a central equipment acquisition and dispatch service.
E. Assist in development of cooperation and coordination with and between gleaning groups statewide.
F. Link agencies with gardening efforts.

- over -
A Certified Member of Second Harvest National Foodbank Network

2540 N.E. Riverside Way • Portland, Oregon 97211 • (503) 282-0555
Printed on recycled paper.
GOAL III.

By 1997, to have a statewide network which addresses regional scarcities and ensures that all RCAs and their member agencies can meet the needs of disadvantaged people in their areas.

STRATEGY OPTIONS:

A. Complete an in-depth research to determine baseline information on ongoing regional scarcity issues and barriers to service.
B. Research what structures or techniques work best in other systems/organizations.
C. Evaluate and recommend options for network structure.
D. Establish ongoing technical assistance to enhance the statewide network's volunteer programs.

GOAL IV.

By 1997, to dramatically impact the conditions underlying hunger and to promote the empowerment of disadvantaged people to achieve economic independence.

STRATEGY OPTIONS:

A. Achieve results through participation in coalitions/partnerships, e.g. support the "Human Investment" agenda.
B. Advocate directly at local, state and federal-level for legislation for adequate wage levels, health care, affordable housing, literacy, child care.
C. Develop avenues for input into public and private sector economic planning/development decisions, e.g. jobs and job training, housing, wages, health care.
D. Continue and expand public education on hunger, poverty and opportunities for change.
E. Ask low-income people what they want.
F. Increase nutritional information and consumer skills information to clients.
G. Organize clients to use their political power.
H. Work to alleviate cultural and language barriers.

GOAL V.

By 1997, to ensure that adequate resources are easily available to people in need.

STRATEGY OPTIONS:

A. Advocate for increased funding and improved access to federal food programs.
B. Work cooperatively with national coalitions, networks and organizations including, for example, Second Harvest and Food Research and Action Center.
C. Advocate for government tax incentives to encourage corporations to donate.
Appendix K

"Creating Community Through Urban Gardening"
Proposal and Contract for the Planning Workshop
"Creating Community Through Urban Gardening"

A proposal and contract for the Planning Workshop

Presented by the Basic Four Group:
Jay Gratchner
Susan Hartnett
Susan Kroll
Laurie Nicholson

January 05, 1994
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Contract for Mutual Benefit

The "Basic Four Food Group", consisting of Jay Gratchner, Susan Hartnett, Susan Kroll and Laurie Nicholson, agree to undertake a planning project described as "Community Development Through Urban Gardening", hereinafter referred to as "the project". This contract outlines the work tasks that will be performed, the context in which the project shall be pursued, and the principles that guide this enterprise.

The work of the contract shall be performed in the context of the Planning Workshop/Studio and the AICP Code of Professional Conduct. The studio perspective is regional in nature and all work within the contract will be consistent with this broad view. In addition, the educational nature of the undertaking and the experience of self-selected and self-directed group work are relevant to this contract. The Code of Conduct states general and specific attitudes and actions regulating the planner's performance that will be applied to this undertaking.

There are several diverse parties of interest to this contract. Each party is briefly described below and the benefits accruing to each is outlined in greater detail on the pages that follow.

The Oregon Food Bank is a statewide organization which provides services and food to regional & local food distribution agencies and is the primary client for this project. Trell Anderson, Research and Training Coordinator - OFB, will provide insight, encouragement, and direction to the members of the Basic Four Food Group. The details of this relationship are discussed in the Scope of Planning Services (attached). The outcome of this project is of interest to the OFB, who stands to gain information about a matter which is of significant concern to them. An additional client may be identified in the course of this project. It is possible that a community development corporation or urban gardening advocacy group/agency may wish to become involved. If such a group is identified and the time constraints of the project allow, this addition will be considered.

The students and faculty of the Workshop/Studio are also parties of interest to this contract. The Basic Four Food Group will share with the studio the results of our experiences and research. We will do so with the intent of instilling broader knowledge and understanding about hunger, food production and community development in our colleagues. In return we expect to be treated in a "fair, considerate, professional, and equitable manner" (AICP Code of Professional Conduct) in the review of our work.
The Portland region, in a very real sense, is interested in the outcome of this work. The region will gain understanding about the importance of food production to the well-being of its less privileged residents. By exploring the impediments to urban subsistence gardening, this work will heighten the awareness of regional leaders to the issues and outline ways to make changes.

