

CALIFORNIA URBAN AGRICULTURE:

Challenges, Pathways, and Equity for a Resilient Landscape

A roadmap to
reform and expand
urban agriculture
in California

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Growing Roots, PC: Jason Elias Photography

Acknowledgments

We honor and give thanks to all California Tribal Nations and Indigenous Peoples. As we move forward mindfully regenerating our resources, we uplift the traditional ecological knowledge of Indigenous Peoples and their contributions here in California as land stewards of their ancestral homelands since time immemorial. This statement is an acknowledgment and does not negate the deep work needed to pursue justice in Native communities.

We express our deepest gratitude to all the growers, partners, and community members who contributed their stories and thought leadership to assemble this report. Thank you for contributing your time, participating in surveys, and joining us in our listening sessions and gatherings around the state.

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Executive Summary

Urban agriculture has many positive impacts on city residents and local food systems. Yet like their rural counterparts, California's urban growers face challenges accessing water, finding pathways toward land ownership, and accessing capital to afford equipment, certifications, and other key resources. This report offers an in-depth view of the current urban agriculture landscape in California, the barriers urban agriculture communities face, and a set of recommendations to expand and enhance urban agriculture.

The development of this report began in 2022 and is based on literature analysis, survey results, in-person listening sessions, and feedback from regional grassroots urban growers, leaders, organizations, experts, and community members across California. Urban Grower is a term used throughout this report to represent the diverse ways people grow food in an urban setting. Community is at the core of this report: the report and its recommendations are based directly on the perspectives shared by urban agriculture communities across California.

As urban environments continue to evolve to meet development demands, it is important to preserve access to urban agriculture growing spaces and promote

policies and systems to build capacity for urban agriculture activities. City, county and state level master plans and climate adaptation plans can and should include strategic goals to secure the long-term viability of urban agriculture. An active urban growing space stimulates the local economy, improves climate change resilience— particularly in neighborhoods most vulnerable to climate risks, contributes to food sovereignty, preserves biodiversity in urban ecosystems, and encourages community engagement. It is essential to uplift the voices of urban growers and support their dynamic contributions to urban life as they collectively provide social, health, economic, and environmental benefits through their dedication and hard work.

The purpose of this report is to create a clear platform and vision to inform decision makers across California from elected officials to staff at local, state, and federal agencies, who play a role in shaping our built and natural urban spaces. We hope this report is used as a tool to support, promote, build, and sustain equitable opportunities for urban agriculture.

Florence Fang Community Farm, PC: Tim Schoepp Photography



Urban Agriculture Background: Definitions & Benefits

Urban Agriculture (UA) refers to the cultivation, processing, and distribution of agricultural products in urban settings, including but not limited to: in-ground small plots, raised beds, vertical production, mushroom growing, urban forestry and tree care, community gardens, school gardens, beekeeping, chickens and livestock, flower and fiber production, rooftop farms, hydroponic, aeroponic, and aquaponic facilities, and other innovations. Urban growers work among diverse populations to expand access to nutritious foods, foster community engagement, offer workforce development opportunities, educate communities about food and farming, and expand green spaces. Historically urban agriculture has been a part of urban life since the existence of cities. Importantly, urban agriculture has also been a consistent strategy employed by communities of color as a tool of resistance and liberation in response to systemic food and environmental injustices.

As a dynamic practice, UA takes on different forms and provides various benefits to diverse communities. It increases access to fresh culturally-relevant produce, facilitates reentry into society after incarceration, develops youth as the next generation of environmental leaders in their community and much more. UA can also contribute to improved healthy eating behaviors at a household level. A 2016 study conducted in San José, California, found urban community garden participants and home growers accessed more fresh produce and doubled their vegetable intake level.² Studies show residents with greater access to fresh produce consume healthier diets and have lower rates of diet-related diseases than their counterparts in neighborhoods lacking food access.³ Additionally, UA can contribute to sustainable ecosystems and

energy conservation. Global projections estimate ecosystem services from UA have the potential to save 14 to 15 billion kilowatt hours of energy and sequester between 100,000 and 170,000 tons of nitrogen.⁴

UA also contributes to building food sovereignty at a neighborhood or even regional-scale. Food sovereignty refers to a theoretical framework and set of practices employed to address inequities in our food system. These practices affirm and amplify



power within urban communities to self-determine how and where food is produced and distributed, and cultivate localized circular economies to keep dollars spent within a community. For example, the onset of the COVID-19 pandemic in 2020 revealed fractures and inequities in the consolidated global food supply chain, resulting in immediate food shortages at supermarkets and a surge in demand for seeds.⁵ Urban growers around the state mobilized during this time, building food hubs like Foodshed Cooperative in San Diego County, to stabilize local markets and meet household and community-level food needs, particularly for people most at risk of experiencing food insecurity. Supporting the work of urban growers and the viability of urban agriculture can help restructure the existing food system and reclaim it as a system that is community-led, climate resilient, healthy, inclusive, and equitable.

Urban Grower is a term used throughout this report to represent the diverse ways people identify themselves when growing food in an urban setting. Urban grower is inclusive of urban farmers, community gardeners, land stewards, agricultural educators, etc. Urban growers not only produce food to sell, but also raise food, medicine and other agricultural products for themselves and to share and trade with others in their community.

1. US Food Sovereignty Alliance, 2007.
2. Algert 2016, pg. 79
3. Hagey A.8
4. Clinton 2018, pg. 42
5. Hoidal 2021, pg. 1
6. US Food Sovereignty Alliance, 2007.
7. White 2011, pg. 13
7. Pollak 2016, pg. 90

Food sovereignty is an evolving term and often context specific to a place or community of people. In this report, we utilize a definition first proposed in 1996 by La Vía Campesina in Tlaxcala, Mexico and refined at the Nyéléni, Mali Forum for Food Sovereignty in 2007. Food sovereignty is, “the right of peoples to healthy and culturally appropriate food produced through ecologically sound and sustainable methods, and their right to define their own food and agriculture systems. It puts the aspirations and needs of those who produce, distribute and consume food at the heart of food systems and policies rather than the demands of markets and corporations.”¹



UA continues to be practiced by communities most impacted and affected by inequitable access to food as an act of food sovereignty, maintaining their ancestral foodways, reclaiming personal power, and practicing self-determination under inequitable conditions.⁶ The rise of UA within BIPOC communities is due to many factors, such as the displacement of BIPOC from rural to urban areas,⁷ the spikes in oil and food prices,⁸ and collective action to improve access to affordable fresh produce to combat food apartheid. UA supports communities with access to nutrient-dense produce, economic health,⁹ and environmental sustainability.¹⁰

8. McClintock 2009, pg. 191
9. Hagey A. 2012, pg. 8-9
10. Wooten 2011, pg. 5

Community & Purpose:

Why do you engage in urban agriculture?



Daniel Yisrael, Yisrael Family Farm, PC: Daniel Yisrael



I was raised in the city and know the effects of miseducation, poor nutrition and marginalization based on race, class and socio-economic status. All of these things influenced my decision. When I became aware of the gross imbalances and unhealthy practices within the food systems in urban centers, a sense of duty to future generations became clear to me. This is the work I am called to do.”

—Daniel Yisrael Yisrael Family Urban Farm, Sacramento



I grew up in the city I am farming in. The farm I work on is helping to fight food insecurity and malnutrition in our neighborhood. I see this as a place of most need for people to connect with their food sources, learn how to grow food and where food comes from, have an opportunity to get their hands in the soil, be in a greenspace, and create a more biodiverse habitat amongst the urban concrete.”

—California Urban Grower



Urban Ag Benefits and Impacts

The benefits of urban agriculture cover many sectors of society having a positive impact on social and environmental well-being.



Economic Benefits

- Circulates money in the local community
- Stimulates neighborhood small business development
- Provides employment and training opportunities
- Supplements household-level income for home growers who sell their products



Social Benefits

- Improves neighborhood-based access to locally grown food
- Facilitates civic engagement and education regarding the processes of growing food
- Raises awareness of environmental and human health
- Provides nature-based educational experiences for youth, adults and seniors
- Fosters mutual aid and contributes to a system of food sovereignty
- Creates spaces offering community belonging amongst diverse populations
- BIPOC communities practice resiliency, autonomy, and agency to sustain their communities

UA practices provide avenues for building resilient communities and living environmentally sustainable lives. UA has proven to be a conduit for organic waste management, ecological restoration, nature-based educational experiences, and the regeneration of community economics. Through UA, climate change is addressed in the form of mitigating excessive heat, reducing fossil fuel use and transportation costs, curbing environmental pollution, improving public health and more.¹¹ Resilient, productive, and ecologically sound cities can continue to be created and supported through UA efforts.



