PLANNING FOR EQUITABLE FOOD ACCESS: A FOOD ENVIRONMENT MASTER PLAN FOR ENCANTO NEIGHBORHOODS

A Thesis
Presented to the
Faculty of
San Diego State University

In Partial Fulfillment
of the Requirements for the Degree
Master
of
City Planning

by
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Spring 2014
SAN DIEGO STATE UNIVERSITY

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DEDICATION

This thesis is dedicated first to Dr. David Larom, whose Local Food Justice and Food Sustainability class gave me a hands-on experience of the San Diego food movement, and whose heart and passion for an equitable food system was infectious. Secondly, to Diane Moss whose tireless work at Project New Village and the People’s Produce Project inspired my studies of the Encanto Neighborhoods food environment, and who helped me see the connection between health and food access.
ABSTRACT OF THE THESIS

Planning for Equitable Food Access: A Food Environment Master Plan for Encanto Neighborhoods
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This project examines the role of food environment planning in creating communities that facilitate healthy eating, and that contribute positively to the environment, the economy, the health of residents, and the ability of future generations to thrive. The literature review analyzes the effect of having disproportionate amounts of unhealthy food destinations, as residents are left with fewer opportunities to maintain a healthy diet through the outlets that exist in their neighborhoods. Living under these circumstances, it is not surprising to find some populations, such as lower-income and minority communities, having higher incidences of chronic diseases such as diabetes and cardiovascular disease, as these diseases are associated with unhealthy diets.

The main purpose of this project is to create a Food Environment Master Plan for Encanto Neighborhoods, a low-income, high-minority community within the City of San Diego. The Master Plan, located in the Appendix, is meant to guide and shape land uses in such a way as to enhance the health and quality of life in the community, by identifying opportunities to expand the food choices of residents, thus ensuring that food is more healthful, affordable, and accessible. To achieve this, the project analyzes the existing conditions in Encanto Neighborhoods, describes the location and type of land uses that could improve the food environment, and identifies potential funding sources. The project provides guidance for decision-makers by showing land development improvements that could have an impact on the health and economic prosperity of the community. Recommendations are made to enhance retail and food enterprise opportunities – building the workforce, and increasing access to healthy food. Various food environment tools are provided for realizing the vision of Encanto Neighborhoods as a vibrant and economically thriving community that supports healthy eating and living.
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ACKNOWLEDGMENTS

This project would not have been possible without the guidance and support of each of my thesis committee members, who sacrificed their time during the Fall and Winter holidays to review my work and provide valuable feedback. I am especially grateful to Dr. Sherry Ryan who taught me the planning skills needed to conduct this work, and who believed in my project right from the start.
CHAPTER 1

INTRODUCTION

A significant body of research shows there is a direct connection between the built environment and community health outcomes, particularly an increasing prevalence of overweight and obesity. Factors such as land use mix, residential density, walkability and access to recreation are just a few of the environmental characteristics shown to have an impact on obesity risk (Beech & Goodman, 2004; Ewing, Brownson, & Berrigan, 2006; Ewing, Schmid, Killingsworth, Zlot, & Raudenbush, 2003; Frank, Andresen, & Schmid, 2004; Giles-Corti, Macintyre, Clarkson, Pikora, & Donovan, 2003; Gordon-Larsen, Nelson, Page, & Popkin, 2006; Mobley et al., 2006; Nelson, Gordon-Larsen, Song, & Popkin, 2006; Rutt & Coleman, 2005). This is troubling, as obesity has been shown to be a contributing factor to growing incidences of chronic disease and early mortality.

Access to healthy food is a more recently emerging topic. Local health departments, community-based organizations, and city planners are realizing that the neighborhood food environment – or the food available in a community – also has an effect on the health of residents living there. Poor diet is contributing to the growing obesity epidemic in the United States, and the proximity, affordability and variety of food available in a community can influence health outcomes. In fact, some studies suggest the food environment might have a greater direct effect on health than the built environment (Raja et al., 2010).

Planners have begun to recognize the value of incorporating food environment factors in their regional and community planning efforts. They understand that food availability is as important for a well-functioning community as housing and clean water, and that the food environment is affected by planning decisions such as zoning, transportation and development incentives. Zoning codes regulate where food retailers and farms can locate within a community. Transportation systems affect food accessibility, especially for those who rely on public transportation for their mobility. Development incentives can attract new food outlets such as supermarkets. The American Planning Association (APA, n.d.) defines planning as the “profession that works to improve the welfare of people and their
communities by creating more convenient, equitable, healthful, efficient, and attractive places for present and future generations” (*What Is Planning?*, para. 1). Food environment planning takes this mandate a step further by working to ensure that communities also have convenient, equitable, efficient and attractive *food destinations*.

Food environment issues are appearing in city and county planning documents across the nation, and they come in many forms. For example, the Chicago Metropolitan Agency discusses the food environment in a chapter entitled “Promote Sustainable Local Food” in their *GO TO 2040* regional comprehensive plan (Chicago Metropolitan Agency for Planning, 2010). Philadelphia’s regional planning agency created a stand-alone document, *Eating Here: Greater Philadelphia’s Food System Plan* (Delaware Valley Regional Planning Commission, 2011). The City of Seattle also chose to create a stand-alone document, the *Seattle Food Action Plan* (City of Seattle, 2012), which is a three to five-year implementation plan. Addressing the food environment in a Health Element or even as a separate planning document can highlight the importance of food access for policy makers and create more visibility than simply adding food language to the standard elements such as land use or transportation.

The master plan is one type of planning document used in many municipalities. A “master plan” is a generic term for any type of plan that addresses a long-range vision for a community or neighborhood, along with specific direction about how to achieve that vision. Within the City of San Diego master plans are typically used as implementation mechanisms to move the city closer to realizing the policies set forth in the citywide General Plan. Examples include the Pedestrian Master Plan and the Bicycle Master Plan, both of which provide more implementation-oriented detail about how to achieve high levels of walkability and bikeability. They identify community needs and deficiencies, examine opportunities for improvements, and prioritize implementation strategies. Master plans often contain a vision statement and the goals and activities needed to achieve that vision, including detailed land use designations and specific policy recommendations. For these reasons master plans offer an ideal option for food environment planning. As of the writing of this thesis, no food environment master plans have been created within the County of San Diego; however, cities such as National City, Lemon Grove, and Encinitas all have general plans containing
separate health elements that thoroughly address food environment concerns (the Health and Environmental Justice; Health and Wellness; and Public Health Elements, respectively).

This thesis project creates a Food Environment Master Plan for the Community Planning Area of Encanto Neighborhoods, a low-income, high-minority community within the City of San Diego. The Plan, located in the Appendix, provides a framework for improving the welfare of residents in Encanto Neighborhoods through the creation of a food environment that is more healthful, affordable, and accessible. To achieve this, the Plan analyzes the existing food environment in Encanto Neighborhoods, describes the location and type of land uses that could improve the food environment, and identifies potential funding sources. It provides guidance to decision-makers by showing potential land development improvements, and identifies economic and community development opportunities that could increase access to healthy food.
CHAPTER 2

LITERATURE REVIEW

The prevalence of overweight and obesity in America has been called an epidemic by the U.S. Surgeon General, and is one of the greatest contributors to preventable deaths in the nation (U.S. Department of Health and Human Services, 2002). Every decade the Healthy People report produced by the U.S. Department of Health and Human Services provides a 10-year set of future-looking nationwide benchmarks and indicators that can be used to evaluate and track the nation's health. The Healthy People 2010 report released in 2000 stated that obesity rates in adults had doubled over the past twenty years, and that being overweight or obese substantially increased the risk of many illnesses: including high blood pressure, high cholesterol, type 2 diabetes, heart disease and stroke, gallbladder disease, and cancer (U.S. Department of Health and Human Services, 2000). Minority populations experience disproportionate rates of both obesity and the associated chronic diseases – 45 percent of Black adults and 36.8 percent of Hispanic adults were obese in 2004, compared to 30 percent of White adults (Ogden et al., 2006); in 2000, Blacks experienced a 40 percent higher heart disease rate than Whites, and Hispanics were twice as likely as Whites to die from diabetes (U.S. Department of Health and Human Services, 2000).

The Healthy People 2010 Final Review was released in 2012, twelve years after the publication of the original Healthy People 2010 report. It showed little progress had been made in the areas of nutrition and weight in America. Obesity rates rose 54.5 percent for children aged 6–11 years, 63.6 percent for adolescents aged 12–19 years, and 47.8 percent for adults. Health disparities among races were shown to persist and in some cases increase (U.S. Department of Health and Human Services, 2012).

The U.S. Department of Agriculture’s (USDA) Dietary Guidelines for Americans, 2010 acknowledges the epidemic of overweight and obesity and its dietary causes, stating, “to correct these problems, many Americans must make significant changes in their eating habits and lifestyles” (U.S. Department of Agriculture & U.S Department of Health and Human Services, 2010). The guidelines recommend a healthy nutrient-dense diet to combat
obesity-related health trends – including vegetables; fruits; grains; fat-free or low-fat milk products; fish, lean meat, poultry, eggs; beans and peas; and nuts and seeds. Indeed, increased fruit and vegetable intake has been shown to decrease the incidence of stroke and cardiovascular disease (Bazzano et al., 2002). The USDA guidelines also discourage choosing foods that are high in calories, sodium, saturated fat, added sugars and refined grains, and instead recommend individuals follow healthy eating patterns such as those excerpted from page 34:

- Increase vegetable and fruit intake
- Eat a variety of vegetables, especially dark-green and red and orange vegetables and beans and peas
- Consume at least half of all grains as whole grains
- Increase whole-grain intake by replacing refined grains with whole grains
- Increase intake of fat-free or low-fat milk and milk products, such as milk, yogurt, cheese, or fortified soy beverages (U.S. Department of Agriculture & U.S. Department of Health and Human Services, 2010)

The guidelines include brief references to obesogenic environments, or environments that contribute to an individual’s obesity. However the majority of the report places emphasis on the individual’s actions and does not give much consideration to the other factors that contribute to an individual's diet, such as socioeconomics or the environment in which they live. As Glanz, Sallis, Saelens, and Frank (2005) explain, “Advice to simply ‘eat less and move more’ ignores the complex influences of the social and built environments on individuals’ access to affordable, healthful food and activity-friendly communities” (p. 330). Rather than focus just on the dietary changes needed to improve health, it is important to also consider the conditions that influence the food choices available to the individual, such as the number, type and location of healthy food outlets, as well as the cost and quality of the food products encountered. As Story, Kaphingst, Robinson-O’Brien, and Glanz (2008) explain: “Individual behavior to make healthy choices can occur only in a supportive environment with accessible and affordable healthy food choices” (p. 254).

**Socioeconomic Influences on Healthy Food Access**

An individual's income is an example of an external condition that contributes to his or her ability to afford healthy foods. Simply recommending a change in eating habits will
not improve health outcomes if the individual cannot afford to eat more healthily. Researchers Drewnowski and Darmon (2005) argue that attempts to change health outcomes cannot succeed without taking socioeconomic factors such as income into consideration. They describe how unhealthy diets are often less expensive, and that individuals with lower incomes might strive to follow recommended dietary guidelines, but be limited by financial access to nutrient-dense foods. They explain that the obesity epidemic is in fact an economic issue, and that health disparities mirror growing income disparities: “Encouraging low-income families to consume healthier but more costly foods to prevent future disease can be construed as an elitist approach to public health” (Drewnowski & Darmon, 2005, p. 265S).

Indeed, lower-income households are more likely to encounter higher prices for groceries. Studies have found that, while chain stores such as supermarkets offer lower prices (Block & Kouba, 2007; Chung & Myers, 1999; Kaufman, MacDonald, Lutz, & Smallwood, 1997), poorer households have less access to chain stores (Kaufman et al., 1997; Powell, Slater, Mirtcheva, Bao, & Chaloupka, 2007). Even after controlling for income, it was found that Black and Hispanic households have significantly less access to chain markets than Whites (Powell, Slater, et al., 2007). Convenience or “corner stores” typically are more prevalent in low-income neighborhoods, and research has found that these stores often charge significantly higher prices (Raja, Ma, & Yadav, 2008). Additional studies have found fruit and vegetable prices to be positively associated with high youth Body Mass Index (BMI) (Powell & Bao, 2009; Sturm & Datar, 2005), and negatively associated with fruit and vegetable consumption (Powell, Auld, Chaloupka, O’Malley, & Johnston, 2007a).

Kaufman et al. (1997) hypothesize that lower-income households often compensate for higher prices by buying cheaper and lower-quality food items. Globally, the cost of unhealthy foods has been decreasing relative to fresh vegetables and fruit. A French study found that between 1985 – 2000 fresh produce prices increased 120%, while the price of fats and sweets (the food items the USDA recommends individuals avoid) held relatively steady (Drewnowski & Darmon 2005). For those living on subsidized or fixed incomes, any price differences have a greater impact, as healthier items represent a greater percentage of their monthly food budget. In standardized market basket study, Jetter and Cassady (2006) found that if a low-income family were to purchase healthier food items, the difference in cost over a year was equivalent to 35 to 40 percent of their annual food budget.
Fast food outlets are a common source of inexpensive, high-calorie food in many neighborhoods; however few researchers have studied the effect of fast food prices on obesity, and results are inconclusive. Powell et al. (2007a) found that fruit and vegetable consumption was lower and BMI higher when fast food prices were lower, however, Sturm and Datar (2005) found no significant relationship between BMI and fast food prices.