Finally, the Basic Four's interest in the outcome relates to our desire, as individuals and as a group, to produce a reasoned, professional product that will reflect well on our talents and abilities. Our primary desire is to learn and grow through the process and work associated with the project. To achieve this educational objective, we require clear, immediate and active guidance from our instructors if we veer from the highest workshop grading standards.

The following pages detail the terms and scope of work bound by this contract.

Oregon Food Bank

The following work will be performed for OFB by the Basic Four Food Group:

**TASK I:** Analyze impediments to and advantages of an urban gardening program as a supply source of produce for the OFB local network and Board of Directors. Develop implementation strategies for such a program.

**TASK II:** Update the land use survey for vacant lots of the Albina Community Plan area and visually survey for useable open space and underdeveloped lots in order to determine the location of vacant lots in proximity to OFB member agencies (food pantries and emergency kitchens) which could potentially be used as gardening sites.

**TASK III:** Conduct a focus group of OFB staff, staff of their distribution agencies in the Albina area, urban gardening advocates/experts and members of the public who may benefit from this program to discuss ideas and concerns about implementing such a program.

The following work may be performed for OFB by the Basic Four if time permits and the work is deemed relevant and valuable to the project:
TASK IV: Identify case study sites for implementation of a community urban gardening project by OFB or another agency. Develop recommendations related to implementation.

**Planning Workshop/Studio:**

The Basic Four will conduct an informal group discussion with the students and faculty of the Workshop/Studio which focuses on issues related to the project. The discussion will be informed by the work the Basic Four are about to embark on and will include specific information about the ways in which public policy and decision making can impede the improvement of living standards through urban subsistence gardening. The intent of the discussion will be to excite within each participant his/her own sense of justice and compassion for those members of the underclass who are often overlooked in public policy formation that relate to urban food production.

The Basic Four will also consider hosting a "dinner party" for the Workshop/Studio students and faculty. This event would again focus attention on urban food acquisition and production. The menu would be designed to highlight issues that may otherwise be unknown to the participants. Possible examples include using the products found in an OFB emergency food box to demonstrate the need for fresh produce or providing a sampling of food grown in an urban garden.

**Portland Region**

In the AICP Code of Conduct, the planner's obligation to the public interest is stated as primary. The Basic Four are committed to embodying the principles set forth in the Code. Specifically, the group intends to link public policy decisions with impacts on urban food production for the disadvantaged. This issue will be examined with an eye to the interconnectedness of these decisions and their long range impacts.

The following work performed by the Basic Four Food Group will have regional impact and importance:

**TASK V:** Identify public policy impediments to neighborhood subsistence gardening.  
**TASK VI:** Examine how urban gardening can contribute to community development goals.  
**TASK VII:** Make recommendations for change in public policy to enhance urban gardening as a subsistence and community development activity.
Individual Members of the Basic Four Food Group

I, Jay Gratcbner, joined this planning project because it drives me to explore the issue further. I am amazed that in a state as agriculturally diverse as Oregon that any resident would go to bed hungry. But it happens. In the Willamette Valley, there are thousands of acres of agriculturally productive farm land. The federal government is paying Oregon farmers subsidies to refrain from yielding maximum levels of food production.

In the planning studio, I will attempt to incorporate my past planning experience with the tools acquired in the Masters curriculum in addressing Portland’s hunger -- food -- nutritional -- agricultural problems. I feel this is a rare opportunity to utilize my planning skills to solve a problem of my choosing.