Health Benefits

- Supports individual mental and physical well-being
- Lessens social isolation through participation in communal growing activities
- Contributes to improved nutrition security
- Improves household-level healthy eating behaviors



Environmental Health

- Supports organic waste management
- Restores urban ecosystems
- Reduces carbon footprint
- Replenishes water into natural aquifers
- Mitigates urban heat island effects through increased green spaces and tree canopy
- Sustains natural habitat for pollinators

11. Hagey A. 2012, pg. 9

Developing the Roadmap:

Part 1 Community Engagement and Accountability

This report was developed through a community engagement process involving several engagement modalities and layers of accountability to ensure the priorities communicated herein accurately reflect the specific needs and voices of California's urban agriculture communities. Our approach included an extensive literature review, the feedback of 90 urban growers via an online survey and the engagement of over 100 community members across California through urban grower gatherings

in six regions: Los Angeles, Sacramento, Fresno, San Diego, San Jose, and the greater San Francisco East Bay.

Furthermore, 12 regional partners and an 18-member review committee, made up of urban growers, educators, academics, advocates, and community members, reviewed the report and provided input at multiple points in the process of creating the report.

workdays and has mobilized volunteers to run and lead the weekly Grocery Pick-Up distributions after school. Julieta has a Bachelor's degree in Plant Science with a minor in Soil Science. As mixed-race Indigenous, Julieta identifies and resides within the community being served and has been an active member in the community since 2013.

Growing Roots addresses community needs through the Grocery Pick-Up Program and provides agricultural education. The community's current needs encompass food security issues, healthy food availability, and overall the general health of the population (both the school and City of Pomona). The Grocery Pick-Up program distributes produce grown on-site to the student families and staff of Emerson Middle School to increase access to healthy food services. The project addresses the dearth of green spaces in the community and on campus, and provides a trajectory towards agricultural literacy. Because Growing Roots is led by members of this community, it recognizes the difficulty of

this community being able to afford, access, and create meals with healthy foods.

Growing Roots' target audience is the 677 students of Emerson Middle School in Pomona Unified School District and their families, 95.9% of whom are eligible for Free & Reduced Price Meals.¹² The student population of Emerson Middle School is reflective of the city's demographic of over 90% non-white population with over 70% of Hispanic descent. It is important to note that 52% of this population is also at or below the federal poverty level (County of Los Angeles Public Health). Growing Roots serves the community of Pomona facing serious health issues such as childhood obesity, risk of diabetes, and vitamin D deficiencies. At present, Growing Roots has 30 active members: volunteers are youth, adults, and elders of diverse ethnic, gender, and socio-economic backgrounds that reside in the Pomona Valley geographical area.

12. CA Department of Education, 2024.



Case Study

Julieta Muñoz

GROWING ROOTS,
PONOMMA, CA

Growing Roots was founded in March 2020 by farmer Julieta Muñoz with a mission to provide a space where people can connect, feel safe, and practice sustainably growing their own food. Through true community involvement and localizing the food system, Growing Roots provides low-income and minority populations with very affordable if not free fresh and local produce. In this way, they promote personal, social, and environmental health in our communities.

At present, Growing Roots stewards The Growing Roots Garden, 1/8th of an acre located on the northwest corner of Emerson Middle School's campus, in partnership with Pomona Unified School District. Julieta Munoz, as Urban Farmer, currently hosts weekly two hour volunteer

Julieta Muñoz, Growing Roots,
PC: Jason Elias



Nathalie Aceves, Julieta Muñoz, and Hevelynn Nealy (left to right),
Growing Roots, PC: Jason Elias Photography

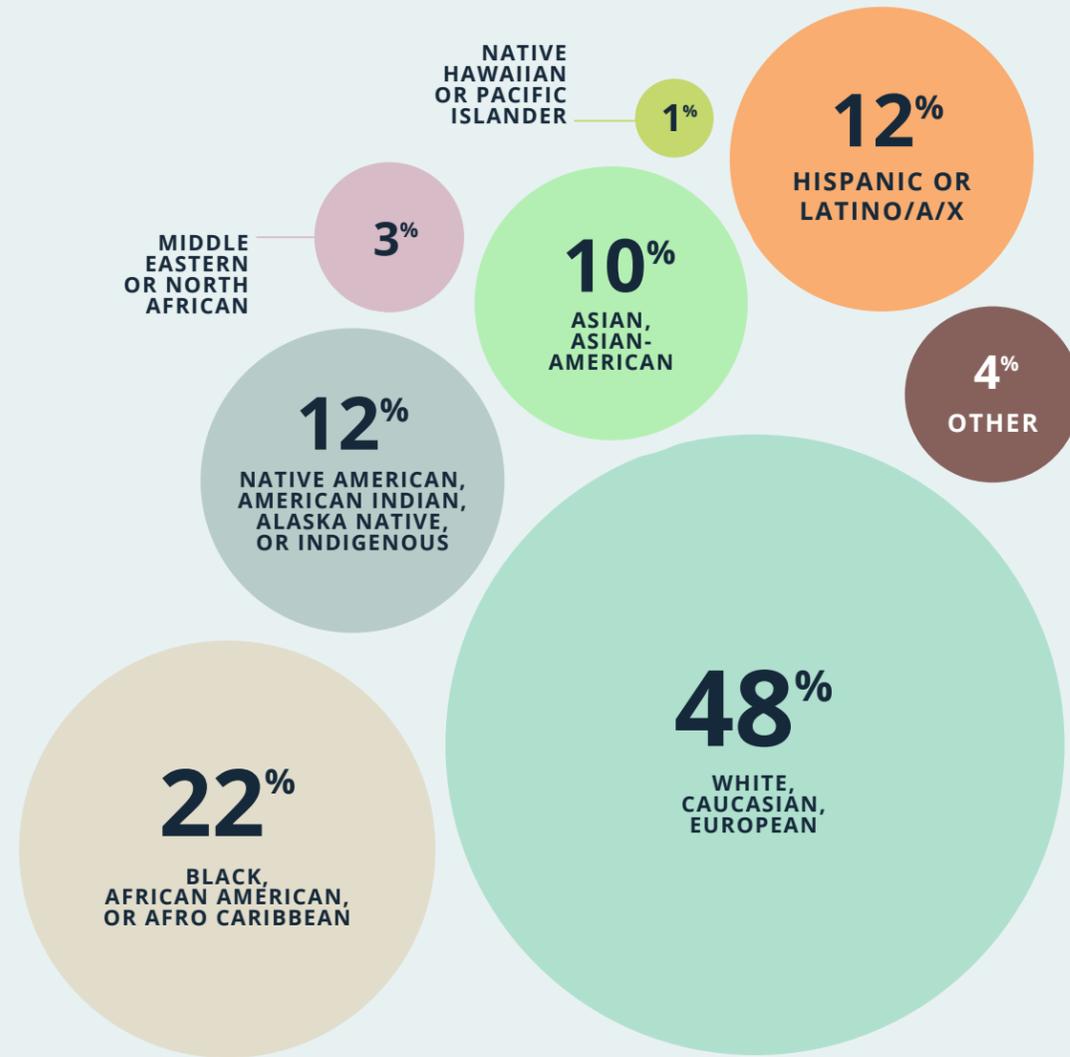
Part 2 Online Survey

The online survey included responses from 90 participants who identify as urban growers¹³ in California.

IDENTITY

Most respondents self-identified as **community gardeners, home gardeners, agricultural educators, farmers, and land stewards.**

Q: How do you identify?



13. **Urban Growers** is a term that is used throughout this report to represent the diverse ways people identify themselves when growing food in an urban setting. Urban Growers is inclusive of urban farmers, community gardeners, land stewards, agricultural educators, etc.

Q: What best describes your relationship to agriculture?



Q: Identify the type of agricultural operation you are involved with from the list below.



Over half of the surveyed urban growers...

- Participate in nonprofit urban agriculture operations
- Cultivate less than 1 acre
- Do not own the lands which they cultivate
- Use environmentally beneficial agricultural practices
- Are concerned with equity issues in UA funding and representation
- Have never received government funding assistance for their UA operations
- Believe current state and federal programs or policies are not empowering for BIPOC and low-income urban growers

Part 2 Online Survey

When asked about important priorities missing from the list, several respondents highlighted an overall lack of equity for growers and communities. They said:



J Rey, Just Food Collective, PC: J Rey



Land justice, justice and rights for farm workers, anti-colonial land back movements, garden subsidies, economic access.”

—J Rey, Just Food Collective, Los Angeles County

Indigenous food sovereignty and land repatriation.”