Understanding the socioeconomic context of communities will lead to better understanding of whether or not public health interventions should be targeted at individuals (e.g. healthy cooking classes) or if there might be additional external factors to consider. Robert (1999) believes that in many cases it is the aggregate community socioeconomics affecting the health of residents, over and above the individual's socioeconomic position, and that significant numbers of individual health outcomes cannot be improved without an improvement in overall population health. Robert notes that the affordability of high quality food is one example of a factor that might affect the socioeconomic context of a community, as well as its aggregate health, chronic conditions and mortality rates.

**ENVIRONMENTAL INFLUENCES ON HEALTHY FOOD ACCESS**

Accessibility of healthy food, including the proximity of healthy food outlets to an individual's home, is another example of an external factor that contributes to health outcomes. Health guidelines that focus only on healthier eating recommendations place the onus on the individual, yet accessibility to healthy food is an environmental factor that most individuals do not have control over, short of moving to a different residence or driving farther to find healthier choices. It has been found that compared to White residents, minorities are less likely to have healthy food options in their neighborhood and more likely to have unhealthy food options (Block, Scribner, & DeSalvo, 2004; Horowitz, Colson, Hebert, & Lancaster, 2004; Moore & Roux, 2006; Morland, Wing, & Roux, 2002; Raja, Born, & Russell, 2008; Reidpath et al., 2002; Rundle et al., 2008; Sloane et al., 2003), even among neighborhoods with similar income levels (Zenk, Schulz, Hollis-Neely, et al., 2005).

Predominantly Black neighborhoods have a disproportionate amount of liquor stores (LaViest and Wallace, 2000), an average of six times as many fast food restaurants (Block et al., 2004), and five times fewer supermarkets (Morland, Wing, & Roux, 2002) than White neighborhoods; indeed, ethnicity is a stronger predictor of liquor store and fast food
restaurant density than median household income. Minority residents are twice as likely to have only unhealthy food stores on their block (Horowitz et al., 2004), and the wealthiest neighborhoods are more likely to have no exposure at all to unhealthy outlets (Horowitz et al., 2004; Reidpath et al., 2002). Minority households are less likely to own a car (Moore & Roux, 2006; Morland, Wing, Diez Roux, & Poole, 2002a; Raja, Born, et al., 2008); therefore, the proximity and density of fast food compared to healthy food choices in minority neighborhoods are important factors. The density of fast food restaurants in a neighborhood has been shown to be positively associated with BMI (Bowman & Vinyard, 2004; French, Harnack, & Jeffery, 2000; Gregson, 2011; Inagami, Cohen, Brown, & Asch, 2009; Jeffery, Baxter, McGuire, & Linde, 2006). In fact, Inagami et al. (2009) found fast food density to be most strongly associated with weight gain in residents without cars, and multiple researchers have found minorities and those with lower incomes travel further for groceries than higher income Whites (Inagami, Cohen, Finch, & Asch, 2006; Kerr et al., 2012).

The documented paucity of supermarkets in low-income and minority neighborhoods is alarming, as multiple studies have found a positive relationship between supermarket proximity and healthy diets (Laraia, Siega-Riz, Kaufman, & Jones, 2004; Morland, Wing, & Roux, 2002; Wrigley, Warm, Margetts, & Whelan, 2002). One study showed that among Black adults, fruit and vegetable intake increased by one third for every additional supermarket located in their census tract (Morland, Wing, & Roux, 2002); another showed that lower-income Black women shopping at supermarkets consumed more fruits and vegetables (Zenk, Schulz, Israel, et al., 2005). Having more supermarkets in a neighborhood lowers the likelihood of obesity for those residents (Morland & Evenson, 2009; Zick et al., 2009), while the inverse is found with convenience stores (Bodor, Rice, Farley, Swalm, & Rose, 2010; Morland & Evenson, 2009). Residents living closer to a grocery store or supermarket as opposed to a convenience store are less likely to be overweight or obese (Cerin et al., 2011; Morland, Diez Roux, & Wing, 2006; Powell, Auld, Chaloupka, O’Malley, Johnston, 2007b; Raja et al., 2010). Likewise, overweight and obesity is positively associated with the proximity and availability of convenience stores (Morland et al., 2006, Powell et al., 2007b) and negatively associated with supermarket availability, particularly among minority youth (Powell et al., 2007b).
Researchers have found little connection between small grocery store density and fruit and vegetable intake reported by Black adults (Morland, Wing, & Roux, 2002). This might be due to the fact that:

1. Compared to supermarkets, small stores carry a smaller variety of healthy foods (Block & Kouba, 2007; Raja, Born, et al., 2008; Sallis, Nader, Rupp, Atkins, & Wilson, 1986; Sloane et al., 2003); and

2. Perception of produce quality has an association with frequency of fruit and vegetable intake in minority residents (Zenk, Schulz, Israel, et al., 2005), and smaller independent markets are more likely to carry poor-quality produce (Block & Kouba, 2007; Sloane et al., 2003). This suggests that even if produce were comparable in price and variety to chain stores, the lower quality of produce found at smaller independent markets has an effect on the amount of produce purchased by residents.

Therefore, some researchers hypothesize that improving the quality and selection of produce at the smaller stores already located in minority neighborhoods might be one way to improve access and increase intake (Raja, Born, et al., 2008; Zenk, Schulz, Israel, et al., 2005b).

Even when comparing similar outlets between high and low-minority neighborhoods, it becomes apparent that the products offered vary in differing ethnic environments. Studies have shown food outlets are less likely to have healthier, low-fat choices when located in either high-minority or low-income areas (Baker, Schootman, Barnidge, & Kelly, 2006; Glanz, Sallis, Saelens, & Frank, 2007; Mooney, 1990; Sloane et al., 2003; Wechsler, Basch, Zybert, Lantigua, & Shea, 1995). Inagami et al. (2006) found that lower-income minorities are more likely to shop at stores located in census tracts with a higher socioeconomic status than their own, and those that did had lower BMI. Among restaurants, including fast food outlets, those in high-minority neighborhoods are less likely to offer a variety of healthy menu items, more likely to offer and promote unhealthy menu items, and less likely to provide nutritional information (Baker et al., 2006; Lewis et al., 2005). It is unfortunate that supermarkets in minority communities are less likely to carry healthy foods, as a positive association was found between the availability of healthy foods (Cheadle et al., 1991), the percentage of shelf-space given to healthy products (Cheadle et al., 1993), and the reported intake of those items by residents. A corresponding study found a positive correlation between the amount of shelf-space given to unhealthy food items and BMI (Rose et al., 2009) in minority communities.
The finding that healthier foods are easier to find, more affordable, better promoted and of better quality in wealthier White neighborhoods explains why obesity is predicted not just by the type of food an individual eats, but the ethnicity and socioeconomic status of the individual doing the eating.

**Planning for Healthy Food Access**

The body of research that discusses indicators such as ethnicity and income level as they relate to food environments and health reflect a change within the public health sector, as researchers now regularly take into consideration the *social determinants of health*, i.e. the social, physical and economic environments that influence individual health (Anderson, Scrimshaw, Fullilove, & Fielding, 2003; Rudolph, Caplan, Ben-Moshe, & Dillon, 2013; Williams, Costa, Odunlami, & Mohammed, 2008; Yen & Syme, 1999). Individual behavior alone cannot be the focus of public health interventions. In order to create lasting, meaningful reductions in disparities, interventions must include efforts to increase access to the *social resources* that help individuals avoid disease in the first place (Link & Phelan, 1995). Healthy food is a resource influenced by the built environment that is essential for positive health outcomes. In order for individually focused health approaches to be successful, the individual must have the time and financial resources to access healthy food. In contrast, by creating communities that make healthy food accessible for all, there is equal opportunity to health for all individuals. Affordability and accessibility of healthy food are ecological factors that require place-based, structural change.

Planning departments have a long track record of addressing inequities in the built environment through structural change. An example is affordable housing. Recognizing that adequate and affordable housing is necessary for individual well-being, California state law requires all local governments adopt a long-range comprehensive plan showing how all existing and future housing will be afforded for, and mandates that municipalities adopt land use plans and regulatory systems that encourage housing development, and utilize population and income forecasts to ensure an adequate supply of affordable housing. To assist in this, the California Department of Housing and Community Development website provides in-depth technical assistance for planners, including how to: “identify adequate sites for new housing (with appropriate zoning and development standards); assist in the development of...
housing to meet the needs of extremely low-, very low-, low- and moderate-income households; and promote equal housing opportunities for all persons” (California Department of Housing and Community Development, 2010, *Program Overview*, para. 1)

Planning for healthy food environments could utilize similar methods, such as adopting long-range food environment plans, mandating that municipalities adopt land use plans and regulatory systems that encourage healthy food outlet development, and utilizing population and income forecasts to ensure an adequate supply of healthy food outlets in all communities. To borrow language from the affordable housing requirements quoted above, planners could improve food environments by:

1. Identifying adequate sites for new healthy and affordable food outlets, with appropriate zoning and development standards.
2. Assisting in the development of healthy and affordable food outlets to meet the needs of extremely low-, very low-, low- and moderate-income households; and
3. Promoting equal access to healthy and affordable food outlets for all persons.

In addition, many local governments regularly engage in economic development activities to revitalize neighborhoods, such as leveraging public incentives to attract and retain businesses. Planners could provide this kind of assistance to encourage healthy food retailers to locate in communities of need. Furthermore, many municipalities have special programs specifically targeting small businesses; these programs might be well matched with “corner store makeover” projects that work with small markets to increase produce sales, such as providing funds for refrigerated displays, store remolds, or promotional materials for fruits and vegetables.

Some researchers suggest specific ways in which planners can improve food environments. Raja et al. (2010) identifies three methods planners can use: comprehensive plans, regulatory mechanisms, and financial incentives. They give examples, such as planning documents that include policies setting a minimum on the number of supermarkets within neighborhoods; zoning that offers floor area ratio bonuses for fresh food retail in underserved communities; and economic subsidies for grocery stores. Pothukuchi (2005) urges planners not to wait for healthy food retail initiatives to be initiated by developers, but rather to proactively identify potential sites, provide development assistance and simplify the permit review process.
In their recent review of studies documenting the relative lack of grocery stores in communities of color, Treuhaft and Karpyn (2010) offer a heartening success story that highlights several food environment implementation tools:

In New York City, the departments of health, planning, housing, economic development, and the Mayor’s office all played a role in developing and implementing several innovative programs including: Green Carts, to help produce vendors locate in underserved neighborhoods with high rates of obesity and diabetes; Healthy Bodegas, to improve healthy offerings in corner stores; Health Bucks, to promote produce purchasing at farmers’ markets; and FRESH, to provide zoning and financial incentives to promote grocery store development, upgrading, and expansion in underserved areas. (p. 22)

There are additional signs suggesting planners across the nation are beginning to address food environment planning. While a survey of U.S. planners conducted in the year 2000 found that planners had “virtually ignored” food planning (Pothukuchi & Kaufman, 2000), by 2007 the APA had officially recognized food as a relevant topic for planners. Their Policy Guide on Community and Regional Food Planning contains several policy recommendations for planners, several of which focus specifically on healthy food access, such as:

- Planners support and help develop policies, plans, and regulations in land use, transportation, economic development, and urban design so as to increase access to food sources that offer affordable and culturally appropriate healthful foods, especially for low-income households in urban and rural areas; and

- Planners develop and support policies, plans, and regulations in land use, transportation, economic development, and urban design to encourage the availability of healthy types of foods associated with reduced risk of or occurrence of obesity and poor nutrition leading to diet-related diseases like diabetes and heart disease. (APA, 2007)

In addition, the APA’s A Planners Guide to Community and Regional Food Planning: Transforming Food Environments, Facilitating Health Eating (Raja, Born, et al., 2008) includes case studies from six U.S. communities, highlighting strategies planners can adopt to improve their local food environments, and their policy report, Planning for Food Access and Community-Based Food Systems: A National Scan and Evaluation of Local Comprehensive and Sustainability Plans (Hodgson, 2012) is an analysis of twenty-one planning documents, including comprehensive plans and sustainability plans, that address food systems issues.
CHAPTER 3

METHODOLOGY

This project prepares a Food Environment Master Plan for Encanto Neighborhoods, a sub-area and designated Community Planning Area in the City of San Diego. A Food Environment Master Plan is defined in this project as a planning document that works to improve the welfare of people and their communities by creating more convenient, equitable, healthful, efficient and attractive food destinations for present and future generations. The project was created concurrently with the City of San Diego’s update process for the Encanto Neighborhoods Community Plan, which is the City’s comprehensive, long-range, physical development guide for the community. As a Planning Intern in the City of San Diego Planning, Neighborhoods and Economic Development Department, Keryna Johnson assisted on the writing and review of Community Plan materials, and a portion of the writing and research done for the Plan was also used for this project.