Specific tasks I may undertake include:
A. Conduct a literature search on urban gardens
B. Review OFB's existing food distribution systems, its needs, and capacities
C. Examine crop yields, production, preservation, preparation methods from the Oregon State Extension Service and the Oregon State Department of Agriculture
D. Assist in assembling and creatively analyzing data

I, Susan Hartnett, will diligently apply my diverse skills and knowledge to the project. Specifically, I will share my project management experience for the initial and ongoing planning and coordination of this project. The resources of my many years of networking in the Portland region will be available to and shared with colleagues. I will work diligently on any assignment I agree to accept, keeping to deadlines whenever possible. My interactions with the other group members will be based on a desire to encourage and support them as planners and to benefit from their knowledge and experience.

Specific tasks I may undertake include:
A. Conduct searches for relevant literature and public policies
B. Lead or participate in focus groups
C. Assist in survey data collection
D. Assist in mapping distribution sites, vacant lands and zoning
E. Participate in analysis and generation of implementation strategies
F. Write portions of the final document
I, Susan Kroll, am committed to completing a project that can be a resource to those agencies and nonprofit groups who are interested in viewing vacant urban land in a different light. I am committed to a project that can be implemented and not shelved. I am committed to the issue of empowerment, and urban gardening is an excellent way for people of all ages and backgrounds to be productive and useful.

I bring to this group my management, marketing, and agricultural experience as well as my connections to the Oregon State Extension Service and Oregon Department of Agriculture.

I am pleased that we have been given an opportunity to work on a project that is a stretch for the Urban Planning Workshop. It is not a traditional land use planning project; however, it is a critical planning project nonetheless.

Specific tasks I may undertake include:

A. Conducting a focus group
B. Identifying a site in the Albina community as a case study for urban garden implementation strategies.
C. Performing a literature search on urban gardens

I, Laurie Nicholson, joined the Basic Four Food Group because I wanted to be part of a planning process I believed would involve: defining the problem, choosing among the alternatives based on community/citizen involvement, and implementing a plan. Given my journalism background, I believe that I could assist in merging separate documents and editing. My experience with using Atlas Pro qualifies me for generating maps with a computer. Since I work in development review at the Oregon Department of Transportation, I am willing to research zoning codes, building codes, and any other land use related issues.

Specific tasks I may undertake include:

A. Review zoning and building codes
B. Prepare maps and other graphics, respectively, on Atlas Pro and other computer programs
C. Assist in identifying implementation strategies for OFB
SCOPE OF PLANNING SERVICES
Executive Summary

The Basic Four Food Group's work for Winter Term will be to establish a replicable planning process for the Oregon Food Bank (OFB), developing an urban gardening strategy. This document represents the diligent work of Jay Gratchner, Susan Hartnett, Susan Kroll, and Laurie Nicholson. It operationalizes the concept of creating community through urban gardening by outlining the group's proposed responsibilities and obligations to the Oregon Food Bank, the Planning Workshop, and the Basic Four Food Group.
GENERAL PLANNING INTENTIONS

The Oregon Food Bank (OFB) desires to increase its production and acquisition of fresh produce in an urban setting. In Goal I of its five year strategic plan, OFB wants to "triple the amount of quality food acquired and made available to disadvantaged people". Three strategies it is working on to achieve that goal are to: 1.) support development of a perishable food program; 2.) establish alternative food acquisition programs; and 3.) support the establishment of regional specialized farms. Oregon Food Bank’s second stated goal is to increase its distribution capacities and one strategy to achieve that goal is to link agencies with gardening efforts. Goal IV of OFB’s strategic plan explicitly states they will work to "impact the conditions underlying hunger and to promote the empowerment of disadvantaged people to achieve economic independence," a concept tied to community development &... empowerment.

The work of this project is designed to assist OFB in achieving their strategic goals and to pursue our vision of "Community Development Through Urban Gardening".

We will explore sustainable urban farming and food production methods which could be implemented by OFB. When planning for the future, OFB realizes it is currently without a predictable supply of fresh fruit and vegetables for the food pantries and emergency kitchens they serve. OFB would like to include fresh produce in emergency food boxes, a three to five day supply of food for families in immediate crisis situations. These Emergency Food Boxes are seriously lacking in fresh produce.

We intend to examine the creation of community through urban gardening.

Specifically, this project intends to encourage an ethic of providing a hand-up for those in need of nourishment. By involving the ultimate consumer, urban gardening programs can contribute to the education, nutrition, and self esteem of low income people. These programs can empower disadvantaged people which is a primary goal of the Oregon Food Bank and our project.