Food and land access as liberation, creation of space for formerly unhoused and formerly incarcerated folks to find joy/space to imagine.”

Connecting produce from small farms (especially urban and Black, Indigenous, and people of color (BIPOC) growers) to low-income communities—making high-quality produce accessible to everyone.”

Q: Of the list below, which agricultural issues are most important to you?

1 12/90	<ul style="list-style-type: none"> Land access, tenure and security Ecological agriculture programs, resources, & training (this includes climate-smart, agroecological, regenerative & sustainable ag practices)
2 11/90	<ul style="list-style-type: none"> Water access and resources for sustainable water management (e.g. dry farming & rainwater catchment systems) Financial resources (such as loans or grants for equipment, land, and materials) Climate change & uncertainty (such as extreme heat, soil salinity, increased heat, unpredictable frosts, etc)
3 10/90	<ul style="list-style-type: none"> Sustainable pest & disease management Small scale farm equipment access: irrigation, storage/cold storage, processing, and more General business support & farm viability
4 9/90	<ul style="list-style-type: none"> Food safety Language and culturally appropriate technical assistance & education to historically underserved grower
5 8/90	<ul style="list-style-type: none"> Local & direct marketing assistance Assistance navigating regulations e.g. permits & licenses
6 7/90	<ul style="list-style-type: none"> Insurance of all types: fire, property, & liability insurance Organics assistance Affordable housing Wildfire risk
7 6/90	<ul style="list-style-type: none"> Immigration reform

Top challenges for surveyed UA growers and their operations...

- Land security
- Ecological agriculture programming and resource access
- Water access
- UA equipment access
- Financial resource access
- General business support

Part 2 Online Survey

LAND

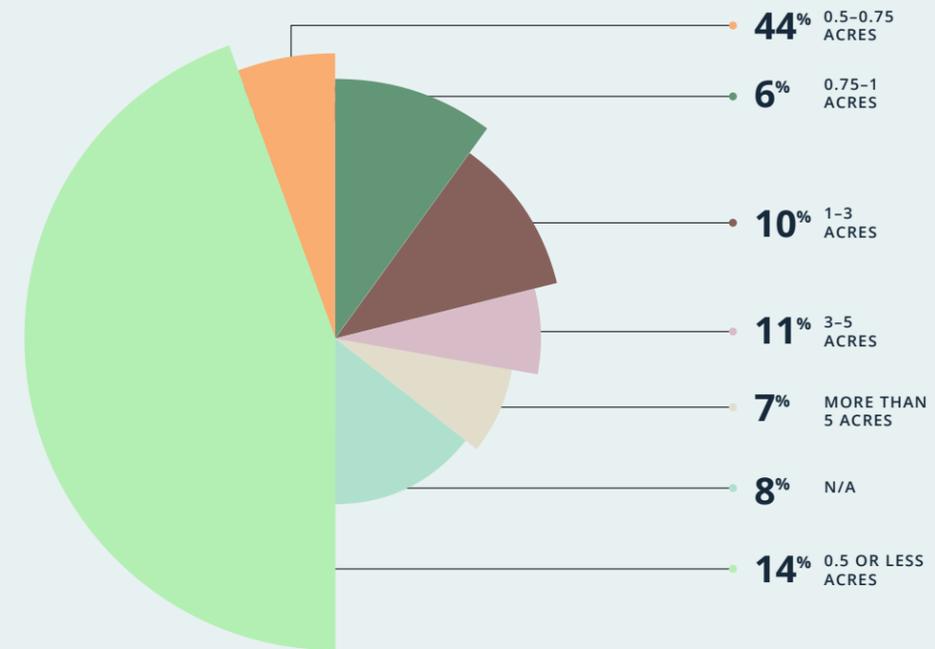
About **60%** of survey respondents manage **less than an acre**. Respondents **most** noted that they **lease the land** they cultivate; other respondents identified as owning land. Those who leased land identified nonprofit organizations, private management companies, cities or counties, and schools as their landlords.

Q: Currently, do you lease or own the land you cultivate?

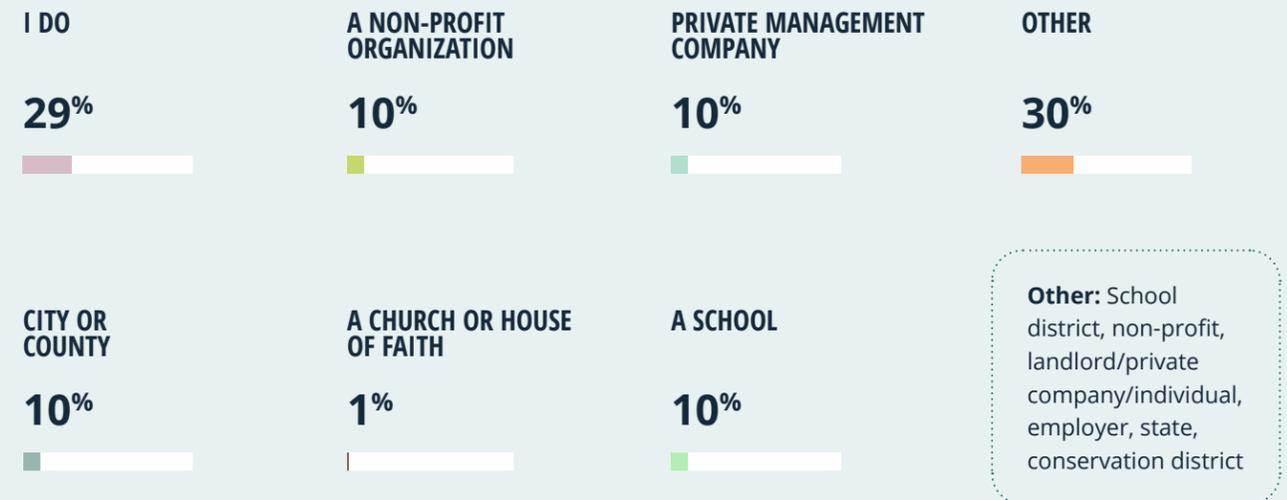


Other: Municipality, non-profit, institution, or family owned property, both own and lease, free stewardship or land use operating agreements

Q: If applicable, how many acres do you manage?



Q: Who owns the land you currently cultivate?



Other: School district, non-profit, landlord/private company/individual, employer, state, conservation district

Part 2 Online Survey

ABOUT WATER

Half of the respondents noted that they are **responsible for paying their water bills**; most water bills reached about **\$500 per month at the height of a growing season**.

Q: How do you access water?

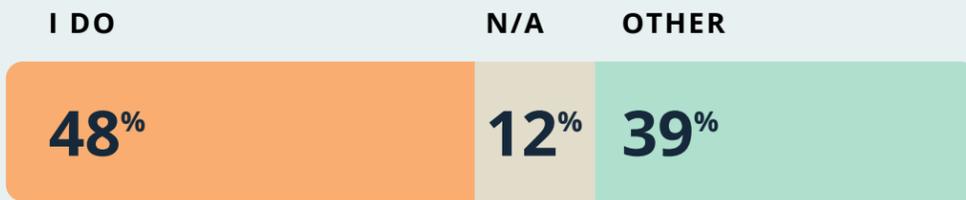


Q: How much does your water cost at the height of the growing season? (per 100 gallons a month). If you do not know the amount in the units listed please describe in the "Other" section.



Other: Range of costs were from \$500 to \$2,000/year, with various differences in farm size and cost contributing to answers

Q: Who currently pays for the water you use on your agricultural operation?



IMPORTANT ISSUES

Other issues of concern were housing affordability, affordable healthcare for farmers, diversity in urban farming, and avoiding gentrification with the introduction of urban agriculture.

Q: How do you identify your agricultural practices on your farming operation?



Q: Have you benefitted from any government programs such as those through the the United States Department of Agriculture (USDA), Natural Resource Conservation Service, USDA, Farm Service Agency, California Department of Food & Agriculture(CDFA) or others? (For example: CDFA's Healthy Soils Program)



JOY

What is the best part of growing food in your community?

Several growers reflected on community building, being in connection with the land, and sharing nutritious culturally relevant crops as points of joy for them. Below are a few quotes from urban growers about what brings them joy.



The look of wonder I see on faces - when people see a food garden, for a brief moment they are unguarded and innocent again, and their curiosity peaks.



Seeing folks who have been struggling smile after trying new foods, or seeing people of very different backgrounds connecting around food.



Watching a kid enjoy a purple bean or pick a fresh cucumber for a snack when they have never eaten one before. Watching parents be amazed that their children are willing to eat veggies when they get to pick them fresh.”