PROJECT DESIGN

The project contains an Introduction, two Elements and an Implementation chapter. The Introduction describes the social and historical context of Encanto Neighborhoods and includes the sociodemographics of the community compared to the City and County of San Diego. The Introduction also provides the food environment vision and guiding principles, which together provide the focus areas for the remainder of the plan. The first Element discussed in the project is Land Use, which establishes the physical framework for land development for the community. This Element contains detailed descriptions and distributions of land uses, specific policies for the development of future commercial and industrial uses, and a discussion of environmental justice and economic development issues, as they relate to the food environment of Encanto Neighborhoods. The second Element is Sustainability, which addresses policies regarding the relationship between food environment management and preserving natural resources of the community, including water conservation and waste diversion. The final chapter, Implementation, contains various food
environment tools for realizing the vision of Encanto Neighborhoods as a vibrant and economically thriving community that supports healthy eating and living. The Implementation chapter also identifies potential food environment program and development funding sources.

**DATA COLLECTION**

The project utilized publicly available demographic data collected and provided by the U.S. Census Bureau, the Centers for Disease Control and Prevention, the San Diego Association of Governments, and the County and City of San Diego. The data was utilized with geographic information systems (GIS) mapping software to create visual representations of the information. The data analysis, along with research on food environment best practices, was used to evaluate the existing food environment, and to create a comprehensive series of recommendations for Encanto Neighborhoods, including the location of several proposed land uses that could improve the food environment. For the Implementation chapter, information was collected on potential funding sources for food environment development, including local and federal grant and loan programs.
CHAPTER 4

CONCLUSION

Residents living in high-minority or lower-income neighborhoods are frequently at a disadvantage when it comes to finding healthy foods to eat, as their food environments often make it more challenging to find and purchase healthy foods. Poorer minority neighborhoods have fewer healthy choices, with less access to supermarkets and grocery stores, and higher access to fast food restaurants and convenience stores. In these neighborhoods healthy items are less likely to be stocked, and when available are often more expensive and of lesser quality. Under these circumstances, it is not surprising to find disproportionately high rates of chronic diseases, such as diabetes and cardiovascular disease which are associated with unhealthy diets. Individuals living in high-minority, low-income communities have fewer opportunities to adopt a healthy diet as recommended by the USDA through the markets and restaurants that exist in their neighborhoods. The very same populations which have the poorest health, and which have the most to gain by adopting a healthier diet, can least afford to do so. Healthy eating is a luxury not often afforded to our most needy populations. Healthy food access in our communities varies by income and racial composition, making food access and healthy eating an issue of inequity, structural discrimination and environmental justice that planners not only have a responsibility to address, but are in a unique position to improve.
REFERENCES


APPENDIX

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1 Introduction

1.1 Overview

Background

Food is a necessity for sustaining life and a basic human right. Healthy food provides nourishment, yet not everyone in the San Diego region has equal access to the nutritious foods needed to thrive. Some communities provide residents with a disproportionate amount of unhealthy food destinations, leaving them with fewer opportunities to maintain a healthy diet through the markets and restaurants that exist in their neighborhoods. Living under these circumstances, it is not surprising to find some communities having high incidences of chronic diseases such as diabetes and cardiovascular disease, as these diseases are associated with unhealthy diets.

Planners have begun to recognize the value of incorporating food environment factors in their regional and community planning efforts. They understand that the availability of nutritious food can be as integral to community health as access to safe housing and recreational opportunities, and that the food environment is affected by planning decisions such as zoning, transportation and development incentives. Zoning codes regulate where food retail and agriculture can locate within a community. Transportation systems affect food accessibility, especially for those who rely on public transportation for their mobility. Development incentives can attract healthy food outlets such as supermarkets.

Through food environment planning, local governments can play an important role in creating communities that facilitate healthy eating and contribute positively to the environment, the economy, the health of the community, and the ability of future generations to thrive.

Definition

Food environment planning works to improve the welfare of people and their communities by creating more convenient, equitable, healthful, efficient and attractive food destinations for present and future generations.

Master Plan Purpose

The Master Plan is designed to guide and shape the food environment of Encanto Neighborhoods in a way that meets the present and future needs of its residents. Land uses and mobility options should be well balanced within a community, encouraging a healthy and active lifestyle, economic development opportunities, and protection of the natural environment; food environment considerations can and should be integrated into each of these planning facets. The Master Plan is meant to enhance the health and quality of life in the community by identifying opportunities to

1 Adapted from the American Planning Association definition of planning
http://www.planning.org/aboutplanning/whatisplanning.htm
expand the food choices of residents, ensuring that healthy food is affordable and accessible by all. This Master Plan is meant to be a supplement to the Encanto Neighborhoods Community Plan, and adds to it by:

- Evaluating existing land uses that impact the community food environment

- Analyzing changes in demographics that may inform current and future food environment needs, including demand for urban agriculture and new commercial development

- Determining the key issues and needs within the food environment and establishing a vision, guiding principles, goals, and policies for future land uses and projects that will impact the food environment

- Providing guidance to the City of San Diego, public agencies, property owners, and private developers to design and implement food environment projects that enhance the health and prosperity of the community

- Providing strategies and specific implementing actions to help ensure the food environment vision and guiding principles are accomplished

**Planning Framework**

The City of San Diego General Plan, adopted in 2008, is the comprehensive constitution for San Diego’s growth and development over the next 20 years, and is the foundation upon which all land use decisions in the City are based. While the Community Plan intends to express the broad citywide vision and development framework provided in the General Plan through community-level recommendations, goals, and policies, the Master Plan provides an additional tool for improving the welfare of residents in Encanto Neighborhoods through recommendations for creating a food environment that is more healthful, affordable, and accessible. All three documents can be used together to establish the framework for positive and sustainable growth and development in Encanto Neighborhoods.

While the General Plan, Community Plan and Master Plan work together to guide growth and development in Encanto Neighborhoods, the Municipal Code serves to implement policies and recommendations through zoning and development regulations and controls pertaining to land use density and intensity, building massing, landscaping, streetscaping and other development characteristics. With the exception of the projects occurring on property owned by other government agencies, all development in Encanto Neighborhoods

The City's General Plan is its constitution for development. It is comprised of ten elements that provide a comprehensive slate of citywide policies.
must comply with the Municipal Code.

**Plan Organization**

The Master Plan contains an Introduction, two Elements and an Implementation section. The Plan and its coordinating Elements are organized as follows:

- **Chapter 1: Introduction** provides background and context, including the food environment vision and guiding principles, the location of the community, demographic details and how the Plan supports the City of Villages strategy.

- **Chapter 2: Land Use** contains detailed descriptions and distributions of land uses, specific policies for the development of commercial and industrial uses, and a discussion of environmental justice and economic development issues.

- **Chapter 3: Sustainability** addresses policies related to managing and preserving the natural resources of the community, including water conservation and waste diversion.

- **Chapter 4: Implementation** explains the different mechanisms through which the community vision can be realized, including the necessary actions and key parties responsible. This chapter also identifies potential funding sources.

These squash and tomatoes (top right) were grown at Radio Acres Farm, an urban farm located in Encanto Neighborhoods.
1.2 Community Profile

Social and Historical Context

The community of Encanto Neighborhoods, or “enchantment” in Spanish, was a rural but self-sufficient town for much of the late nineteenth and early twentieth centuries, connected to the city by rail but containing little more than rolling hills of open space and farmland. It was not until after World War II that the area was targeted for suburban development and population boomed, with new residents eager to capitalize on the availability of large lots located so close to the city center.

In 1907 the area was dubbed “Encanto Heights” and subdivided into one-half, five- and ten-acre lots and was the first train stop outside of the city on the San Diego, Cuyamaca and Eastern Railway line. The land was advertised as a “farming suburb” where homesteaders could build, live and grow.

Encanto Neighborhoods, circa 1910

[Image of Encanto Neighborhoods]

REMINDER
You are dealing directly with the Owners.
THEY HAVE MADE GOOD

Liberal Discount for Cash and Advance Payments.
WATER PIPED TO EACH LOT

ENCANTO
Is the most Beautiful and Sightly Suburb
of San Diego.

Every Lot is a Small Farm
Encanto is the only Suburb where you can buy a whole Acre for less than the price of a good 25-foot lot within the same distance in any direction from the centre of the city.

Encanto Heights suburban farm ad. circa 1910

[Image of Encanto Height suburban farm ad.]

2 Source: Southeastern San Diego Historic Context Statement, City of San Diego
Throughout the early 1900s Encanto Neighborhoods attracted a diverse cross section of ethnicities, and unlike other parts of the City, the area was known for its more relaxed discriminatory practices. The Japanese farming community became especially prominent during the 1920s and 1930s, with farms scattered throughout the hills. These farms grew both flowers and vegetables, including asparagus, celery, tomatoes, beets and carrots.

It was only after the postwar “automobile era” that the community saw significant development growth, which is reflected in its primarily suburban, car-oriented land use patterns today. Exemplary of changes at that time, long-standing agricultural uses such as the dairy farm at 65th and Wunderlin residential properties and eventually closed down. Sub-division continued into the 1950s and 1960s, creating the majority of the land uses that are still existant today. It was also during this time that the community saw an influx of Black households as Encanto Neighborhoods was one of the first communities within the City where people of color could own land, businesses and homes. This continued the area’s history as an ethnic enclave, yet it is thought that socioeconomic conditions began to decline at this time as wealthier, White residents migrated to other parts of the City, beginning a long history of disinvestment, which was exacerbated by the construction of the six and eight-lane 94 and 805 freeways. The freeways demolished large tracts of what had been long-standing neighborhoods, displacing families and local businesses.

Today Encanto Neighborhoods continues to be one of the most culturally diverse communities in the City of San Diego, reflecting its long history as an ethnic enclave. Encanto Neighborhoods’ deep cultural heritage, social resiliency and legacy of diversity has shaped its past and will continue to inform its future, through this Master Plan and the food environment changes to come.

Planning Area

The Encanto Neighborhoods Community Planning Area comprises approximately 3,821 acres and is located in the southeastern area of the City of San Diego. It is located east of Downtown San Diego, which is accessible via a 10-minute car ride or 20-minute trolley ride. Encanto Neighborhoods is bordered by the Martin Luther King Jr. Freeway (SR-94) to the north, Interstate 805 (I-805) to the west, the City of Lemon Grove to the east, and the Skyline-Paradise Hills Community Planning Area to the south.

Figure 1-1 shows the location of Encanto Neighborhoods in relation to rest of the region.

Encanto Neighborhoods is primarily a medium to low-density residential community that includes the neighborhoods of Chollas View, Lincoln Park, Emerald Hills, Valencia Park, Encanto, South Encanto, Broadway Heights and Alta Vista. It is located in City of San Diego Council District 4.

Figure 1-2 shows the location of the individual neighborhoods within Encanto Neighborhoods.
FIGURE 1-2: Encanto Neighborhoods
**Population Characteristics**

As of the 2010 Census, Encanto Neighborhoods had a population of approximately 47,361 people. The northern part of the community has a more rural character, with large single-family residential lots and a low population density. The average population density in this area is less than 10 persons per acre. Population density is higher in the southwestern areas, with the highest density of 56 people per acre.

*Table 1-1* shows the demographics of Encanto Neighborhoods compared to the City.

<table>
<thead>
<tr>
<th>Characteristic</th>
<th>Encanto Neighborhoods</th>
<th>City of San Diego</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>47,361</td>
<td>1,301,617</td>
</tr>
<tr>
<td>Households</td>
<td>12,596</td>
<td>500,621</td>
</tr>
<tr>
<td>Median Age</td>
<td>31.1</td>
<td>33.8</td>
</tr>
<tr>
<td>Median Income</td>
<td>$43,668</td>
<td>$63,198</td>
</tr>
<tr>
<td>% Under 18</td>
<td>30%</td>
<td>21%</td>
</tr>
<tr>
<td>Poverty Rate</td>
<td>22%</td>
<td>15%</td>
</tr>
<tr>
<td>Unemployment Rate</td>
<td>11.5%</td>
<td>8.9%</td>
</tr>
<tr>
<td>% SNAP Recipients</td>
<td>6.4%</td>
<td>4%</td>
</tr>
<tr>
<td>% Over 65</td>
<td>10%</td>
<td>11%</td>
</tr>
<tr>
<td>Persons Per Household</td>
<td>3.76</td>
<td>2.6</td>
</tr>
</tbody>
</table>

*Data Source: SANDAG 2010 Estimates*

*Figure 1-3* shows the population density in Encanto Neighborhoods by census block group.

There are higher percentages of minority populations in Encanto Neighborhoods than in other parts of the city. At 50%, the average percent Hispanic by census block group is higher than the average for San Diego, at 29%. In addition, 24% of the residents are Black, compared to only 6% citywide. The third highest ethnic group within Encanto Neighborhoods is Asian, which is comparable to the City at 16%.

*Chart 1-1* shows the ethnic makeup of Encanto Neighborhoods compared to the City.
Figure 1-4 displays the percentage of Hispanics in Encanto Neighborhoods, as well as the percentage of Hispanics citywide.