Our project intends to discover deterrents to and benefits yielded from urban gardening that can develop community among a given group of residents. We expect to explore the realm of issues related to implementing community urban gardening programs and, if possible, we
expect this project to produce a "how to" document for potential implementers.

While OFB has goals of community empowerment, they are not a community development corporation (CDC). This project may ultimately be more successful if implemented by a CDC or other community development agency. The ultimate product, being "how to" in nature, could be replicated and thereby impacts the entire region and beyond.

We have another goal with regards to this project. We expect to have an enjoyable learning experience both with regards to the task at hand as well as with regards to the group dynamic itself. Our group's goal is to arrive at decisions in a cooperative, non-hierarchical manner, to have respect for the strengths and weaknesses each member brings to the whole and to support each other throughout the process.
WORK PROGRAM

-Methods
-Expected Products
-Tentative Time Schedule

The following is the scope of work we intend to complete in order to realize our goals related to urban subsistence gardening programs. This includes tasks, methods, products, and schedules:

TASK I
Analyze impediments to and advantages of urban gardening programs as a supply source of produce for OFB local member agencies. Develop implementation strategies for such a program.

Methods

1.1) Conduct literature search of previous and existing urban gardening programs.

1.2) Review OFB's existing distribution systems, needs, and capacities.

1.3) Use the services and knowledge of the Oregon State Extension Service and Oregon Department of Agriculture for information regarding crop yields, production, preservation, and preparation methods.

1.4) Produce recommendations for implementation strategies appropriate to OFB.

Product

1A) Comprehensive written document, including extensive bibliography, that provides information and recommendations to OFB and regional jurisdictions on community development and food production through urban gardening.

Tentative Time Schedule

Method 1.1- Responsibility of Susan Hartnett, Susan Kroll, and Jay Gratchner
   • Task will be accomplished February 1, 1994

Method 1.2- Responsibility of Jay Gratchner
   • Task will be accomplished January 17, 1994
Method 1.3- Responsibility of Susan Kroll, Laurie Nicholson, and Jay Gratchner
- Task will be accomplished February 15, 1994

Method 1.4- Responsibility of all group members
- Final recommendations will be made March 1, 1994 (in a draft final document)

TASK II

Update the land use survey for vacant lots of the Albina Community Plan area and visually survey for useable open space and underdeveloped lots in order to determine the location of vacant lots in proximity to OFB distribution agencies, food pantries and emergency kitchens which could potentially be used as gardening sites.

Methods

2.1) Map OFB local member agency sites in the Portland Metropolitan Region.

2.2) Update and overlay vacant land and zoning on the distribution site map for the Albina Community Plan area.

2.3) As time permits, perform the same survey and overlay process for selected sites in Washington and Clackamas Counties.

Products

2A) Large and small format maps of OFB distribution sites.

2B) Small format overlays of zoning and vacant lots.

Tentative Time Schedule

Methods 2.1 & 2.2- Responsibility of Laurie Nicholson and Susan Hartnett
- Tasks will be accomplished February 4, 1994

Method 2.3- Will probably not be undertaken unless time permits, then it will be assigned.

Products 2A & 2B- Responsibility of Laurie Nicholson and Susan Hartnett
- Tasks will be accomplished by March 1, 1993.

TASK III

Conduct a focus group of Oregon Food Bank staff, staff of their distribution agencies in the Albina area, urban gardening advocates/experts, and members of the public who may benefit from this program to discuss ideas and concerns about implementing urban gardening.
programs.

Methods

3.1) Contact interested parties and have preliminary discussions as to issues and questions potential implementers will have.

3.2) Hold and facilitate focus group.

Product

3A) Transcript and summary of focus group discussion.

Tentative Time Schedule

Method 3.1 and Product 3A- Responsibility of Susan Kroll and Susan Hartnett.

• Tasks will be accomplished by February 4, 1994.

TASK IV

Identify one case study site in the Albina Community Plan area for the application of implementation strategies of a community urban gardening project which could be pursued by the OFB or another agency. Develop recommendations related to implementation.