—Emily Gaines, Bootstrap Farmer, Sonoma County



Contact with the land and sense of connection with my farming ancestors.”



Cultural legacy.”



Emily Gaines, Bootstrap Farmer, PC: Emily Gaines



The faces of the community when they feel the security of a garden.”



I love the ways that Indigenous agriculture and land stewardship are highlighted in community-based farms, increasing visibility. I love the diversity and lushness of this part of the state, ability to grow what are usually imported items (bananas, coffee, avocados). I love how many women are in leadership roles in this ag community. I love how much potential we have to be more inclusive and regenerative.”

—Rachel Petitt, Resource Conservation District of Greater San Diego County



The knowledge that every day I am feeding people, creating habitat, and protecting resources for generations to come.”



Rachel Petitt, RCD of SD, PC: Rachel Petitt



Interacting with the plantcestors and keeping those relationships alive, growing in community.”

—Xochitl Flores, Hummingbird Farm, San Francisco County



Xochitl Flores, Hummingbird Farm, PC: Xochitl Flores



Restoring the earth, working with the land, cultivating ecosystems of abundance.”

Part 3 Listening Sessions

Listening sessions were held throughout the state. During these gatherings urban growers spoke directly to the challenges they faced in advancing their work.

NORTHERN CALIFORNIA

Northern California regions visited for listening sessions include the Greater San Francisco Bay Area, Sacramento, and San Jose. The top three issues for urban growers within these three regions were...

- 🌱 Land access/security/tenure
- 🌱 Water access and affordability
- 🌱 Funding

SAN JOAQUIN VALLEY

San Joaquin Valley regions visited for listening sessions include Stockton and Fresno. The top three issues for urban growers within these two regions were...

- 🌱 Land access/security/tenure
- 🌱 Funding for infrastructure
- 🌱 Water access and affordability

Our listening sessions were held in-person. At these gatherings folks were welcomed to contribute their thought leadership on how to deal with the current challenges for UA. The materials and activities participants wanted funding for include investment in young farmers, ecological and regenerative farming practices, and business

development. While urban growers wanted improved access to space to grow, land in California's cities is so expensive, strategies that can help provide long-term land access are beyond the reach of most individual farmers and gardeners. These would likely require assistance from local and state governments or other partners.

SOUTHERN CALIFORNIA

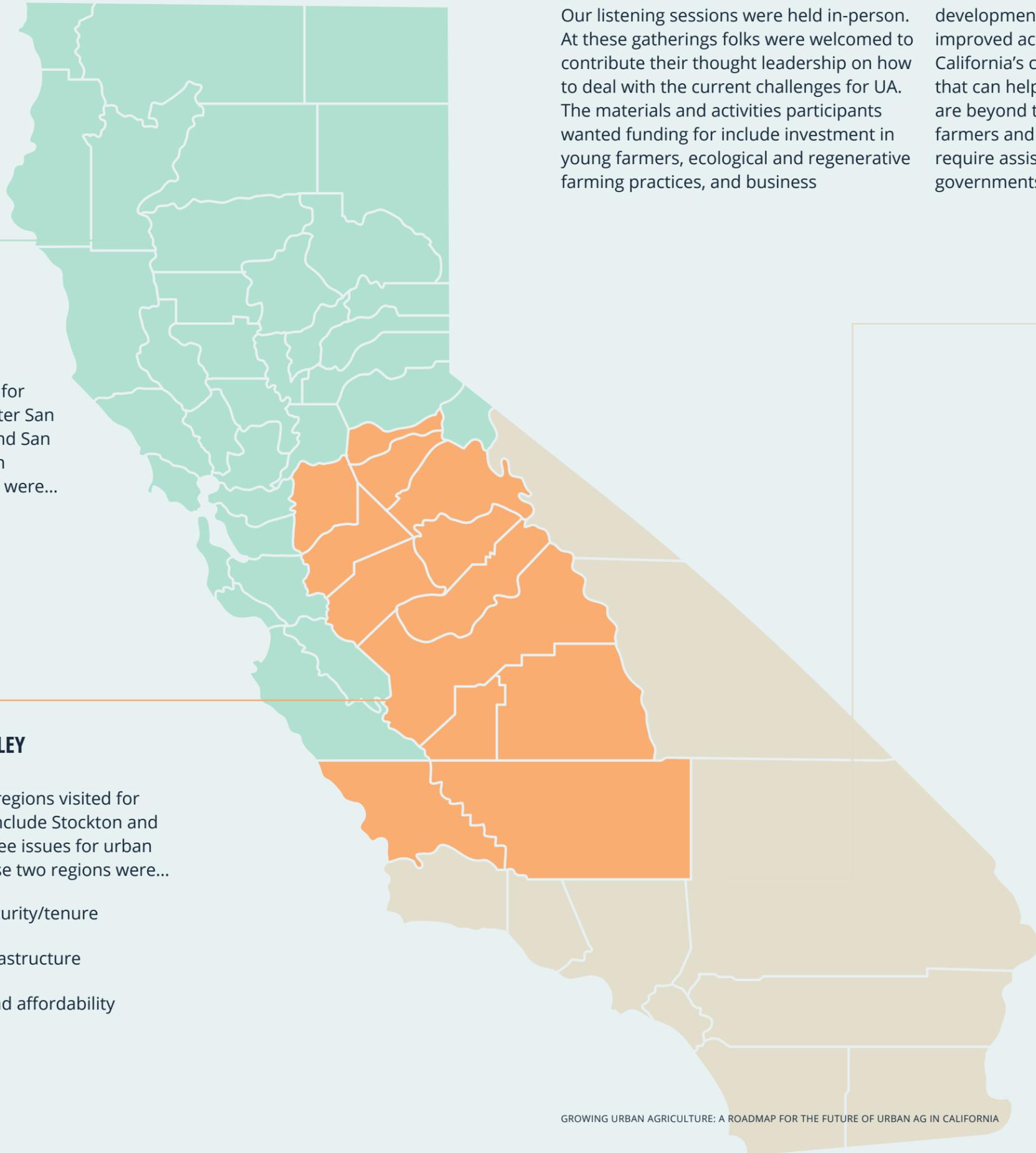
Southern California regions visited for listening sessions include Los Angeles and San Diego. The top issues for urban growers within these two regions were different.

The top four issues for urban growers in San Diego were access to...

- 🌱 Funding
- 🌱 Business development & education
- 🌱 Water access and affordability
- 🌱 Land access/security/tenure

The top issues for urban growers in Los Angeles were access to...

- 🌱 Land access/security/tenure
- 🌱 Funding
- 🌱 Technical Assistance



Fundamental Barriers to Urban Agriculture in California

Urban growers face barriers to implementing and providing long-term public benefits and services. The following are the top three challenges facing UA communities:



1

LAND ACCESS, TENURE, & SECURITY



2

WATER LIMITATIONS



3

LIMITED FUNDING FOR RESOURCES AND PROGRAMMING

We Grow Urban Farm, PC: Jason Elias Photography



1

Land Access, Tenure, & Security



Within literature and our collected data, urban growers have made it abundantly clear that land access, tenure, & security are obstacles in future planning to expand farm operations and long-term viability. We found the lack of secure access to land was the top challenge for California’s urban growers. High market rates for land and city zoning present barriers.

Importantly, addressing access to land requires acknowledgement of why it is inaccessible in the first place. The United States has a deep history of colonization, exploitation, enslavement, and displacement. In California, Tribal Nations endured theft of their ancestral lands starting in the late 17th century with the establishment of Spanish missions. Over the centuries, African Americans, Japanese Americans, Filipino Americans, and Mexican

Americans have been systematically removed from their productive agricultural lands and their labor exploited throughout California. Redlining and predatory lending practices have also significantly contributed to inequitable access to land. At present, historical disenfranchisement alongside eviction practices that situate profit over people put us in a critical space where urban farmers need explicit policy measures to secure and hold onto land.