Figure 1-5 shows the percent of the Black population within the community and Figure 1-6 shows the percent of the population that is Asian.

Economic Characteristics

Encanto Neighborhoods has a proportionately higher rate of low-income households compared to the rest of the city. The average rate of families in poverty is 22%, while for the City it is 15%. At $43,669, the median household income in Encanto Neighborhoods is nearly a third less than the City as a whole.

The 11.5% unemployment rate in Encanto Neighborhoods is lower than the City, while the percentage of households receiving federal food-purchasing assistance, or SNAP dollars (the Supplemental Nutrition Assistance Program, formerly known as Food Stamps), is higher than the City average.

Figure 1-7 shows the percentage of households in Encanto Neighborhoods with incomes below the poverty line by census tract, while Figure 1-8 shows the median household incomes. Nearly one-quarter of Encanto Neighborhoods residents live in poverty.

Figure 1-9 displays the unemployment rates within the community and Figure 1-10 shows the percent of SNAP recipients by census tract.

Health Characteristics

The County of San Diego’s Health and Human Services Agency tracks health outcomes within the region and provides a broad range of health and social services, including administration of the region’s SNAP program. Encanto Neighborhoods is located in the County of San Diego’s Central Region, and the Southeast Subregional Area (SRA). According to the County’s Community Health Statistics website:

- Central Region residents are in poor general health compared to the rest of the County, with disparities especially apparent among Blacks.
- While death rates due to chronic disease were relatively low, medical encounter rates for diseases such as diabetes and pulmonary conditions are high, possibly due to lack of insurance and lower utilization of health care services.

Throughout the nation, as well as locally, physical inactivity, diet and tobacco use has been shown to contribute to four major chronic diseases: cancer, heart disease and stroke, type II diabetes, and pulmonary disease. These four chronic diseases are responsible for more than 50% of deaths in the United States and 57% of deaths in San Diego County. Being overweight or obese substantially increases the risk of each of these diseases, and the built environment affects individuals’ access to affordable, healthful food.

3 http://www.sdcournty.ca.gov/hhsa/programs/phs/community_health_statistics/#Regional & Community Data%28%
4 County of San Diego, Health & Human Services Agency. 3-4-50: Chronic Disease in San Diego County. http://www.sdcournty.ca.gov/hhsa/programs/phs/documents/CHS-3-4-50SanDiegoCounty2010.pdf
FIGURE 1-7: Encanto Neighborhoods Poverty Rate

Data Source: 2007-2011 ACS
FIGURE 1-8: Encanto Neighborhoods Median Income

Data Source: 2007-2011 ACS
FIGURE 1-10: Encanto Neighborhoods SNAP Recipients

Data Source: 2007-2011 ACS

Percent SNAP Recipients
- 0% - 2%
- 3% - 4%
- 5% - 7%
- 8% - 12%
- 13% - 96%
Table 1-2 shows the hospitalization rates within Southeast SRA (the Subregional Area that contains Encanto Neighborhoods) compared to the County as a whole. As seen in the table, the rates of all three diseases are higher within Southeast SRA, with the greatest contrast seen in rates of diabetes.

Table 1-2: Chronic Disease Hospitalization Rates
(Per 100,000 Residents)

<table>
<thead>
<tr>
<th>Disease</th>
<th>Southeast SRA</th>
<th>County of San Diego</th>
</tr>
</thead>
<tbody>
<tr>
<td>Heart Disease</td>
<td>329.3</td>
<td>272.8</td>
</tr>
<tr>
<td>Stroke</td>
<td>242.3</td>
<td>225.45</td>
</tr>
<tr>
<td>Diabetes</td>
<td>236.6</td>
<td>123.9</td>
</tr>
</tbody>
</table>

Data Source: County of San Diego Community Health Statistics 2013

Figure 1-11 illustrates the heart disease hospitalization rates within San Diego County. The map shows that cases of heart disease are much more prevalent in the eastern and southern portions of the County, with populations in the northern parts of the County having the least reported cases.

Figure 1-12 illustrates the stroke hospitalization rates within the County of San Diego. Similar to the heart disease hospitalization rates, incidence of stroke within the County is most prevalent in the southeastern communities and less prevalent in the northwest.

Figure 1-13 illustrates the diabetes hospitalization rates within the County. The contrast within the region’s diabetes rates are the most striking of the three chronic diseases, as the hospitalization rates are clearly much higher in the southern regions.
FIGURE 1-13: San Diego County Diabetes Hospitalization Rate
Data Source: County of San Diego Community Health Statistics 2013

Diabetes Hospitalizations Per 100,000 Population
- 33 - 65
- 66 - 113
- 114 - 184
- 185 - 254
- 255 - 344

Encanto Neighborhoods
City of San Diego

* Rates not calculated
1.3 Food Environment Themes

Vision

The long-range vision for the future of Encanto Neighborhoods’ food environment, as expressed below, is the guiding statement for this Master Plan. The vision summarizes the desired outcomes that would be realized as a result of its successful implementation.

**Vision**

Encanto Neighborhoods as a vibrant and economically thriving community that supports healthy living and where nutritious, affordable, and culturally diverse food is accessible to all. Residents recognize the value of integrating all parts of a sustainable local food system into their community and enjoy neighborhoods that are connected, green, and walkable with attractive food destinations that incorporate healthy food retail, community gardens, and lively urban plazas. A community that builds upon its rich agricultural history while serving the needs of modern-day residents, families and destination shoppers, with a variety of local food employment and ownership opportunities.

Guiding Principles

The guiding principles provide the framework for the Master Plan goals, policies and implementation measures, and they are informed by research into existing conditions and opportunities, enduring social conditions, and key food environment issues. They are based on characteristics of a healthy, equitable, and sustainable food system and create the overarching goals for the

**Guiding Principles**

The Encanto Neighborhoods food environment is:

1. **Healthy.** A variety of fresh and nutritious food options that support meeting the Dietary Guidelines for Americans. A food environment that contributes to the physical and mental health of all residents, workers and eaters.
2. **Sustainable.** Food is produced, processed, distributed, and recycled locally in ways that conserve, protect, and regenerate natural resources and biodiversity.
3. **Diverse.** Food environment is diverse in:
   a. Size and Scale. Includes a diverse range of food production, processing, distribution, marketing, consumption, and disposal practices, occurring at diverse scales, from local and regional, to national and global.
   b. Choice. Provides a variety of health-promoting food choices for a diverse range of cultures and income levels.
4. **Integrated.** Provides opportunities for workers and eaters to understand all parts of the food system, including how it is produced, processed, distributed, marketed, consumed and disposed. Food system is woven into the community fabric.
5. **Accessible.** A variety of healthy food outlets are conveniently located, well distributed, and within walking distance of homes, workplaces and transit. The cost and quality of the food products encountered meets the needs of all consumers.
6. **Economically Balanced.** Provides economic opportunities for a diverse range of food system stakeholders, connects consumers and institutions directly to local producers, and fosters an environment that supports and encourages new food entrepreneurs and enterprises.
7. **Transparent.** Food system emphasizes, strengthens, and makes visible the interdependent and inseparable relationships between individual sectors (from production to waste disposal) and characteristics (healthy, sustainable, diverse, integrated, accessible, economically balanced, and transparent) of the system.
City of Villages Strategy

Central to the General Plan is the City of Villages strategy, which focuses growth into compact, pedestrian-friendly, mixed-use activity centers linked to an improved regional transit system that provides better connections between homes, jobs and services throughout the region. Infill development is promoted to conserve regional open space, promote transit, and revitalize existing communities.

The Master Plan is designed to support the City of Villages strategy while furthering the vision and guiding principles for the Encanto Neighborhoods’ food environment. Four main themes have been identified:

1. The creation of Fresh Food Overlay Zones that can be incorporated into the village areas designated in the Community Plan. Fresh Food Zones will be accessible by transit and contain a mix of community-serving food retail, including space for small businesses, public plazas with edible landscaping, food markets, and restaurants. Fresh Food Zones will build upon the pedestrian-friendly, mixed-use approach suggested in the General Plan.

2. A Food District and Food Innovation Center to be developed at two key business parks in the community. The two food enterprise strategies will help Encanto neighborhoods become a comprehensive, food-related business and workforce center. The projects will process and package local food for local companies, hire and train local residents, foster community education and training programs, and offer food retail opportunities.

3. Development of an Urban Agriculture Network. The Urban Agriculture Network will support the production of food for people in need by promoting and encouraging the establishment of urban farms and community gardens on vacant and underutilized land throughout the community.

4. Integration of Edible Landscaping into streetscape and public space design. Edible landscapes incorporate food production while promoting ecological biodiversity and social sustainability.

Figure 1-14 illustrates the overall concept of the Master Plan.

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5 Adapted from Principles of a Healthy, Sustainable Food System
http://www.planning.org/nationalcenters/health/foodprinciples.htm
2 Land Use

2.1 Land Use Profile

Overview

Encanto Neighborhoods is a primarily low-density, residential community, interspersed with open space canyons, suburban commercial strip lots and underutilized and vacant land. Single-family residential development comprises the majority of land uses, with a rural feel characterizing much of the northeastern neighborhoods, due in part to the prevalence of single-family homes on large lots.

Developed as a suburban subdivision, the neighborhoods contain almost entirely single-use development, with the majority of commercial options located outside a comfortable ¼-mile walking distance of most residents. Traditional auto-orientated, low-density, suburban land development patterns are not conducive to the creation of neighborhoods that encourage healthy, walkable living and eating, especially for residents with limited resources.

Chart 2-1 shows the percent of land uses in Encanto Neighborhoods. Single-family homes are predominant within the community, taking up more than half of the developed land in the community. The next major use of land is paved roads, either for freeway or street use. Institutional uses comprises mainly schools, with approximately 5% of developable land remaining vacant; a good portion of this is located on the hillsides and slopes.

Figure 2-1 shows the land uses in Encanto Neighborhoods. Note the high amount of single-family homes, vacant land and open space parks/canyons, and smaller amount of commercial land uses.
One asset of Encanto Neighborhoods is the nearly 10% of land preserved as open space, the majority of which is located in the Emerald Hills neighborhood in the north. Radio Canyon, owned by the City of San Diego, is one notable open space area comprised of approximately 75 acres that features a limited system of walking trails for community use. Emerald Vista is an open space area found to the north that serves as a buffer between Encanto Neighborhoods and SR 94. This land is also owned by the City and comprises approximately 77 acres.

One unique feature in Encanto Neighborhoods is the Chollas Creek watershed. Chollas Creek is a natural drainage system and urban creek that has been identified as impaired by the U.S. Environmental Protection Agency. The creek runs through several communities in the Cities of San Diego, Lemon Grove and La Mesa. Encanto Neighborhoods is one of the communities working to analyze and develop recommendations for the conservation, restoration and rehabilitation of this natural wetlands floodplain.

Only 1% of the land in Encanto Neighborhoods is devoted to commercial uses. This overall lack of retail opportunities underserves the residents of the community. It is estimated that upwards of $85 million a year of retail “leakage” occurs as residents travel outside the community for basic goods and services, groceries, and dining. This retail leakage represents lost income for local businesses and lost jobs for local residents.

Market Creek Plaza is the most prominent commercial development in the community, and it is part of the larger 45-acre Village at Market Creek, a vibrant community center and cultural destination containing Food 4 Less, the community’s only full-service grocery store.

Additional food outlets in Market Creek Plaza include one sit-down restaurant, two fast-casual restaurants, a fast-food pizza shop, and a coffee shop. Cultural amenities include the Market Creek Amphitheater and Festival Park. Chollas Creek runs directly through the Village at Market Creek; the creek was

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6 Southeastern San Diego and Encanto Community Plan Areas Market Demand Analysis, 2013
integrated into the project’s design and provided inspiration for its name.

While Market Creek Plaza is a significant contributor to the Encanto Neighborhoods food environment, the Food 4 Less grocery store is not a walkable destination for the majority of the community, as it is located over a mile away from many residences. For communities with a higher reliance on public transit, it is especially important to locate healthy food retail within walking distance of residential areas.

**Figure 2-2** shows the location of the Food 4 Less grocery and the areas that fall within the ¼-mile and ½-mile walkable range. Very few residents fall within easy walking distance.

Another asset of the food environment of Encanto Neighborhoods is its relatively high transit access. The San Diego Metropolitan Transit System (MTS) services the area with eight bus routes, as well as three trolley stations serving as transit centers: the 62nd Street, Euclid Avenue and 47th Street Stations. The Euclid Transit Center has been designated by the State of California as a Gold Level “Catalyst Community”, one of five top transit-oriented development sites in the state. Food destinations located adjacent to the trolley have an opportunity to be convenient both for Encanto Neighborhoods residents and for other nearby communities.

**Figure 2-3** shows the location of existing public transit facilities, transit routes and transit stops.
Environmental Justice

Environmental justice is defined in federal and state law as “the fair treatment of people of all races, cultures and income levels with respect to the development, adoption, implementation and enforcement of environmental laws, regulations and policies.” 7 Historically, environmental justice has looked to ensure that the most vulnerable populations, including minority and low-income communities, enjoy environments free of land uses that unduly affect their health and livelihoods.