Methods

4.1) Conduct literature search of previous and existing urban gardening programs.

4.2) Make a field visit to Food for Lane County, an existing urban gardening project in Eugene.

4.3) Assemble and creatively analyze data collected.

4.4) Develop potential implementation strategies.

4.5) Evaluate strategies.

4.6) Choose study site for test case scenario.

Product

4A) Comprehensive evaluation and recommendations to OFB for program implementation at selected site.
Tentative Time Schedule

Method 4.1- Responsibility of Susan Kroll and Susan Hartnett.
  - Task will be accomplished by February 1, 1994.

Method 4.2- Responsibility of all group members.
  - Task will be accomplished by January 17, 1994.

Method 4.3- Responsibility of Jay Gratchner.
  - Task will be accomplished by February 10, 1994.

Methods 4.4 & 4.5- Responsibility of all group members.
  - Tasks will be accomplished, respectively, February 17, 1994 & February 21, 1994.

Method 4.6- Responsibility of Jay Gratchner and Laurie Nicholson.
  - Task will be accomplished by February 1, 1994.

Product 4A- Responsibility of Jay Gratchner.
  - Task will be accomplished by March 1, 1994.

_TASK V (Time Permitting)

Identify one case study site in Washington and/or Clackamas Counties for the application of implementation strategies of a community urban gardening project which could be pursued by the OFB or another agency. Develop recommendations related to implementation.

Methods

5.1) Conduct literature search of previous and existing urban gardening programs.

5.2) Make a field visit to Food for Lane County, an existing urban gardening project in Eugene.

5.3) Assemble and creatively analyze data collected.

5.4) Develop potential implementation strategies.

5.5) Evaluate strategies.

5.6) Choose study site for test case scenario.

Product

5A) Comprehensive evaluation and recommendations to OFB for program implementation at selected site.
Tentative Time Schedule

Methods 5.1-5.6 & Product 5A- Responsibility will be flexible and, consequently will not have a scheduled deadline, unless group members wish to accomplish Task V.

TASK VI
Identify public policy impediments to urban subsistence gardening.

Methods

6.1) Conduct open-ended, in-depth interviews with knowledgeable people involved in urban gardening.

6.2) Conduct literature search of previous and existing methods of creating community through urban gardening.

6.3) Analyze zoning codes, restrictions and definitions of agriculture, gardening and farming for the City of Portland. As time permits, perform similar analysis for areas to be determined in Washington and Clackamas Counties.

6.4) Time permitting, examine public policy barriers to the local distribution of urban garden products.

Product

6A) Comprehensive written document, including extensive bibliography, that provides information and recommendations to OFB and regional jurisdictions on community development and food production through urban gardening.

Tentative Time Schedule

Method 6.1- Responsibility of all group members.
• Task will be ongoing.

Method 6.2- Responsibility of Susan Kroll and Susan Hartnett.
• Task will be accomplished by February 1, 1994.

Method 6.3- Responsibility of Laurie Nicholson.
• Task will be accomplished by February 25, 1994.

Method 6.4- Responsibility will be assigned if time permits, so there is no deadline set.

Product 6A- Responsibility of all Food Group members.
• Final document to be written by March 1, 1994 (tentative draft).
TASK VII
Make recommendations about regional change in public policies to enhance urban gardening as a subsistence activity.

Methods

7.1) Assemble and creatively analyze data collected.
7.2) Develop potential implementation strategies.
7.3) Evaluate strategies.
7.4) Choose study site for test case scenario.

Product
7A) Comprehensive written document, including extensive bibliography, that provides information and recommendations to OFB and regional jurisdictions on community development and food production through urban gardening.

Tentative Time Schedule
- Task will be accomplished by February 10, 1994.

Methods 7.2 & 7.3- Responsibility of all group members.
- Task will be accomplished by February 17, 1994 & February 21, respectively.

Method 7.4- Responsibility of Laurie Nicholson and Jay Gratchner.
- Task will be accomplished by January 14, 1994.

Product 7A- Responsibility of all group members.
- Final document will be written by March 1, 1994.