Land Access: “the processes by which people individually and collectively gain rights and opportunities to occupy and utilize land (primarily for productive purposes but also other economic and social purposes) on a temporary or permanent basis.”¹⁴

Land Tenure: Determines who can use land and associated resources, such as water, for how long and under what conditions. Different forms of land tenure can include ownership and renting, as well as informal arrangements for using land.¹⁵

Land (tenure) Security: “is the certainty that a person’s rights to land will be recognized by others and protected in cases of specific challenges. People with insecure tenure face the risk that their rights to land will be threatened by competing claims, and even lost as a result of eviction.” The length of a person’s tenure on the land can affect their ability to make long-term investments (e.g., in perennial plantings, conservation measures, and irrigation systems), particularly if the time they have on the land is too short to be able to benefit from those investments or recover their costs.¹⁶

14. FAO, 2006, pg. 1.

15. FAO, 2002.

16. FAO, 2002.

Land Access, Tenure, & Security



Land Access issues were associated with a lack of technical assistance to identify resources for locating and acquiring urban agricultural land while navigating city ordinances and regulations. Another contributing factor to land access challenges, specifically for low-income and BIPOC urban growers, is inequitable funding resources. Financial support for underserved urban growers to access land and begin urban farming operations is limited. In particular, Black and Indigenous farmers have lower net cash incomes and receive a disproportionately smaller share of U.S. Department of Agriculture (USDA) loans.¹⁷ Throughout cities such as Los Angeles and San Francisco, open space and empty lots are hard to purchase or lease because of the high price of land.¹⁸ Land access and financial support go hand-in-hand as they are both necessary to secure long-term agriculture operations. Urban growers need capital, whether it be government funding or community contributions, to access land, along with technical assistance and local government support to identify public lots that are not market-rate prices.

Land Security issues are environmental, economic, or political threats to UA that hinder the achievement of urban farming operation vitality. Urban development that consists of foreign investment and luxury multi-use buildings is one of the reasons why land security is being challenged. It is

important to obligate developers to secure land for agriculture as part of the requirement for new development, while simultaneously preserving already existing growing spaces for agricultural economic development.

In 2013, **AB 551 Urban Agriculture Incentive Zone (UAIZ)**, was adopted by the California state legislature to support the expansion of UA with land security on vacant private lands. Literature notes that this is exclusive to private property, which raised questions about the possibility of further exclusion and gentrification within working-class communities. Although UAIZ held much promise in supporting UA, it unfortunately fell short. In our research process, we struggled to identify any active UAIZ leases from cities that offer UAIZ programs.

The challenges to achieving UA land security include inequitable distribution of resources, short-term leases without a lack of protections from evictions, and high rent without stabilization. In our literature review, out of 38 cities surveyed, only 5.3 percent of gardens were permanently owned.¹⁹ Many UA projects experienced landlords ending short-term leases without

5.3 %
GARDENS ARE OWNED



warning to resell the property to developers, and high rent prices led to the closing, relocation, or reduction in the size of farming operations.²⁰ The obstacles for urban growers and UA community initiatives in accessing land and attaining secure land tenure hinder the success and expansion of UA.

Land Tenure challenges describe an absence of pathways, resources, and policies to support urban growers in achieving ownership of land or permanent and protected communal land for UA operations. City development and politics which prioritize wealth accumulation have consistently threatened the achievement of secure land tenure for community UA projects. Community Land Trusts (CLTs) are important to cultivate for land tenure. CLTs are a model of land stewardship that creates pathways for secure and accessible urban growing spaces.

17. HEAL Food Alliance 2020, pg. 315. FAO, 2002.

18. Havens 2016, pg. 7

19. Hagey A. 2012, pg 23

20. Havens 2016, pg. 5

Water Limitations

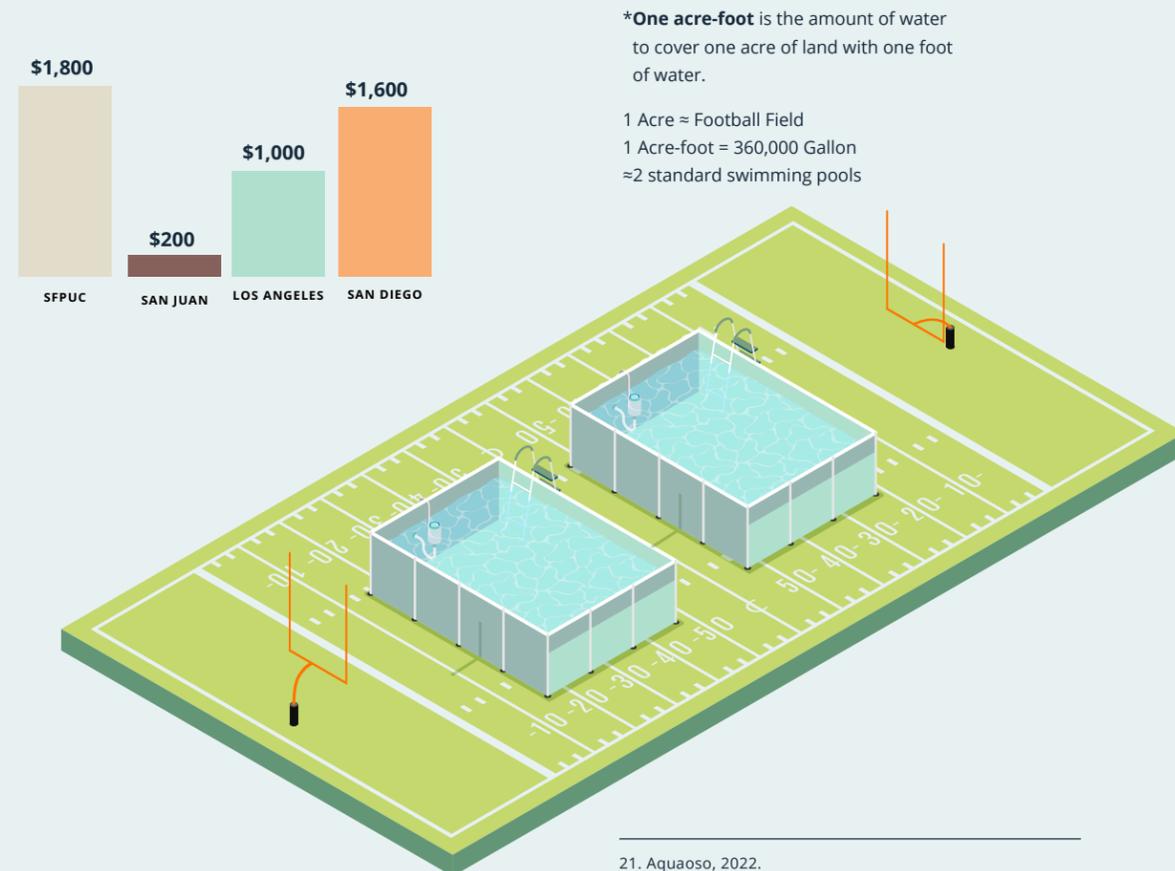


MUNICIPAL + AGRICULTURE WATER COSTS COMPARISON

Urban areas depend on physical infrastructure to transport important resources like water. On rural land, farmers have access to surface water and groundwater whereas in cities, that is typically not the case. Often urban growers only have access to municipal drinking water, which is significantly more expensive than non-potable agricultural water.

Metropolitan water prices in San Francisco, Los Angeles and San Diego range from \$1,000 - \$1,900 per month per acre foot of treated water and in the San Joaquin Valley the cost amounts in many cases closer to \$50 per acre foot of water.^{21 22} Water cost and source are two ways in which we identify water limitations for urban growers in the state of California.

PRICE FOR ONE ACRE-FOOT* OF WATER PER MONTH:

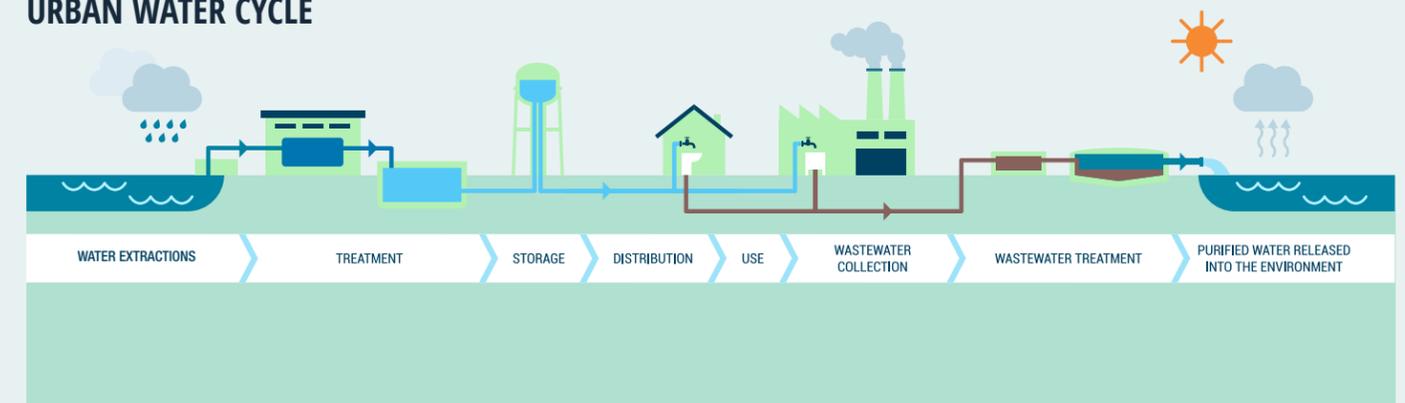


21. Aquaoso, 2022.
22. San Juan Water District, 2018.

Accessing water in the urban environment is impacted by financial costs and poor public policy. Fundamental challenges for UA water access include high costs for connecting to mainline water systems, lack of financial and technological support for developing rainwater capturing and **greywater systems**,²³ limitations on the use of captured water, potential drought restrictions, and contamination of water quality. On average, respondents from our survey data stated that they spent about \$500 a month on their water bills at the peak of the growing season. According to a report by PolicyLink from 2012, they estimated that the infrastructure cost to connect to mainline water systems costs around \$20,000.²⁴ Considering land security and tenure challenges to UA, water system expenses pose yet another barrier for urban growers to access and develop sustainable water practices and