More recently, environmental justice considerations have been expanded to consider equitable distribution of environmental burdens and benefits. This means that all communities should experience the same degree of protection from environmental and health hazards, but also a fair distribution of resources such as parks and libraries.

Geographic inequity can occur when undesirable or unhealthy land uses are concentrated within one part of a region, creating a disproportionate burden on the residents in that area.

Geographic inequity is also found when desirable amenities are not equitably distributed, leaving portions of the City underserved. This includes public infrastructure such as libraries and parks, but also desirable commercial uses such as banks and healthy food outlets. Equity is achieved when community resources are equally distributed and accessible by all segments of the population.8

7 Government Code § 65040.12(c)

8 Environmental Justice In California State Government, Governor’s Office of Planning and Research, 2003
One way to measure the equitable distribution of healthy food outlets is the modified retail food environment index (mRFEI), developed by the Center for Disease Control’s Division of Nutrition, Physical Activity and Obesity. The mRFEI measures the percentage of healthy food retailers located within a census tract, or within ½ mile from the tract boundary.

In general, liquor stores, fast food outlets, small markets and convenience stores are considered less healthy food retailers, as they are more likely to carry unhealthy and high-calorie prepared food items, while sit-down restaurant, supermarkets and grocery stores are considered healthy food outlets as they are more likely to carry perishables and more nutritious items such as fruits, vegetables and grains.\(^9\)

*Figure 2-4* shows the mRFEI of Encanto Neighborhoods by census tract. The percentage of healthy food retail within the community ranges from 0-20%, with a median of 12% healthy food. This means that only 12 out of every 100 stores are likely to offer healthy food. For the census tracts with a 20% mRFEI, this equates to one in five food retailers considered to be healthy. In addition, two census tracts in Encanto Neighborhoods contain no healthy food retailers within ½ mile.

The Encanto Neighborhoods food environment is inequitable, as the community contains a low prevalence of healthy retail such as supermarkets and grocery stores and a higher amount of less desirable, unhealthier land uses such as liquor stores and fast food. An unbalanced food environment is not conducive to healthy living, as it is more difficult for residents to access healthy options. In addition, an abundance of unhealthy food retail and relative absence of healthy food options has been shown to be a contributing factor in disproportionate increases in health outcomes such as overweight and obesity, as well as increases in rates of chronic disease, morbidity and early mortality.

Compared to the City as a whole, Encanto Neighborhoods is a lower-income community with a high population of ethnic minorities. Environmental justice requires municipalities protect their most vulnerable populations; to accomplish this, local governments have a responsibility to ensure that all communities have equitable access to healthy food environments and can live in areas that support making healthy dietary choices, especially for the most vulnerable populations.

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\(^9\) Centers for Disease Control and Prevention, *Children’s Food Environment State Indicator Report, 2011*
FIGURE 2-4: Encanto Neighborhoods Retail Food Environment
2.2 Land Use Strategy

The land use strategy of the Master Plan outlines a land use framework to implement the vision and guiding principles for the Encanto Neighborhoods food environment, with the goal of creating a community that supports healthy food choices and a balanced mix of accessible food retail. To achieve this, the Plan proposes land uses that integrate healthy food into the urban fabric through a distribution of uses that are convenient to access and offer higher levels of healthy versus unhealthy food options. Per the guiding principles, the land uses in Encanto Neighborhoods should support a food environment that is healthy, sustainable, diverse, integrated, accessible, economically balanced and transparent.

Fresh Food Markets

One of the aims of the Plan is to create a food environment for Encanto Neighborhoods that is healthy and accessible. Supermarkets and grocery stores often provide the best opportunity to purchase affordable healthy food, as they are more likely to have a greater selection of fresh produce and other nutritious items at lower prices. However, underserved neighborhoods can find it difficult to attract or retain grocery stores and supermarkets in areas that are not seen as favorable retail environments, either due to lower area incomes or as a result of decades of disinvestment. With its relative lack of healthy food access, especially in the eastern portion of the community, Encanto Neighborhoods is in need of additional healthy food retail to make the food environment more equitable.

The City of Villages strategy identifies several “villages” throughout the City of San Diego that are currently or are anticipated to become the mixed-use heart of the community where residential, commercial, employment, and civic uses are all present and integrated. Villages are pedestrian-friendly and characterized by inviting, accessible and attractive streets and public spaces.

To support the City of Villages strategy, San Diego's Urban Village Overlay Zones (UVOZ) were created along with 12 other overlay zones to promote smart growth and create a pedestrian oriented environment within established or proposed transit areas. The purpose of overlay zones is to provide supplemental regulations that have been tailored to specific geographic areas of the City. Overlay zones are applied in conjunction with a base zone and modify or add to the regulations of the base zone to address specific issues such as development adjacent to airports, special height or parking requirements, or supplemental processing requirements.

The UVOZ’s intent is to create a compact, mixed-use, visually interesting, and pedestrian oriented environment, which will reduce automobile dependency, improve air quality, and promote high quality, interactive neighborhoods. Development within the UVOZ must
include a mixed-use component, a residential land use component, and a public land use component.

For Encanto Neighborhoods, and in other underserved communities with less healthy food retail, it is proposed that San Diego’s City of Villages strategy be expanded to include **Fresh Food Overlay Zones (FFOZ)** to ensure that residents have equitable and accessible healthy food options. The FFOZ will promote the establishment and retention of neighborhood grocery stores in underserved communities by providing zoning incentives. To locate in the FFOZ, stores must meet the following criteria: 10

- Provide a minimum of 6,000 square feet of retail space for food and nonfood grocery products intended for home preparation and consumption
- Provide at least 50% of retail space for food products intended for home preparation and consumption
- Provide at least 30% of retail space for perishable goods that shall include dairy, fresh produce, fresh meats, poultry, fish and frozen foods
- Provide at least 500 square feet of retail space for fresh produce

**Fresh Food Zones will be located in areas that are well served by transit to allow for reduced parking requirements.** FFOZ zoning incentives include:

- One additional square foot of floor area in mixed residential development and commercial buildings for every square foot provided for a grocery store, up to a 20,000 square foot limit
- Stores up to 40,000 square feet in commercial zones that permit residential buildings with ground floor retail will not be required to provide parking
- First 15,000 square feet exempt from parking in commercial and light industrial zones
- Grocery stores up to 30,000 square feet permitted in light industrial zones

There are multiple ways in which the Fresh Food Zones will positively affect neighborhoods underserved by healthy food retail. 11

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10 Adapted from the New York City Food Retail Expansion to Support Health (FRESH) program: [www.nyc.gov/FRESH](http://www.nyc.gov/FRESH)

11 Adapted from the Fruitvale Village website: [www.unitycouncil.org/fruitvale-village](http://www.unitycouncil.org/fruitvale-village)
• Strengthen the economic base of the community, conserve the value of land and buildings, and protect the City’s tax revenues

• Encourage healthy food stores to locate in areas that are easily accessible to nearby residents

• Encourage a healthy lifestyle by facilitating the development of food stores that sell a healthy selection of food products

• Strengthen existing commercial development and catalyze neighborhood revitalization – physically, economically and socially

• Reduce poverty, build assets, and contribute to the local economy – by providing a stable source of jobs and income

• Encourage and leverage public and private investment

• Enhance food choices for neighborhood residents, including services and retail choices

• Increase public transit ridership and reduce traffic and pollution

• Help communities be sustainable and environmentally sound

Figure 2-5 and Figure 2-6 identify two Fresh Food Overlay Zones for underserved areas in Encanto Neighborhoods:

1. **The 62nd Street Trolley Station.** This area is adjacent to two census tracts that have no healthy food retail outlets. There is potential to create a larger grocery store or supermarket (20,000+ square feet) here that could be as an anchor for additional community-serving retail.

2. **The 47th Street Trolley Station.** This trolley station is slated to become a Bus Rapid Transit (BRT) station with connections to South Bay, Kearny Mesa, UTC, UCSD, and Sorrento Mesa via the I-805 corridor. With transit ridership predicted to rise at this station, this area could support a larger grocery store (10,000+ square feet) to improve food access.

**Food Enterprise**

Related to the guiding principal of having a food environment that is economically balanced as well as healthy and sustainable, this Master Plan seeks to enhance the food-related economic opportunities for residents and businesses in Encanto Neighborhoods. Food enterprise provides jobs while improving the food environment through increased food retail and creation of the infrastructure needed to produce local goods. Enhanced food enterprise opportunities will help create a locally based, self-reliant food economy for the community – one which integrates sustainable food production, processing, distribution, and consumption, enhancing the economic, environmental and social health of Encanto Neighborhoods and potentially the entire southeastern San Diego region.
A **Food District** would combine food processing, retail and dining at a neighborhood scale to become an exciting food destination for Encanto Neighborhoods. For-rent commercial kitchen space would allow microenterprise food entrepreneurs to produce and package handmade artisan goods such as locally roasted coffee, craft beer, tortillas, tamales, and cheese. A farm-to-table cafeteria-style restaurant could offer fresh and affordable seasonal fare. Onsite flex office/creative space could serve as a food business incubator, providing assistance to low-income food entrepreneurs, including subsidized commercial kitchen space, industry-specific technical assistance and access to market opportunities. Food products created here would be sold onsite and also at local grocery stores and farmers markets.

The Bryco Business Park, part of the Village at Market Creek, could be repurposed and re-branded to house the Food District. Located at 5275 Market Street, across from Market Creek Plaza, the Euclid Transit Center, and the popular Malcolm X Library, the park is located in a commercial zone and offers warehouse and office space from 300 to 4,500 square feet. Affordable 1-3 year leases are available with preference given to local businesses and residents. The building is currently 42,000 square feet with two loading docks and 80 parking spaces; an additional 3 acres of adjacent vacant land could be utilized to expand the warehouse and commercial space, bringing the total developable space to 7 acres.

In addition to the Food District, a **Food Innovation Center** would provide larger scale light manufacturing space for the region, creating a premier local foods processing center and food-based education and training center. The Food Innovation Center would provide the equipment and space to process food products in a number of ways, including areas for cooking, roasting, blanching and...
steaming: the creation of baked goods and dried products like dehydrated fruit; the processing of raw produce; and the packaging of frozen, and refrigerated products.

An onsite Culinary Arts Job Training Program would provide valuable workforce development for local residents. Unemployed or underemployed men and women would be trained in marketable culinary and baking skills, as well as restaurant and banquet operations.

The Food Innovation Center would be well suited for the Valencia Business Park, an undeveloped 14.7-acre city-owned site located on Stevens Way, adjacent the Post Office.

Food enterprise development in Encanto Neighborhoods focused on local artisan food production, training and sales could help stimulate the local economy by attracting visitors, increasing tax revenues, developing a skilled workforce, increasing property values, decreasing crime, and improving the neighborhood’s image. Together these efforts would use food as a means to revitalize the community and to address the overall lack of economic and commercial activity in Encanto Neighborhoods. Potential benefits for the community include:

- Culinary arts job training and placement
- Commercial kitchen rental space for food entrepreneurs
- Flex warehouse/office/retail space for artisan producers
- Marketing and business support services for food related start-ups
- A café and farm-to-table restaurant
- Wholesale cash-and-carry produce sales for restaurants and other large buyers
- Increased sales opportunities for local farmers
- Processing and “co-packing” of local food for existing companies

Figure 2-7 and Figure 2-8 identify the locations that could accommodate the Encanto Neighborhoods Food District and the Food Innovation Center.
Urban Agriculture Network

Community gardens, urban farms and other forms of urban agriculture can be lively neighborhood food destinations that provide affordable produce to residents, attractive green space, and places for physical activity. Promotion of urban agriculture in Encanto Neighborhoods will help create a food environment that supports the guiding principles of being diverse, integrated, and transparent. Urban agriculture supports a healthy local food system, enhances sustainability through carbon reduction and storm water runoff, and provides a way to productively use underutilized and vacant land. Urban food production sites can be appealing community gathering places that promote healthy eating and living.

Encanto Neighborhoods has a multitude of vacant and underutilized land, including land owned by San Diego Gas and Electric, the Metropolitan Transit System, Caltrans, the City of San Diego, and San Diego Unified School District. These lots, as well as sections of open space and public parkland areas that are not well suited to active recreational uses may be good locations for urban agriculture. Identifying vacant land for urban growing can repurpose unsightly properties, eliminate blight, encourage walkability and add needed green space to neighborhoods.

A balanced food environment should include urban agriculture in a diversity of forms, including backyard, rooftop and balcony gardening, community gardening in vacant lots and parks, small retail farms and livestock grazing in open space.

Urban agriculture provides a low-cost option for growing healthy produce, providing food security for low-income households, as well as active and passive recreation opportunities. Urban agriculture also adds to the urban open space network, contributing to the preservation of open space, and promoting environmental awareness and stewardship.

In 2012, San Diego’s City Council approved amendments to the Conservation Element of the General Plan to provide policy support for urban agriculture. Per policy CE-A.14:
Support expansion of urban agriculture to realize environmental, economic, and public health benefits including: increasing access to fresh local food; reducing energy used for food transportation and distribution; and increasing opportunities for economic development and local enterprise.