TASK VIII (Time Permitting)
Examine how urban gardening can contribute to community development goals and make appropriate recommendations for change.

Methods

8.1) Use 1990 Census Data to identify what population segments and geographical areas are likely to benefit from a community urban gardening program.
8.2) Conduct literature search of previous and existing methods of community urban gardening that may contribute to raising the standard of living, increasing self-esteem and empowering low income households.

8.3) Conduct open ended and in-depth interviews with knowledgeable people involved in community building.

Product

8A) Comprehensive written document, including extensive bibliography, that provides information and recommendations to OFB and regional jurisdictions on community development and food production through urban gardening.

Tentative Time Schedule

Methods 8.1-8.3 Task will be accomplished if time permits and, consequently, is not assigned to any member, nor is a deadline assigned.

Product 8A Responsibility of all members.
- Final document will be written by March 1, 1994.


**Interactions**

The purpose of this section is to outline project interactions, accountabilities and flexibilities. These will act as guidelines for the project process. Since the group members are students, the ability to know precisely the boundaries and constraints of the project at the outset is limited. By establishing these statements now, we provide ourselves, our client and our colleagues parameters within which we can be expected to perform.

In the context of this project we will interact with the following groups as specified below:

**Oregon Food Bank**

1. Interviews with Rachel Bristol Little, Executive Director, and board member(s) to gain information and project guidance.

2. Trell Anderson, OFB staff, will provide project support and guidance. He will be consulting to the "Basic Four Food Group" on an as needed basis and meetings will be established at major milestones. (See Work Program)

3. Focus groups will include appropriate OFB staff and local member agency personnel.

**Planning Workshop Students/Faculty**

1. The planning studio members will be kept informed of project progress. Interaction with the studio will help this group maintain a broader focus than that which is required to accomplish project tasks.

2. Interaction between faculty and this group will provide moral support and guidance on planning process. The Basic Four Food Group expects immediate and active guidance from the faculty, if the group performs anywhere below the highest workshop grading standards.

**Project Group Members**

1. We will coordinate project tasks through weekly meetings established at times that are mutually convenient.

2. Project work will be done by individuals, sub-groups and the group as a whole.
Further interaction will occur with the following groups:

- City of Portland Community Gardening Program
- Ellen Knepper, Food for Lane County
- Oregon State University's Master Garden Program
- Dan Barker, Home Gardening Project

The following are areas of accountability and flexibility relating to the work of this project:

1. The work program provides milestones for task accomplishment. As each milestone is passed, the remaining work will be examined and adjusted as needed. These adjustments will be made in consultation with OFB and the workshop faculty.

2. The exact nature and level of detail of recommendations which will be made to OFB will be further negotiated during the course of this project.

3. Members of the group are accountable for commitments made to each other. However, recognizing the limits of time and skills, we can adjust the project dimensions to fit our mutual needs.
INTERNAL ORGANIZATION AND ETHICS OF THE FIRM

APPENDIX A
Appendix A

Internal Organization and Ethic of the Firm

The Basic Four Food Group formed from the sincere and mutual interests of Jay Gratchner, Susan Hartnett, Jay Gratchner, Susan Kroll and Lori Nicholson. The group came together around a project idea which is, first and foremost, altruistic in nature. The individuals in the group have a strong desire to improve the community in which they live. In particular the group members wanted a project which was directed at improving the lives of those less fortunate than them. This project gives us an opportunity to use our time, education and knowledge for the betterment of others, taking on the role of advocate planners.

As a group we have identified a number of characteristics which will affect our work. We recognize that we are all product oriented and will therefore need to remain sensitive to the process needs of our project. We also prefer to be challenged in our work. We believe that this project does that since none of us have any real experience with food production and hunger issues. We are organized individuals and live up to our commitments to each other.

This group is leaderless; relying instead on a process of compromise and consensus for decision making. We depend on each other to be truthful, caring and respectful in our dealings with each other and the other workshop students and faculty. Our approach is spirited and energetic. We seek to find humor in ourselves, our work and our world.