infrastructure. Often within cities such as Los Angeles, collecting rainwater and using it for landscaping may require permits that come with high costs and may still have limitations. Additionally, city regulations during drought and poorly regulated water quality monitoring systems can put UA production at financial risk. Short-term access to land and difficulty accessing start-up capital poses significant barriers for urban growers who wish to invest in water systems. They cannot ensure they will be able to stay on the land long enough to see a return on their water system costs. Without sufficient financial resources and support for water testing, remediation, initial water access costs, and the development of water recycling infrastructure, UA struggles to reach its full potential in providing and implementing long term, **sustainable water management practices**.

URBAN WATER CYCLE



23. Diekmann 2017, pg. 4
24. Hagey A. 2012

Limited Funding for Resources and Programming



According to online survey data and listening sessions, urban growers mentioned a high need for resources and educational programming to support their urban agriculture operations.

In February of 2023, the USDA Equity Commission published a report on improving racial equity for farmers. One of the commission's recommendations was to administer more grants for nonprofits and farmer partnerships.²⁵ In our survey results, over half of the urban growers engaged in nonprofit operations. Over half of respondents reported that they believe current federal and state resources are not empowering for BIPOC farmers. This is in part due to the lack of government funding for urban agriculture within existing programs as well as the need for specific program development for urban agriculture.

Currently, the Environmental Protection Agency (EPA), the Department of Toxic Substances Control (DTSC), and the USDA offer grants and loans for accessing and cleaning up contaminated land. However, the requirements for these grants exclude urban agriculture. Incorporating language and requirements inclusive of UA, while prioritizing the distribution of these grants to urban growers, can help improve land access within their communities.

Ecological and Regenerative Agriculture Programs:

Many urban growers mentioned that sustainable, ecological, and regenerative forms of agriculture address environmental

injustices and help build healthier soils and environments for people and native habitats. Urban growers also felt these forms of agriculture could address urban soil contamination, sustainable pest disease management and sustainable water management. It is important to note that there is a need for training and education in this field in order to satisfy a multitude of requirements that enhance farm operations, such as getting certified organic.

The following are examples of programs offered by CDFA that support ecological and regenerative practices.

- 🌱 Beginning Farmer and Farmworker Training Program (BFFTP)
- 🌱 Certified Organic Technical Assistance Program
- 🌱 Healthy Soils Program
- 🌱 State Water Efficiency and Enhancement Program (SWEET)

Financial Resources:

During listening sessions, urban growers noted a need for government funding to be inclusive of urban agriculture. Accessibility challenges to receiving financial assistance included improved outreach and accessibility for dissemination of financial support, language barriers, and a lack of technical assistance. Published research shows that urban growers have noted a high need for access to sustainable long-term government grants and emergency funding.

In addition, improved outreach and accessibility for dissemination of financial

support were noted as necessary improvements within the literature and listening sessions. Accessibility challenges to receiving financial assistance include language barriers and a lack of technical assistance. These barriers created challenges to accessing needed financial resources and information.

General Business Support and Training:

Urban growers stated there was a need for assistance and training in identifying relevant policies that apply to UA business execution, support with marketing and access to local market spaces. Urban growers identified a need for training in food production, distribution, marketing, and business planning in an urban setting to help alleviate economic hardships. The development of proper infrastructure and support systems for UA can allow for productive, healthy, and resilient UA projects and cities to flourish.

The top categories that urban growers need resources and programming for are:

1) Ecological and regenerative agriculture programs

- 🌱 Sustainable pest disease management
- 🌱 Resources for sustainable water management

2) Financial resources

- 🌱 Small-scale farm equipment access
- 🌱 Start-up costs (soil testing, irrigation, land access, water access, and infrastructure development)
- 🌱 Improved assistance and accessibility
- 🌱 Climate-related emergency funds (fires, floods, etc.)
- 🌱 Legal aid to help BIPOC urban growers retain land

3) General Business Support and Training

- 🌱 Business planning in an urban setting
- 🌱 Assistance with identifying and applying to UA resources
- 🌱 Investment in young urban growers

Current Regional, State, and Federal Support of UA

Awareness about UA has grown over the past fifteen years. In this period, new state and federal programs have emerged to support and encourage urban agriculture. The 2018 Farm Bill authorized the USDA to create a federal Office of Urban Agriculture and Innovative Production. At the state level, CDFA has developed its own urban agriculture grant program. The following are current regional, state, and federal programs supporting the development, capacity, and sustainability of UA.



FEDERAL

- 🌱 Office of Urban Agriculture and Innovative Production (UAIP)



STATE

- 🌱 Urban Agriculture Grant Program, California Department of Food & Agriculture (CDFA)
- 🌱 Transformative Climate Communities (TCC) Program, Strategic Growth Council



REGIONAL

- 🌱 Los Angeles Office of Food Equity
- 🌱 Community Food Grant Program, County of San Diego and the San Diego Foundation



Case Study

Diane Moss, Project New Village

Diane Moss, PNV,
PC: Diane Moss

SAN DIEGO, CA

I began my journey into UA in 2008. I am the Managing Director for Project New Village (PNV) a nonprofit organization that uses urban agriculture and community engagement to improve access to fresh, locally sourced food throughout greater Southeastern San Diego. The organizational mission is to serve as a catalyst for resident-led, community-rooted experiences that build stronger

neighborhoods; improve the neighborhood food supply chain; stimulate collective investment in better health; and maximize the impact of investment to address social inequities. PNV is in the process of building The Village, a community food hub in Southeastern San Diego.

My commitment to this work is personal. I am a long-time community organizer and activist for social justice. Additionally, I am a Black, older female with health issues and in the neighborhood where I live access to good food is limited. I want to actively change that narrative by

- ✿ encouraging my neighbors to actively support locally sourced foods with their purchasing power and their properties
- ✿ improve the neighborhood-based food system to produce and sell more fresh food
- ✿ advocate for better policies and procedures to regulate and support urban agriculture as one way to address food security and impact climate change.

Accomplishments

In 2010, we collectively advocated with other urban growers to change the City of San Diego's ordinances, which allowed us to lease public property to establish an urban garden without user fees. We pay property tax and water costs. We invested in this movement by paying \$29,000 for the city's planning department to make regulatory changes.

We purchased our garden property from the city in 2019, with support from the

Conservation Fund and grassroots fundraising, after it suddenly went up for sale. In 2022, we established the People's Produce Mobile Farmers' Market selling local produce in food insecure neighborhoods throughout Greater Southeastern San Diego.

We support the growth of microfarms in backyards and other properties in Southeastern San Diego via our PNV Growers Collective. These microfarms sell their crops to us and we offer them back to the neighborhood at an affordable price on our mobile farmers' market.

Challenges



LAND USE

In 2009 we looked for property to establish a garden, but the fees were a barrier to getting access to land, so we worked to change the rules at the city level. Today, we are again looking to lease land for UA, and the city does not seem to have a straightforward process. We have identified public land that has not been developed for decades. We connected with the city's real estate office who has indicated this property may be available for urban agriculture. Now we wait.



WATER ACCESS

As we established the garden, we needed to show the water department that there were no sewer lines on the property so we could get an agricultural water rate. This process took a long time, and we got the ag rate with an additional irrigation base fee added on. Additionally, there were two water meters associated with the property and we were only connected to one, but were charged for two meters. The unconnected meter was never locked, and any passers-by could turn it on and flood the block. I am unsure why the city did not remove the unconnected meter. It again took time, but we got this taken care of.

Recommendations



LAND USE

Make the process easier to find public/private land available for urban agriculture. Perhaps the city or county should assess their inventory of properties and set some goals for the allocation of public spaces to urban ag. They should also establish a position responsible for dealing with public inquiries about public/private real estate for urban agriculture.