Table 2-1 displays the City of San Diego’s updated regulatory amendments related to urban agriculture. Updated regulatory topics include farmers markets, urban farming, animal husbandry and community gardens.

To further the aim of the urban agriculture amendments, the City should form an Urban Agriculture Network, making vacant land available for public use and allowing for urban agriculture in parks and open space areas. The City could help locate public and private vacant land for gardens, and provide centralized management and technical assistance. Community gardens could be co-located with other community development projects such as affordable housing and transit-oriented development, starting with priority populations such as low-income and senior households.

A citywide community gardening program could be under the administration of the City of San Diego’s Planning, Neighborhoods & Economic Development Department with collaboration from the Park and Recreation Department. Land for urban agriculture could be included in park acquisition and development.

Community gardens and retail farms have the added value of increasing access to healthy food retail by offering onsite produce sales such as farm stands. Retail farms are permitted to produce and sell food and related products, and community gardens are allowed to sell produce consistent with the regulations for garage sales. Community gardens in particular can be an attractive option for residential areas where commercial zoning is not feasible and where healthy food retail cannot be located within a five-minute walk.

Figure 2-9 identifies the vacant lands that could be utilized for urban agriculture in Encanto Neighborhoods, categorized by lot size. There are a total of 104 vacant acres in Encanto Neighborhoods.
## URBAN AGRICULTURE REGULATORY SUMMARY TABLE

<table>
<thead>
<tr>
<th>TOPICS</th>
<th>DESCRIPTION</th>
<th>PROPOSED REQUIREMENTS</th>
</tr>
</thead>
</table>
| Daily Farmers Market Stands | Daily farmers markets are small scale markets where a local farmer(s) may sell produce either within the right-of-way or adjacent to the right-of-way. The market may be open 7 days/week. Could be permitted as a Limited Use in all commercial zones (except the commercial parking zone) and in the IL-3-1 industrial zone. | **On Private Property**  
  - Permission of property owner  
  - Parking  
    - No additional parking shall be required  
    - No parking shall be displaced  
  - No value added or prepared foods may be sold  

**On Public Property (rights-of-way)**  
- Permission of fronting property owner  
- Obtain & submit for review a Certificate of Insurance for a public liability insurance policy of at least $500,000  
- No additional parking shall be required  
- No value added or prepared foods  
- An area no greater than five feet in depth and sixteen feet in length  
- Locational requirements  
  - Min. 4-foot wide clear path in r-o-w  
  - Maintain access to adjacent use  
  - Located as close as feasible to the existing storefront  
  - Not located parallel to areas for loading, bus stops, taxi zones, and pedestrians loading. |
| Weekly Farmers Markets     | Weekly farmers’ markets are establishments where farmers and other vendors sell produce and other goods directly to consumers. They are limited to one day per week per location. Could be permitted as a Limited Use in all commercial zones (except the commercial parking zone) and in the IL-3-1 industrial zone. | **On Private Property**  
  - Permission of property owner  
  - One day event per week per location.  
  - Access to property maintained  
  - One restroom per 250 persons  
  - No onsite cooking  
  - Parking  
    - No additional Parking required  
    - Parking space for persons with disabilities temporarily replaced  
    - No more than 30 percent of existing parking may be displaced  

**On Public Property (rights-of-way)**  
Farmers markets on public property are regulated by the City of San Diego Office of Special Events and are not subject to the use regulations of the Land Development Code. |
<table>
<thead>
<tr>
<th>TOPICS</th>
<th>DESCRIPTION</th>
<th>PROPOSED REQUIREMENTS</th>
</tr>
</thead>
</table>
| FARMERS MARKETS | Full time farmers’ markets are primarily located within a structure where farmers and other vendors sell produce and other goods directly to consumers. Located in are permanent markets. | No need to make a regulatory change currently permitted as follows:  
- Currently classified as “Food, Beverages, and Groceries.”  
- Currently permitted in all commercial zones (except the commercial parking zone) and in the IL-3-1 industrial zone subject to existing regulations per the base zones.  
- Also currently permitted in a limited number of multi-family zones provided they comprise no more that 25% of the ground floor in a mixed use development of 25 or more dwelling units. |
| RETAIL FARMS | Retail Farm  
A commercial/agriculture use where the primary purpose is to produce and sell food and related products on the same premises with only limited local distribution.  
Could be permitted as a Limited Use in all of the Commercial Regional, Commercial Office, and Community Commercial zones, and in the IL-3-1 Industrial zone. | - Maximum area is 4 acres  
- Use of pesticides is prohibited  
- Seventy-five percent of the products sold must be produced onsite  
- Parking  
  o Retail area use retail parking ratios, “Pick your own” assumes 1,000 s.f. retail per acre  
  o Agricultural area one parking space per employee based on shift with most employees  
- Retail component  
  o May be conducted in a built structure, temporary shade structure, or as a “pick-your-own”, or any combination of the three  
  o Permanent or temporary structures shall be located according the street frontage requirements of the base zone  
  o Must be accessible  
- All storage, equipment, and repair areas must be completely enclosed, secured, and located outside of all required setbacks |
| HUSBANDRY    | Chickens  
Keeping “backyard chickens” in single-family zones, on lots developed with single family homes, within community gardens, and within retail farms. | - Roosters prohibited  
- Up to 5 chickens  
  o No setback from onsite house  
  o Coop outside required setbacks  
- Up to 15 chickens  
  o No setback from onsite house  
  o Adjacent to residential 15-foot coop setback  
- Existing language  
  o Up to 25 chickens  
  o 50 feet from residence  |
|             |                                                                             | - Coop  
  o Predator proof  
  o Easy access for cleaning  
  o Sufficient space for free movement  
  o Water tight  
  o Ventilated  
- Enclosure  
  o Predator proof & contain chickens  
  o Easy access for cleaning  
  o Min.10 s.f. area per chicken |
<table>
<thead>
<tr>
<th>TOPICS</th>
<th>DESCRIPTION</th>
<th>PROPOSED REQUIREMENTS</th>
</tr>
</thead>
</table>
| **MINIATURE GOATS** | Keeping miniature goats in single-family zones and on lots developed with single family homes.      | • Miniature goats only  
  ○ Must have two goats, except offspring up to 12 weeks of age  
  ○ Must be dehorned  
  ○ Males to be neutered  
  ○ Shed  
  ○ Predator proof  
  ○ Easy access for cleaning  
  ○ Watertight and draft free  
  ○ Ventilated  
  ○ Min. 5 s.f. per goat  
  ○ Located outside required setbacks | • Enclosure  
  ○ Minimum fence height 5 feet  
  ○ Minimum pen area 400 square feet excluding shed  
  ○ Secured from outside  
  ○ No objects within to enable a goat to climb out  
  ○ Easily accessed for cleaning  
  • Goats’ milk, cheese, and other food products for personal consumption only, sale of goat food products are prohibited. |
| **HONEY BEES**     | Keeping bee citywide.                                                                                  | • Located no closer than 30 feet from offsite residence and 50 feet from r-o-w with up to 2 hives  
  • Located 600 feet from offsite residence and 100 feet from r-o-w with more than 2 hives (based on existing language)  
  • Reliable water source within 10 feet  
  • 6-foot tall screen unless elevated at least 8 feet above grade | • Hive opening must face away from closest property line  
  • Hive must be located within a secured area to protect the colony and members of the public  
  • Compliance with recognized best practices for beekeeping  
  • No more than 2 hive per lot |
| **COMMUNITY GARDENS** | Minor modifications to recently approved regulations                                                   | • Allow community gardens in residential zones to sell produce consistent with the regulations for garage sales in residential zones  
  • Allow for Community Gardens with an Neighborhood Use permit in the IL-21- industrial zone (the IL-1-1- and IL-3-1 allow with an NUP) |
**Edible Landscaping**

Edible landscaping is the use of food-producing plants in the constructed landscape, and offers a productive and health-promoting alternative to conventional landscapes that are designed solely for ornamental purposes. Edible landscapes can combine fruit and nut trees, berry bushes, vegetables, herbs, edible flowers and ornamental plants, creating aesthetically pleasing streetscapes.

Edible landscaping, including urban orchards, “food forests” and “edible hedges” can be utilized in pedestrian corridors, parks, public plazas, street medians, parking lots and other public land. Integration of food producing plants in the urban landscape contributes to habitat for pollinators and adds to the urban canopy, while promoting healthy eating and bolstering food security by providing passersby with ready access to fresh fruits, nuts and vegetables. Excess food may be gleaned and donated to local charities.

**Table 2-2** displays a variety of edible landscaping plant options.

The Lafayette Greens Urban Garden in Detroit incorporates edible landscaping in a public gathering space.
<table>
<thead>
<tr>
<th>Common Name</th>
<th>Illustration</th>
<th>Common Name</th>
<th>Illustration</th>
</tr>
</thead>
<tbody>
<tr>
<td>Streetscape Trees</td>
<td></td>
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<tr>
<td>Apple</td>
<td></td>
<td>Olive</td>
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<tr>
<td>Apricot</td>
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<td>Peach</td>
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<td>Citrus</td>
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<td>Pecan</td>
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<tr>
<td>Fig</td>
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<td>Persimmon</td>
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<td>Jojoba</td>
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<td>Pistachio</td>
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<tr>
<td>Loquat</td>
<td></td>
<td>Pomegranate</td>
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</tr>
</tbody>
</table>

1 Adapted from Harper, A. M. (2007). Repairing the Local Food System: Long-range Planning for People's
<table>
<thead>
<tr>
<th>Mesquite</th>
<th>Artichoke</th>
<th>Blueberry</th>
<th>Bush Plum</th>
<th>Cranberry</th>
<th>Japanese Honeysuckle</th>
<th>Alpine Strawberry</th>
</tr>
</thead>
<tbody>
<tr>
<td>Walnut</td>
<td>Ligustrum</td>
<td>Kale</td>
<td>Pineapple Guava</td>
<td>Rhubarb</td>
<td>Surinam Cherry</td>
<td>Streetscape Groundcover: Creeping Thyme</td>
</tr>
</tbody>
</table>

(Images of plants are shown next to each species name.)
<table>
<thead>
<tr>
<th>Wild Ginger</th>
<th>Wall Climbing Plants</th>
<th>Passionflower</th>
<th>Sweetpotato</th>
<th>Streetscape Herb Borders</th>
<th>Parsley</th>
<th>Rosemary</th>
<th>Sage</th>
<th>Stevia</th>
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<tbody>
<tr>
<td>Creeping Mint</td>
<td>Espaliered Fruit Trees</td>
<td>Grape</td>
<td>Hops</td>
<td>Chamomile</td>
<td>Chives</td>
<td>Cilantro</td>
<td>Fennel</td>
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<tr>
<td>Sweet Woodruff</td>
<td>Tarragon</td>
<td>Thyme</td>
<td>Wintergreen</td>
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<tr>
<td>Lavender</td>
<td>Mint</td>
<td>Nasturtium</td>
<td>Oregano</td>
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</tbody>
</table>
2.3 Policy Recommendations

The following policies seek to implement the land use strategy outlined in this Element.

Environmental Justice

1. Ensure convenient and equitable opportunities to obtain healthy foods and fresh fruits and vegetables in all neighborhoods, with safe and walkable routes to food retail opportunities.

2. Invest in transportation infrastructure, including sidewalks, designed to improve access to existing and planned healthy food sources.

3. Increase availability of fresh healthy foods by actively engaging such businesses in this sector, and undertake measures to decrease the density of fast food and liquor stores in the community.

4. Encourage the development of healthy food establishments in areas with a high concentration of fast food establishments, convenience stores, and liquor stores.

5. Discourage additional fast food outlets and liquor stores from locating in the community until healthy food options are increased.

6. Prioritize healthy food retail development efforts, especially in areas where a healthy food outlet, farmer’s market, farm stand or corner store/market selling healthy foods and fresh produce is not located within a $\frac{3}{4} - \frac{1}{2}$ mile walking distance.

7. Support a diverse and accessible mix of healthy food retail opportunities throughout the community, including farm stands, small markets, grocery stores and super markets.

8. Encourage all new residential development to include healthy food retail, or be located within a $\frac{3}{4} - \frac{1}{2}$ mile walking distance of a healthy food outlet, where feasible and appropriate.

9. Strive for a majority of residents to be within a $\frac{3}{4} - \frac{1}{2}$ mile walking distance to a grocery store or other healthy food retail establishment. Underserved areas where retail is not feasible should be considered for farm stands and community gardens.

10. Require corner stores, convenience stores, liquor stores and other small markets meet food access standards by dedicating a minimum 10% of retail space to fresh produce.

Fresh Food Zones

1. Create Fresh Food Overlay Zones that incentivize development of healthy food retail and address the unique food retail needs of the community, prioritizing areas with high transit access.

2. Support healthy food retail projects by expediting the permitting process and/or designating staff to review food environment projects.
3. Enable and encourage the development of one or more full-service grocery stores with healthy food options and easy access for community members.