Our motto: From each according to his abilities; to each according to his needs. (Karl Marx)
QUALIFICATIONS OF MEMBERS
"A Recipe For Planning Success"

APPENDIX B
Appendix B

J. Gratchner
*A recipe completed in the City of Roses*

2.25 cups of all purpose common sense
4.0 cups of flexibility
2.5 cups of product driven responsibility
3.0 cups of planning experience
1.0 cup of aviation planning
2.0 cups of alternative revenue financing experience
3.0 cups of post graduate work in planning
A pinch of tolerance
A dash of public presentation experience
A handful of creativity
1.0 cup of Oregon rainwater

Preheat the Arizona sun to 120 degrees
In a large bowl, combine all elements and blend with a large mixer working in the coarse clumps. Blend for 25 years.
Grease and flour bottom and sides of a 6 foot springform mold of a dominate Aquarian male figure.
Spread batter over bottom and 7 inches up sides of pan. Batter should be absent of air bubbles which might cause uneven baking.
Bake in Arizona sun for 9 years, briefly chill mold in cool Chicago atmosphere, place mold in San Diego climate 8 years to add texture. Remove sides of mold and educate in Washington D.C. suburbs. Top should be golden brown, but if exclusively produced in Oregon weather top will be pasty white in color.
Serve in good company.

Recommended recipe serviced with diverse real estate and planning crowd. Excellent complement with red wine and planning workshop.
Susan Hartnett
A Recipe in Progress

1 medium intellect
1 large curiosity
1 indomitable spirit
2 Bohemian parents
3 major urban cities
2 small rural communities
2 cups organizational skills
1 cup tolerance, persistence and integrity
10 lbs volunteerism and advocacy experience
Strong values


Serves 25 buffet style. Best if garnished with encouragement and inspiration from fellow students and faculty advisors.
Susan Kroll

Ingredients:

4 parts intelligence
4 parts analytical skills
4 parts perception
4 parts cynicism
4 parts selflessness
3 parts marketing
3 parts manager
3 parts humor
3 parts curiosity
3 parts creative
2 parts adventuresome
2 parts shy
1 part selfishness
sprinkle of agriculture
dash of laziness
pinch of patience

Cut from finest stock of liberal New Yorker parents; cross pollinate with mellow California brother. Blend all but last three ingredients and chill for two years in Philadelphia. Remove to room temperature in San Francisco and age an additional 16 years. During the aging process, check often and change positions from time to time. Reduce one year in Santa Cruz. Warm San Francisco environment and let rise until dough is strong, yet elastic, about two years. Punch down and let rise until broadened in Eugene, about three years. Brew one year in Manhattan and let age in Portland until done. Season with agriculture, laziness and patience. Add sugar and spice to taste.

Excellent complement to urban planning workshop. Serves 25.
BAKED LAURIE

6 Cups of Hard Work
5 Cups of Ambition
2 Cups of Compassion
3 Cups of Creativity
1 Heaping tablespoon of Humor
1 Teaspoon of Fastidiousness
A Dash of Tenacity

Sift in 1/8 cup of Miami Indian with 1/4 cup of Norman French and a dash of English. Steep in Eastern Michigan soil for 13 years. Stir frequently and turn onto Detroit streets. Cut into the shape of an easy-going, silly, green-eyed Cancerian female. Occasionally roll over to the West Coast. Put in Dallas, Texas oven 2 years for proofing. Roll back to Michigan for kneading. Rise for 2 years at Indiana University School of Journalism. Decorate with student journalism award for best feature article on the homeless. Wrap-up college education at Michigan State University with Bachelors degree in Political Science. Punch down 1 1/2 years employment experience at Recycle Ann Arbor, writing an educational column on recycling, as well as, general environmental issues.

Roll way out to Portland, Oregon for transformation. Bake in experience with land use and transportation planning at both the Portland Planning Bureau and the Oregon Department of Transportation. Flambe with passion for planning, Anne Rice novels, and dreary Oregon scenery.

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Site Selection
1-31-94 to 02-01-94 [1 day]

Decide by February 1, 1994 if time is available for Washington and Clackamas survey and overlays. Use Census Info to select those sites.
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