WATER ACCESS

Provide clarity on the management and assignment of water meters. Who is ultimately accountable for how water is connected to property in the city, public or private land?

CLIMATE SMART TECHNICAL ASSISTANCE

Share and make available relevant assistance on carbon farming practices to increase carbon sequestration in the soil.

Policy Recommendations to Ensure a Brighter Urban Agriculture Future

1 Program Reform, Accessibility, and Expansion

A. IMPROVE ACCESS TO CURRENT GOVERNMENT RESOURCES:

- Expand and enhance government investment in urban agriculture to increase the growth and viability of urban agriculture. This means reforming existing programs to be inclusive of urban agriculture as well as developing and expanding new programs for urban agriculture.
- Expand partnership grants to fund multi-stakeholder partnerships to support projects that involve the collaboration of nonprofits and stakeholders in communities that experience racial, social, economic, and health disparities. Partnership grants would fund pathways to ownership and long-term labor that supports appropriately managing projects.
- Increase the amount of additional non-competitive, long-term, and sustainable resources for land renting, finance, and security to improve equitable land access.²⁶
- Create and administer grants for nonprofits to sponsor urban growers and community stakeholders in purchasing and acquiring land to facilitate more community-initiated and communally-owned urban agriculture.
- Increase available funding for direct infrastructure needs for urban agriculture, including but not limited to:
 - Small-scale farm equipment
 - Start-up costs (soil testing, irrigation, land access, water access, and infrastructure development)
 - Season extension infrastructure
 - Soil and water management
 - Climate-related emergency funds (fires, floods, etc.)
 - Legal aid to help urban growers retain land
 - Educational & Mentorship Programs that foster career pathways in UA



B. EXPAND RESOURCES FOR URBAN AGRICULTURE TRAINING:

Business support for urban agriculture is needed due to market pressures and the challenges navigating city regulations.

- Expand training for business management (production, distribution, marketing, and business planning)
- Allocate direct government resources to compensate urban growers and service providers for their labor at a livable wage and attain the skills and resources needed to achieve farm vitality within their local regions.²⁷
- Develop new programs focused on building urban grower networks and resource hubs. Creating opportunities to connect urban growers to training, labor, funders, grant writers, real estate agents, lawyers, and so on.
- Ensure technical assistance and training opportunities are culturally and linguistically accessible. Improving online and in-person language accessibility and hiring linguistically and culturally competent community reps and service providers.²⁸



26. Heal Food Alliance 2020, pg. 2
27. Driscoll 2017, pg. 3
28. Heal Food Alliance 2020, pg. 5



Land Reform

A. UNIVERSAL URBAN GROWER TENANT PROTECTIONS

- Develop tenant protections for urban growers to assist in minimizing their displacement from housing and agricultural land. Utilize structures like tax easements, resource subsidies and contract negotiation support between landowners and tenants in order to avoid harm that sometimes happens during short-term leases.
- Increase conservation easements to significantly support the preservation of agricultural land and their communities in the urban environment.

B. EXPAND INCENTIVE STRUCTURES AND OPPORTUNITIES FOR THE FOLLOWING LAND USE MODELS:

- Community Land Trusts (CLTs):** Community Land Trusts are nonprofit structures that hold the title of ownership, while acting as long-time stewards of the land. In this model affordable housing, civic and commercial buildings, and public green spaces, such as farms and gardens, are secured within the nonprofit. CLTs are a great structural tool to support existing UA while securing communities of color futures when applied in urban spaces.
- Agrihoods:** The term Agrihood is used in the design and development industry to identify development that is centered around community



PC: Jason Elias Photography

farming and gardening. Agrihoods seek to center the lived experience around openness and aesthetics that green spaces provide. Making Agrihoods a mandatory part of urban development ensures that urban farms and gardens are being integrated into the design of the development versus eliminated because of development.

- Institutionally Owned Land Agreements:** Community centers like schools and faith based institutions very often own and manage significant areas of open space in urban areas. Developing guides and facilitating relationships between urban growers and these institutions could foster exciting opportunities to increase greater use of these lands for urban agriculture. Government entities such as city or county level agencies will be essential in this process and should maintain resources like legal services and relationship development to ensure long-term land tenure is well resourced and supported in these potential agreements.

C. INCREASE ACCESS TO PUBLIC LANDS:

- A significant percentage of land is currently owned by local, state, and federal agencies. Making this land available to urban agriculture as a commitment to community is a significant opportunity for reform. Government entities should be encouraged and required to seek out urban agriculture partners and make long term land stewardship opportunities available. A great example of this is Veggielution in San Jose which very recently received a 25-year commitment from the city of San Jose.²⁹ In Seattle, policymakers have bolstered access to land with racial equity-focused initiatives “prioritizing placement of underrepresented community members” on public plots and offering plot fee assistance in its P-Patch Program which includes 34 acres of public land.³⁰

D. PRIORITIZE LAND TRANSFER TO NATIVE COMMUNITIES:

- Most importantly, in any opportunity to transfer land ownership or management from a private or public landowner must prioritize the Native community which originally stewarded the land. Uplifting opportunities for land back efforts (for example the transfer of land from the City of Oakland to Sogorea Te’ Land Trust)³¹ must be centered as part of the solution to increase land access for urban growers.

E. CONDUCT SIGNIFICANT REFORMS TO THE URBAN AGRICULTURE INCENTIVE ZONES (UAIZ) PROGRAM

While the intention of the UAIZ program was to increase land access for urban agriculture by providing tax incentives to landowners, the implementation of the program had limitations and has not adequately addressed the fundamental barriers to land access. It is critical that this program is reformed in the following ways in order to be more expansive and intentional in increasing access to land.

- Increase financial incentives for cities to implement the program
- Provide sufficient technical assistance for farmers and landowners
- Explore different forms of rent stabilization
- Develop policies for low-income residents that do not have access to stores that sell affordable and fresh produce items, for urban growers who provide financially accessible produce to stay in place and within proximity to each other, and policies that provide multiple protections and innovative solutions to food security and land access. Aligning urban grower protections with community protections can build solidarity and alliances to prevent displacement.

29. Alaban, 2021.
30. Weinberger, 2020.
31. Madrigal, A, 2022.



Supporting Sustainable Water Infrastructure



Florence Fang Community Farm, PC: Tim Schoepp Photography

A. SUSTAINABLE WATER INFRASTRUCTURE GRANTS:

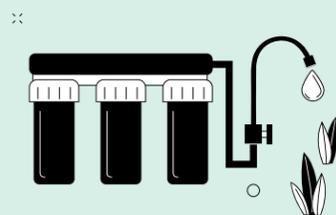
Create grants that assist urban growers to:

- Implement initial water infrastructure and sustainable water infrastructure to help projects overcome initial water costs and minimize potential debt. Infrastructure costs to connect to mainline water systems can vary in range depending on location, posing challenges for urban growers.
- Fund the costs of labor and equipment needed to access water and develop sustainable infrastructure such as rainwater catchment.

B. SUSTAINABLE WATER INFRASTRUCTURE SUBSIDIES:

As drought has drastically affected water resources, locally recycled water could be a viable alternative for overcoming drought in urban settings.

- Provide subsidies for urban agriculture water resources to further support the integration of local water resources and ecological sustainability.
- Provide funding for greywater and rainwater systems to develop water recycling resources to address water access during drought.
- Improve availability, access to funding, and technical support for water management resources to ensure water access for UA. Subsidies should be made easily available to urban growers through an accessible application process.



Climate Resilient Economies: Ecological Farming Programs and Resources

As our current food system contributes greatly to climate change, urban agriculture has the potential to reduce local impact by reducing emissions due to transportation of produce, preserve permeable grounds for water retention and aquifer restoration, and sustain local ecosystem diversity.

- Allot funding for agroecological programming within urban agriculture state and local public policy.
- Fund educational and mentorship opportunities to teach potential and current growers sound agricultural practices, decreasing the known obstacle of accessing ecological agricultural programming for urban growers. It's been shown that using the right agroecological practices produce more per acre, even on small-scale plots, than conventional agriculture.³²

- Fund Urban Agriculture Service Agencies (UASA) to hire agroecological experts and initiate farmer networks to share knowledge and resources on agroecological practices within their communities.
- Improve public policy to include funding for agroecological programming within urban agriculture policy to address and support sustainable resource management and sustainable pest management to meet the needs of urban growers and create healthier urban ecosystems.