4. Identify locations for new grocery stores based on factors such as limited existing access to healthy foods, density of fast food outlets, and proximity to public transit.

5. Provide for a mix of healthy food destinations that support transit use within the designated village areas and promote transit-oriented-development.

6. Create well designed and aesthetically pleasing neighborhood and community-serving food retail uses that provide destinations and which meet the daily needs of the residents.

7. Permit on-street produce displays at corner stores and small markets.

that increase access to healthy food, link local producers to local markets, and promote the development of a healthy regional food system

4. Recognize the local food system as a means to foster economic development and promote a thriving local economy.

5. Grow the local food economy to a scale that meets the region's needs, contributes to the success of the region's food producers and distributors, and creates living-wage jobs that contribute to the recirculation of wealth within the community.

6. Increase food-related job opportunities with supportive commercial and industrial services.

7. Engage the community in growing the local food economy by localizing investment and promoting local spending.

**Food Enterprise**

1. Promote the Encanto Neighborhoods Food District as a vibrant shopping and dining destination for residents and visitors.

2. Develop a Food Innovation Center that includes local processing, storage, and distribution, effectively connecting local producers, manufacturers, processors, vendors and consumers.

3. Support the development of commercial kitchens, micro-enterprise, and small business opportunities

**Urban Agriculture Network**

1. Increase urban agriculture opportunities such as backyard gardening, community gardens, and urban farms that foster increased food security and the availability of sustainable local food choices.

2. Identify potential urban agriculture sites such as under-utilized lots, public property and vacant land.

3. Encourage new developments to identify space for food production, including rooftop gardens,
considering development incentives for projects that provide public community gardens.

4. Support home gardening and farming education, promoting local food production in order to provide residents with more nutritious foods produced as close to home as possible.

5. Promote inter-agency and intergovernmental cooperation among agencies such as the City of San Diego's Planning, Neighborhoods & Economic Development Department, Development Services, Park and Recreation, Public Utilities, the Housing Commission, San Diego Unified School District, and the Metropolitan Transit System to expand opportunities for community gardening.

6. Integrate community gardens into existing open spaces near areas of higher density residences that do not currently have community garden space, while balancing other open space needs.

7. Provide access to information on the development and operation of community gardens, with the goal of having an inventory of one community garden per 2,000 households.

8. Assist interested groups in searching for suitable land for the development of urban agriculture, including City-owned land, land controlled by other government agencies, and privately owned land; assist in the development of user agreements with the owners of sites chosen.

**Urban Design**

1. Develop a comprehensive and prescriptive edible street tree plan to help unify major corridors, provide shade and street tree coverage within the public right of way, and enhance the urban forest.

2. Integrate edible landscaping into urban forest planning and "edible spaces" in public plazas and village areas, allowing excess produce to be collected and distributed to vulnerable populations.

3. Incorporate edible street trees along all pedestrian corridors and use edible street trees and hedges to accent community gateways and key intersections.

4. Encourage the necessary care and maintenance of edible landscapes by coordinating between public agencies and private landowners responsible for plant maintenance.

5. Develop an Edible Landscape Incentive Program, providing grants to encourage property owners to create vegetable gardens or orchards at their homes or in their neighborhoods.
3 Sustainability

3.1 Overview

Another important aim of the Master Plan is to ensure the food environment of Encanto Neighborhoods is sustainable, and supports resource conservation. With 10% of the land in the community devoted to open space and parks, Encanto Neighborhoods has a great deal of natural resources to protect, including significant natural habitat, canyons and trail systems, a natural creek watershed, and an abundance of population-based parks providing both active and passive recreation opportunities.

Sustainability is defined as the ability to meet present needs without comprising the needs of future generations. From the perspective of this Plan, sustainability includes exploring ways to better meet the food environment needs of future residents without unduly harming the natural landscape or utilizing unneeded natural resources.

3.2 Sustainability Strategy

Energy Conservation

Use of fossil fuels for energy is the primary contributor to GHG emissions and climate change. An important part of sustainable energy is energy conservation; one very practical way in which improving the local food environment increases sustainability is that it shortens the distance from “farm to fork” by connecting local residents to local food sources. This decreases the amount of food needing to be imported, using less fossil fuel.

The proposed Fresh Food Market and Food Enterprise locations are all located within ¼-mile of existing trolley stations and the planned BRT station, supporting the majority of residents to have reasonable access to them via transit, making the jobs created accessible via fast, high frequency regional bus service, and lessening dependence on automobile travel. This supports the City of Villages strategy which focuses growth into compact, mixed-use centers linked to the regional transit system, helping preserve open space lands from new development.

Water Resource Management

Efficient and responsible water use is another important consideration for food production in Encanto Neighborhoods. Depletion of area water sources and contaminated run-off both have the potential to adversely impact the food environment. Water resource management is an important aspect of environmental sustainability, and includes both water conservation and storm water management.
Currently the majority of streets and sidewalks in urban areas are designed to move storm water off a site as rapidly as possible. This creates fast-moving currents of rainwater, flowing towards the ocean and carrying accumulated oil and debris from surface streets. With a shift in planning techniques, storm water can be collected and used to irrigate landscaping and recharge groundwater, while lessening the reliance on municipal water and reducing pollution to local watersheds such as Chollas Creek.

For every inch of rainfall per mile a: ¹²

- 10-foot wide paved street will drain 27,800 gallons
- 20-foot wide paved street will drain 55,700 gallons
- 30-foot wide paved street will drain 83,500 gallons

Sustainable storm water management techniques could be used for edible landscape irrigation, and the water that would otherwise be used for irrigation could be used on other tasks. For example, 10,000 gallons of water is the equivalent of:

- 6,250 toilet flushes (1.6 gallons per flush)
- 833 loads of clothes washed (12 gallons per load)
- 1000 five-minute showers (10 gallons per shower)

Eventually San Diego, as well as residents in Encanto Neighborhoods, should pursue “water independence”, or ways to ultimately provide for its own water needs, without having to depend, as it does now, almost totally on water brought in from both Northern California and the Colorado River, from Lake Mead.

Table 3-1 identifies a variety of Low Impact Development (LID) practices for water conservation. LID can be used in combination with edible landscaping to improve the food environment.

¹² Rainwater Harvesting for Drylands and Beyond by Brad Lancaster
www.harvestingrainwater.com
<table>
<thead>
<tr>
<th>LID Practice</th>
<th>Description</th>
<th>Illustration</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bioretention</td>
<td>These shallow depressions in the landscape are designed to capture runoff and encourage temporary ponding to help filter runoff.</td>
<td></td>
</tr>
<tr>
<td>Cisterns and Rain Barrels</td>
<td>Storm water storage containers collect rooftop runoff from a downspout and store it for future use. The rainwater can be used for irrigation at both commercial and residential building sites.</td>
<td></td>
</tr>
<tr>
<td>Curb Cut</td>
<td>Curb cuts allow storm water to enter street tree planter basins, which can be planted with edible trees. The system uses softly sloping roadways and gravity to naturally water the trees while the root system of the vegetation filters pollution from the storm water. Overflow is directed back to the sewer system.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Low Water Landscaping</strong></th>
<th>Low water landscaping techniques utilize drip irrigation that is specifically directed where water is needed, along with moisture sensors that stop irrigation during wet weather, and mulch to prevent evaporation.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Permeable Pavement</strong></td>
<td>Permeable pavement is a type of outdoor surfacing that allows runoff to seep into the ground or into an underlying reservoir where it can be stored and later directed to a conveyance system. Permeable pavement is an alternative to conventional concrete and asphalt paving.</td>
</tr>
<tr>
<td><strong>Planter Box</strong></td>
<td>Planter boxes are aboveground containers that use a combination of plants and soil to temporarily store and filter water runoff from roof downspouts.</td>
</tr>
<tr>
<td><strong>Vegetated Swale</strong></td>
<td>Shallow, open channels with gently sloping sides that capture rainwater and help remove pollutants from storm water. When densely planted with edible plants, swales can be used in place of traditional curbs and gutters.</td>
</tr>
</tbody>
</table>
Waste Diversion

In the U.S., more than two-thirds of the municipal waste stream (MWS) consists of organic material, or yard waste, food scraps and paper products. These materials could be diverted from local landfills through composting, reducing carbon emissions and lowering the risk of groundwater pollution. Compost can be utilized as soil amendments for agriculture and has a variety of environmental benefits, including its ability to reduce water pollution by increasing the water-retention capacity of soil. In addition, compost-amended soil has improved water infiltration, requiring less irrigation. Compost utilization also improves soil structure, leading to less erosion, another way to reduce runoff.

The Miramar Landfill is the City of San Diego’s only active landfill and composting facility, and it is slated to reach capacity in 2022.\(^\text{13}\) There are no compost facilities in all of San Diego County located south of I-8. The creation of small composting operations in Encanto Neighborhoods could have positive environmental impacts and better serve residents who might not have easy access to trucks or haulers. With recent City regulation making composting legal in community gardens,\(^\text{14}\) other larger-scale urban food growing operations could allow for the creation of compost in areas not well-served by existing facilities.

While San Diego currently has a residential recycling program for yard waste, there is no program for collecting food waste, which is the City’s third largest form of residential waste after construction materials and paper.\(^\text{15}\) The City could benefit from following the example of nearly 100 other cities across the country that utilize curbside composting programs, extending the life of their landfills and often reducing regular garbage collection to every other week. San Francisco was the first major U.S. city to mandate composting — sixteen years into the program, the city currently collects 600 tons of food waste a day from residences, as well as restaurants and other food-related businesses.\(^\text{16}\) A curbside composting program in Encanto Neighborhoods could complement other efforts to promote the benefits of healthy and sustainable living and eating within the community.


\(^{14}\) San Diego Municipal Code §141.0203

\(^{15}\) City of San Diego Environmental Services Department Waste Composition Study 1999-2000

3.3 Policy Recommendations

1. Develop and promote local agriculture, water conservation, food production, distribution, consumption and food waste management as components of a food system that regenerates the ecosystem, enhances biodiversity, and promotes practices that mitigate climate change.

2. Prevent urban runoff pollutants entering waterways through the use of low impact development practices such as rainwater collection, bioretention basins, rain gardens and infiltration planting, pervious pavements, and green roofs.

3. Practice water conservation, including water-efficient infrastructure, drought tolerant plantings, greywater usage and the extension of the municipal reclaimed water to support public parks and landscaped areas.

4. Continue funding for the Residential Rainwater Harvesting (Rain Barrel) Rebate Pilot Program to encourage households to purchase and install rain barrels.

5. Support a zero-waste community that promotes the recycling of both solid and green waste, as well as food scrap composting.

6. Provide households easy and affordable access to composting resources and education in order to achieve greater diversion of organics entering the landfill.

7. Continue funding for the Compost Bin Voucher Program to encourage households to compost food and garden waste.

8. Encourage new developments to include solid waste and recycling management measures, such as dual trash/recycling chutes, in development plans to facilitate compliance with recycling regulations.
4 Implementation

4.1 Overview

The Master Plan vision, guiding principles and policies are intended to be implemented through incorporation into the Encanto Neighborhoods Community Plan update, scheduled to be adopted by City Council in 2014.

Table 4-1 identifies a variety of Food Environment tools for Encanto Neighborhoods. These tools can be used to implement the vision of Encanto Neighborhoods as a vibrant and economically thriving community that supports healthy living and where nutritious, affordable, and culturally diverse food is accessible to all.

4.2 Funding Mechanisms

An updated Public Facilities Financing Plan (PFFP) can identify the capital improvements and other projects necessary to implement the food environment needs outlined in this Plan. To meet unfunded needs, both public and private funds should be pursued, as a combination of financing sources will be needed to fund the recommended improvements and stimulate development. Key implementation actions include:

- Regularly update the Public Facilities Financing Plan (PFFP) to identify the capital improvements and other projects necessary to accommodate present and future community food environment needs as identified throughout the Master Plan.
- Implement facilities and other public improvements in accordance with the PFFP.
- Pursue public and private funding to implement unfunded needs identified in the Master Plan.