Agroecology understands farms as ecosystems, it emphasizes nutrient cycling, energy, and water efficiency, enhanced above-and below-ground biological diversity, and a fundamental reliance on locally available resources and knowledge, such as that found in Indigenous polycultures all over the world.³³ Agroecology is a component of food sovereignty that allows food sovereignty advocates to address how food is grown. Agroecology is a call to integrate local and Indigenous communities and knowledge within agriculture to recuperate traditional sustainable practices and ensure reciprocity, care, nurture, stewardship, and protection between farmers, communities, and nature.³⁴



Hevelynn Nealy, Growing Roots, PC: Jason Elias

32. Driscoll 2017, pg. 2
33. La Vía Campesina 2009, pg. 7
34. La Vía Campesina 2017, pg. 12





Case Study

Keith Hudson, Nelson Hawkins,
and Nathaniel Brown, Ujamaa
Farmer Collective, PC: Jason
Elias Photography

Ujamaa Farmer Collective

YOLO COUNTY, CA

The Ujamaa Farmer Collective was established by a compassionate group of advocates, many of whom were previously urban farmers in the greater Sacramento region, committed to overcome the biggest challenge faced by underserved farmers: land. In 2023, the Ujamaa Farmer Collective acquired over 20 acres of farmland right outside Sacramento intending to create space for black farmers and offer a bridge between urban and rural farming communities. This effort exemplifies the opportunities and goals to support beginning, BIPOC, and urban farmers transition to increased acreage and offer a bridge between urban and rural agriculture.

The Collective aims to center and serve other existing farmers of color who struggle with land security for their businesses. Each farm business that joins the collective's land access program will independently manage their plots, labor, sales, and markets, while Ujamaa Farmer Collective functions as a container to enhance the profitability and business viability of all collective members. This will be achieved through coordinated labor and skills sharing, collective purchasing, shared equipment and infrastructure, as well as food hub aggregation and distribution. The founding members of the Ujamaa Farmer Collective include Nelson Hawkins of We Grow Urban Farm, Nathaniel Brown of Brown Sugar Farm, and Keith Hudson of Grocery Cropper.

Nathaniel Brown, Brown Sugar Farm,
PC: Jason Elias Photography

Building Urban Agriculture Vitality

Building urban agriculture vitality means that as the world evolves, and more people move into cities, the development of urban landscapes acknowledges and incorporates the preservation and creation of urban farms and gardens that support a healthy food and farming system for both people and the planet.

We can achieve this through:

PROGRAM REFORM, ACCESSIBILITY, AND EXPANSION

Improving accessibility by removing barriers for agricultural resources for urban growers while advocating for government policy and program reform



IMPROVING LAND ACCESS/SECURITY/TENURE

Access and ownership through different models that secure the future of urban agriculture lands, ecosystems and communities



SUPPORTING SUSTAINABLE WATER INFRASTRUCTURE FOR URBAN AGRICULTURE

Policy that supports capturing limited water resources in urban environments with alternative sustainable water infrastructure designs



CLIMATE RESILIENT ECONOMIES

Ecological Farming Programs and Resources: Building local ecological literacy for a sustainable urban food and farming system, which provides an avenue for support of local small farming businesses



Table Top Farms, PC: Janae Lloyd

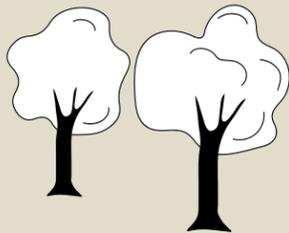
Closing Remarks

Community Building, Resource Provisions and Security, & Equity

When creating effective policy to improve land access and security, we must address the unintended—but potential—effects urban agriculture can have on property values which can drive gentrification and displace vulnerable residents. Considering these vulnerabilities and intersections of injustices will improve tenant protections to mitigate displacement of underserved communities.

When expanding urban agriculture, we must consider:

- The affordability of produce
- Urban grower health care
- Tenant protections to minimize displacement by real estate markets that may tokenize UA to increase housing prices



- Systems of collaborative governance³⁵
- The integration of migrant communities and their diverse food cultures and agricultural knowledge³⁶
- Using existing community infrastructure (public libraries, parks, community centers) to engage people in building effective, community-informed, and community-led UA, as well as relationships between UA growers and local community members

To foster a thriving urban agricultural landscape, it's essential to create spaces for community building, articulate policies that account for the diverse needs of and build capacity for urban growers, their communities, and their operations in order to facilitate the many local benefits they provide.

35. Tornaghi 2017, pg. 796
36. Alkon 2012, pg. 358



Appendix

Definitions

Access an individual's and/or collective's ability to successfully attain a product or service regardless of race, ethnicity, religion, language, economic class, gender, sexuality, citizenship status, physical or mental abilities, etc.

Affordability an individual's and/or collective's ability to afford the price or cost of an item or service regardless of their income

Agroecological Farming sustainable practices of growing food and managing farms that centers ecological principles, indigenous practices and environmental conservation; aims towards engaging local communities in accessing knowledge to grow their own food and create sustainable food systems

BIPOC Black, Indigenous, and people of color

City Zoning Ordinances under the concept of zoning, various kinds of land uses are grouped into general categories or "zones" such as single-family residential, multi-family residential, neighborhood commercial, light industrial, agricultural, etc. A typical zoning ordinance describes 20 or more different zones which may be applied to land within the community. Each piece of property in the community is assigned a zone listing the kinds of uses that will be allowed on that land and setting standards such as minimum lot size, maximum building height, and minimum front yard depth.

Collaborative Governance working with ethnically, economically and intellectually diverse individuals and groups that are a part of public, nonprofit and/or private sectors to work together and side by side in problem solving and decision making to create policy, services, plans and more, for their agreed upon goals, benefits, and visions

Collective Care seeing member's physical, spiritual, mental and emotional wellbeing as a shared responsibility

Eminent Domain a government or its agent's ability to exercise institutional power to take away private property for public use, with payment of compensation

Food Apartheid a deliberate system of segregation or discrimination which BIPOC, poor or low income communities face when it comes to accessing fresh organic produce and foods

Food Sovereignty the right of peoples and nations to create and maintain their own food systems; a fundamental emphasis on land access for small farmers and ecological production practices that affirm rural community, local knowledge, gender equality and recuperate cultural forms of production, distribution and consumption, and the relationship between food and the environment

Food Systems: the process that it takes to bring food to our tables; the interacting activities and components when growing, harvesting, distributing, pricing, consuming and disposing of food and how this process impacts the environment(soil, energy, water, crops, air, etc.) and people

Greywater Systems: the capturing of gently-used water from bathtubs, showers, sinks and laundry to re-use for watering gardens

Limited Resource Farmers: With direct or indirect gross farm sales not more than the current indexed value in each of the previous two years, and Who has a total household income at or below the national poverty level for a family of four, or less than 50 percent of county median household income in each of the previous two years.

Land Access: "the processes by which people individually and collectively gain rights and opportunities to occupy and utilize land (primarily for productive purposes but also other economic and social purposes) on a temporary or permanent basis."

Land security: the right of an individual or group to have protection against eviction

Land tenure: determines who can use land and associated resources, such as water, for how long and under what conditions. Different forms of land tenure can include ownership and renting, as well as informal arrangements for using land. the right of an individual or community to remain on land and make use of that land.

Land (tenure) security: "is the certainty that a person's rights to land will be recognized by others and protected in cases of specific challenges. People with insecure tenure face the risk that their rights to land will be threatened by competing claims, and even lost as a result of eviction."

Soil Remediation: the different processes used to remove toxins (heavy metals, arsenic, etc.) from soil

Underserved/Disadvantaged

Communities: areas throughout California which most suffer from a combination of economic, health, and environmental burdens. These burdens include poverty, high unemployment, air and water pollution, presence of hazardous wastes, as well as high incidence of asthma and heart disease

Urban Agriculture (UA): City and suburban agriculture, which includes the practice of cultivating healthy soil in order to grow nutrient dense produce for distribution, takes the form of backyard, rooftop and balcony gardening, community gardening in vacant lots and parks, roadside urban fringe agriculture, and livestock grazing in open space

Urban Grower: is a term that is used throughout this report to represent the diverse ways people identify themselves as when growing food in an urban setting. Urban Growers is inclusive of urban farmers, community gardeners, land stewards, agricultural educators, etc.; People who grow food within an urban setting, they might not grow food or medicine to frequently sell or grow in large quantities like urban farmers, but still engage in growing food or medicine to share, consume or barter for health, cultural, spiritual, educational, or other community/individual reasons

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This report was made possible through grant funding provided by the United States Department of Agriculture (USDA) Natural Resource Conservation Service's Office of Urban Agriculture and Innovative Production program.