Table 4-2 outlines potential public and private funding sources, for improving the food environment, including city, state and federal funding sources.
<table>
<thead>
<tr>
<th>Food Environment Improvement</th>
<th>Description</th>
<th>Illustration</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Production</strong></td>
<td></td>
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</tr>
<tr>
<td>Market Garden</td>
<td>A market garden is the small-scale production of fruits, vegetables and flowers as cash crops, frequently sold directly to consumers and restaurants.</td>
<td>![Market Garden Image]</td>
</tr>
<tr>
<td>Community Garden</td>
<td>Community gardens turn empty lots and open spaces into green areas for growing fresh produce and plants.</td>
<td>![Community Garden Image]</td>
</tr>
<tr>
<td>Edible Landscaping</td>
<td>Edible landscaping is the use of food plants as design features in a landscape. These plants are used both for aesthetic value as well as consumption.</td>
<td>![Edible Landscaping Image]</td>
</tr>
<tr>
<td><strong>Hydroponics</strong></td>
<td>Hydroponics is a method of growing plants using nutrient solutions in water without soil.</td>
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<tr>
<td><strong>Aquaponics</strong></td>
<td>Aquaponics is the symbiotic cultivation of plants and aquatic animals such as fish in a recirculating hydroponic environment.</td>
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<tr>
<td><strong>Urban Farms</strong></td>
<td>Urban farms allow for self-sufficient food production through activities such as gardening or raising poultry or small livestock. Small-scale urban farms under a 1/4-acre in size can easily fit into the character of the city while reducing the distance from “farm to fork” down to zero.</td>
<td></td>
</tr>
<tr>
<td><strong>Animal Husbandry</strong></td>
<td>Animal husbandry includes the raising of goats, chickens, bees and other food sources, making it possible for community members to harvest their own milk, cheese, honey and eggs.</td>
<td></td>
</tr>
<tr>
<td><strong>Rooftop Garden</strong></td>
<td>Rooftop gardens take place on the roof of buildings, providing food, temperature control, hydrological benefits, architectural enhancement, habitats or corridors for wildlife, and recreational opportunities.</td>
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<tr>
<td><strong>Greenhouse Growing</strong></td>
<td>Greenhouse growing allows for a more controlled and convenient environment. In a greenhouse, temperature, humidity, soil aeration, soil moisture and drainage, fertility levels, and light are controlled.</td>
<td></td>
</tr>
<tr>
<td><strong>Infrastructure</strong></td>
<td><strong>Food Business Incubator</strong></td>
<td>A food business incubator is a fully equipped, shared-use commercial kitchen facility. The incubator provides all the amenities and necessary licensing, as well as technical support, business assistance and access to micro-loans.</td>
</tr>
<tr>
<td>Processing and Co-packing</td>
<td>A co-packer is a food business that processes and packages/labels food products for retail sale. Food producers need such a facility to comply with federal food safety regulations.</td>
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<tr>
<td>Warehousing</td>
<td>Food storage warehouses are where food is stored, for wholesale distribution to other wholesalers or to retail outlets, restaurants, and other facilities selling or distributing to consumers. Food storage warehouses include facilities where food is kept refrigerated or frozen.</td>
<td></td>
</tr>
<tr>
<td>Distribution</td>
<td>Food distributors procure bulk and/or wholesale produce inventory and deliver to other wholesalers or to retail outlets, restaurants, and other facilities selling or distributing to consumers.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Retail</th>
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</thead>
<tbody>
<tr>
<td>Food Cooperative</td>
</tr>
<tr>
<td><strong>Produce Exchange</strong></td>
</tr>
<tr>
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</tr>
<tr>
<td><strong>Healthy Corner Store</strong></td>
</tr>
<tr>
<td><strong>Farmers Market</strong></td>
</tr>
<tr>
<td><strong>Produce Truck</strong></td>
</tr>
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<tr>
<td><strong>Farm Stand</strong></td>
</tr>
<tr>
<td><strong>Produce Cart</strong></td>
</tr>
<tr>
<td><strong>Marketing and Education</strong></td>
</tr>
<tr>
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<tr>
<td><strong>Local Food Branding</strong></td>
</tr>
<tr>
<td>San Diego Grown 365 is a San Diego County Farm Bureau owned brand that gives San Diego producers an edge in the marketplace by helping consumers identify local products.</td>
</tr>
<tr>
<td><img src="image1" alt="San Diego Grown 365 logo" /></td>
</tr>
<tr>
<td><strong>Healthy Food Identification</strong></td>
</tr>
<tr>
<td>Various forms of “healthy selection” signage can be made available to store owners in the form of window and aisle signs that help shoppers identify healthier choices, including fruit and vegetable displays and products with minimal salt, fat, and sugar content.</td>
</tr>
<tr>
<td><img src="image2" alt="Healthy Food Identification" /></td>
</tr>
<tr>
<td><strong>Culinary Arts Training</strong></td>
</tr>
<tr>
<td>A culinary job-training program can help prepare unemployed, underemployed, previously incarcerated persons, and homeless adults for careers in the food service industry.</td>
</tr>
</tbody>
</table>
### Table 4-2 Funding Mechanisms Toolbox

<table>
<thead>
<tr>
<th>Funding Mechanism</th>
<th>Description</th>
<th>Administrator</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Private Funding</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>California FreshWorks Fund</td>
<td>FreshWorks is a public-private partnership loan fund created to bring grocery stores, markets that offer fresh produce, and other innovative forms of healthy food retail and distribution to communities that do not have them.</td>
<td>NCB Capital Impact and Emerging Markets Inc.</td>
</tr>
<tr>
<td>504 Loan Program</td>
<td>The 504 Program provides small businesses requiring “brick and mortar” financing with long-term, fixed-rate financing to acquire major fixed assets such as land or buildings. The financing can also be used for investment in machinery or renovation of existing property.</td>
<td>Certified Development Companies (CDCs) on behalf of the Small Business Administration</td>
</tr>
<tr>
<td>Community Development Financial Institutions (CDFI) Fund/Healthy Food Finance</td>
<td>The CDFI Fund is intended to expand the capacity of financial institutions to provide credit, capital, and financial services to underserved populations and communities. It provides financial assistance (loans, grants, investments) to certified CDFIs. CDFIs must match the federal financial assistance dollar-for-dollar with nonfederal money. The end goal of the financial assistance is to increase the capacity of these institutions to make investments in low-income neighborhoods. The CDFI Fund also provides grants for the Healthy Food</td>
<td>CDFIs on behalf of Department of Treasury</td>
</tr>
</tbody>
</table>

1 Adapted from the City of San Diego's *Euclid + Market Land Use and Mobility Plan* and *Green for Greens: Finding Public Funding for Healthy Food* by Changelab Solutions
<table>
<thead>
<tr>
<th>Initiative (HFFI)</th>
<th>Financing Initiative (HFFI), the federal government’s financing program for healthy food retail. The goal of HFFI is to eliminate food deserts by investing in healthy food retail.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community Economic Development (CED) Program</td>
<td>The purpose of the CED program is to support projects that address economic self-sufficiency for low-income individuals and distressed communities. Grants cover project costs for business start-up, business expansion, operating costs, and loans or investments. The grants are intended to be catalysts for private investment in low-income communities. Types of projects funded include business incubators, shopping centers (including grocery stores), manufacturing businesses, and agriculture initiatives.</td>
</tr>
<tr>
<td>Healthy Urban Food Enterprise Development Center (HUFED)</td>
<td>HUFED supports bringing healthy, affordable food to communities. It provides small and large grants and technical assistance for food business development with a focus on getting more healthy food— including locally produced food— into communities with limited access. Small grants can be used for infrastructure costs (such as equipment for processing, refrigeration, and cooling), minor capital improvements, feasibility studies for specific business strategies, and focused work to overcome barriers to communities having healthy food options. These grants are geared toward retail businesses and food service operations that want to carry fresh foods. Large grants are more suited to local and regional projects intended to aggregate and distribute healthy foods.</td>
</tr>
<tr>
<td>Local Funding</td>
<td></td>
</tr>
<tr>
<td>Capital Improvement Program (CIP)</td>
<td>The Capital Improvements Program (CIP) is the long-range plan for all individual capital improvement projects and funding sources. CIP Projects are unique construction projects that provide improvements or additions such as land, buildings, and infrastructure.</td>
</tr>
<tr>
<td><strong>Infrastructure Financing District (IFD)</strong></td>
<td>Similar to redevelopment tax increment, tax increment revenues with an IFD are used to finance construction of public works and facilities. Cities and counties can create Infrastructure Financing Districts (IFDs) to pay for regional scale public works. IFDs can divert property tax increment revenues for 30 years to finance projects such as transit, water systems, sewer projects, flood control, parks, and solid waste facilities.</td>
</tr>
<tr>
<td><strong>General Fund Revenue</strong></td>
<td>Fees collected in the City's General Fund, generated by property taxes, sales tax, motor vehicle license fees, and other sources of revenue. A landowner or developer funds the infrastructure, and the transaction is structured in the form of a loan from the developer to the City to be repaid over a terms of years with the various tax revenues generated by the new development.</td>
</tr>
<tr>
<td><strong>Community Facilities District (CFD)</strong></td>
<td>A special property tax placed upon property located within the established district to fund public facilities and services. Municipal bonds secured by revenues from the special tax rate are sold by the CFD to provide upfront funding for improvements or services.</td>
</tr>
<tr>
<td><strong>Business Improvement District</strong></td>
<td>Property owners or merchants in a given business district can vote to impose a small tax on businesses within that district. The local government collects the tax, but merchants manage the proceeds, spending it on façade improvements, cleanup, safety, marketing, and other activities intended to improve business conditions in the district. Many business improvement districts sponsor farmers' markets as a part of an overall neighborhood economic development strategy.</td>
</tr>
<tr>
<td><strong>Development Impact Fee</strong></td>
<td>Fees paid by developers to finance all or a portion of the costs of any public facility that benefits their development.</td>
</tr>
<tr>
<td><strong>Bond Financing</strong></td>
<td>The City can issue tax-exempt bonds to finance large-scale projects. A bond is issued as long-term debt, and the proceeds from the sale of this debt are</td>
</tr>
<tr>
<td>Program Name</td>
<td>Description</td>
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<tr>
<td>Beginning Farmer and Rancher Development Program (BFRDP)</td>
<td>The BFRDP aims to improve food security by providing training and technical assistance to beginning farmers and ranchers. Grants fund training focused on key areas: farm and ranch management strategies; business development; marketing; land acquisition; and sustainability practices. The program sets aside 25% of funding for socially disadvantaged farmers and ranchers.</td>
</tr>
<tr>
<td>Community Development Block Grants (CDBG)</td>
<td>CDBG is one of the most common sources of funding for local economic development projects. The purpose of the CDBG program is to improve the housing, environmental, and economic conditions of primarily low- and moderate-income people. Agencies that receive the grants are responsible for developing programs and setting funding priorities. For example, funds may be used to assist private businesses in creating jobs and expanding operations.</td>
</tr>
<tr>
<td>Community Food Projects Competitive Grant Program (CFP)</td>
<td>CFP offers grants and technical assistance to community organizations to support entrepreneurial projects, develop innovative links between the for-profit and nonprofit food sectors, and encourage long-term planning activities and interagency approaches. The emphasis is on projects that need a one-time infusion of federal money.</td>
</tr>
<tr>
<td>Farmers’ Market Promotion</td>
<td>FMPP offers grants to help improve and expand domestic farmers’ markets, roadside stands, community-supported agriculture programs, and other direct producer-to-consumer market opportunities.</td>
</tr>
<tr>
<td>Program (FMPP)</td>
<td></td>
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<tr>
<td><strong>New Markets Tax Credits (NMTC)</strong></td>
<td>Through the NMTC program—one of the largest federal economic development programs—privately managed investment institutions known as community development entities (CDEs) make loans and capital investments in businesses in underserved areas. CDEs apply to the program to issue tax credits in exchange for private investments. Each CDE gets a total annual allocation of tax credits that it can provide to investors. CDEs must use at least 85 percent of the proceeds to make qualified low-income community investments.</td>
</tr>
<tr>
<td><strong>Sustainable Communities Regional Planning Grants</strong></td>
<td>The Sustainable Communities Regional Planning Grants provide funding for regional planning activities that improve regional economies, increase opportunities for disadvantaged populations, reduce energy use, and improve public health. Eligible activities range from land use planning to business feasibility studies.</td>
</tr>
<tr>
<td><strong>USDA Small Business Innovation Research (SBIR) Program</strong></td>
<td>SBIR funds research into the use of technology to solve scientific and agricultural problems. The goal of this program is to stimulate technology development, support the small business sector, increase commercialization of ideas generated through USDA research, and support women-owned and socially disadvantaged businesses. The program has three tracks of potential interest to healthy food retailers: rural development, food and nutrition, and market and trade.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>State Funding</th>
<th></th>
<th>State of California on behalf of the</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Brownfields Economic</strong></td>
<td>BEDI grants fund the redevelopment of underutilized industrial and commercial sites and provide economic opportunity for low- and moderate-income people.</td>
<td></td>
</tr>
<tr>
<td>Development Initiative (BEDI)</td>
<td>It is aimed at sites where environmental cleanup activities are a real or potential barrier to redevelopment.</td>
<td>Department of Housing and Urban Development</td>
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<tr>
<td>Enterprise Zones</td>
<td>An Enterprise Zone is a defined geographic area in which businesses can claim certain state income tax savings and other advantages. Enterprise Zones were created in California to stimulate business investments in areas that are economically disadvantage and to spur job growth in area of high unemployment. Businesses that operate in an Enterprise Zone (EZ) can claim tax credits for employee wages and manufacturing equipment purchases.</td>
<td>State of California</td>
</tr>
<tr>
<td>Specialty Crop Block Grant (SCBG) Program</td>
<td>The SCBG funds a wide range of projects that promote fruits and vegetables (specialty crops) grown in the United States. The money can be used for farmers' market incentive programs, to develop specialty crop distribution infrastructure, production research, and to support many other initiatives that make specialty crops more competitive in the marketplace.</td>
<td>State departments of agriculture on behalf of the Department of Agriculture</td>
</tr>
</tbody>
</table>