

Appendix 9

Damascus Case Study

Growing a Sustainable Portland Metropolitan Foodshed



Case Study City of Damascus Damascus, Oregon



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June 2011

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**Funded by
USDA Western Sustainable Agriculture Research and Education Grant**

ACKNOWLEDGEMENTS

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Executive Summary

The project, *Growing a Sustainable Portland Metropolitan Foodshed* was a partnership between Portland State University (PSU), Oregon State University (OSU), consultants Cogan Owens Cogan, LLC (COC) and the City of Damascus (City).

For purposes of the project, the foodshed was defined as Multnomah, Columbia, Clackamas, Washington and Yamhill Counties in Oregon and the systems that support the regional food supply. Clark County, Washington, was not included.

The toolkit was developed for three distinct audiences in the Portland Metropolitan Foodshed: producers, planners/policy-makers and consumers. This analysis shows that though some revisions to the tools may be necessary, the current contexts, challenges and barriers are identified and address several of the key practical and policy barriers and challenges.

The proposed recommendations in the toolkit to resolve these concerns enhance opportunities for improvements in the food system and increase the ability of those entities vital to the foodshed to expand their capacity. Using these tools can help change the foodshed landscape to allow producers to be more productive, increase overall consumption of healthier foods and to expand economic impacts throughout the region.

To the extent possible, the tools can be replicated in areas inside and outside the Portland metropolitan area. However, Oregon's land use planning laws determine what can and cannot take place in urban and rural zones. This is different from many other states, so with that caveat, the tools can be useful outside the state of Oregon.

The five main takeaways of this review are:

1. Land use tools administered by land use regulatory agencies (State, regional, local) need to be revised or updated to reflect more integrated land use patterns that allow value-added farm activities in rural zones and farm/agricultural activities in urban zones. These changes will help diversify agriculture and increase the viability of farming, making it profitable for producers. Productive urban agriculture helps retain it close to cities, potentially reducing transportation costs and greenhouse gas emissions.
2. Tools to conserve agricultural land, such as conservation easements, transferable development rights, etcetera, may be feasible, but the costs and benefits must be clear to the public, landowners and jurisdictions.
3. Tools that require high expenditures by farmers/producers will not likely be introduced on the farm unless there is affordable financing or a demonstration project. This is most applicable to the rainwater harvesting and energy efficiency tools. For rainwater harvesting, federal regulatory standards may need to be considered for organic farms.
4. The regional marketing and branding may already be underway within a variety of organizations and formats. There may not be a need for a new organization to take on this role. This tool has limited applicability to the Portland metropolitan region.
5. The applicability of some of the tools should be tested after they are adopted at some jurisdictional level to really ascertain their viability. This "case analysis" was limited because given the political situation in the City of Damascus, the tools were not adopted as had originally been intended at the time of the grant proposal, which proposed a "case study".

Portland Metropolitan Foodshed

SARE Toolkit Case Study and Evaluation

Background

Portland State University, Oregon State University, Cogan Owens Cogan LLC (COC) and the City of Damascus received grant funding from the USDA's Western Region Sustainable Research and Education (SARE) program to define the Portland, Oregon Metropolitan Foodshed and develop policy tools to address the sustainability of the foodshed. Consultants Cogan Owens Cogan, LLC drafted a number of policy tools and Oregon State University developed separate online tools that were distributed to a variety of stakeholder groups: producers, policy makers/planners and consumers, to review and evaluate. Each group evaluated the tools' potential to affect and enhance the productivity, marketability and sustainability of urban agriculture to support the Portland metropolitan foodshed.

Toolkit Development Process

In 2010-2011, challenges and opportunities within the regional food system were explored in the first phase of the SARE project through in-person interviews and on-line surveys, as well as a best practices literature review. Areas explored included export expansion, import substitution, processing, distribution, consumption, regional foodshed cluster development, capital, land, water, labor, education and management, regulations and requirements, transportation, energy, marketing and ownership/succession management.

Stakeholders reviewed and tested these challenges and opportunities, and responses were gathered through a series of personal interviews. After the review, tools were developed, refined and reformatted to make them user-friendly and quickly identifiable to those seeking answers about "what to do". The "toolkit" is composed of fifteen papers that summarize an issue, explain the current context, identify barriers, challenges, and opportunities, then identify recommendations for proposed actions. Resources, models and best practices are also provided at the end of each "tool".

Context

One of the project objectives identified in the SARE grant application was "to ensure the toolkit will be used by and useful to farmers, planners, public officials and others who participate in and influence the market environment for local food." The tools were reviewed and assessed in a case study in the City of Damascus involving producers, local and state planners and consumers. The project team was not able to "ensure" the toolkit will be useful because none of the tools were actually adopted or implemented. We were limited to analysis of opinions on

the tools to test their potential efficacy due to the lack of ability to implement, enact or adopt certain policy tools within the timeframe of the grant. Changing policies and laws requires a considerable public process, which was not possible within this grant timeframe.

Case Study

The City of Damascus was selected as the case study venue because it is within the region's Urban Growth Boundary (UGB), and has incorporated as a city, but it has not yet developed as an urban area. It is still a heavily rural and agricultural landscape, with commercial farms and nurseries, as well as significant large-lot development.

The City has struggled to adopt a Comprehensive Plan land use plan that is acceptable to the local residents, many of whom are reluctant to see community changes implemented in a historically rural area. Many of the tools proposed in the 2010 Damascus Comprehensive Plan, *Envision Damascus*, were similar to those proposed in the toolkit, such as tools to preserve agricultural land and low impact development strategies; i.e. energy efficiency, rainwater harvesting, etc.. The previous inclusion of some of the study's policy tools in *Envision Damascus*, indicates that there may be future acceptance of these types of tools from the toolkit in the next version of the City's Comprehensive Plan, which would provide the opportunity for use and future analysis of the toolkit.

Methodology

In order to meet the terms of the grant, the City of Damascus used a two-tiered methodology to evaluate the regulatory tools that targeted three stakeholder groups: producers, local planners and consumers. Each stakeholder group was given the applicable set of tools to review. Producers also got agriculture-related sections of the formerly adopted *Envision Damascus* Comprehensive Plan document (adopting ordinance was repealed in May 2011). Each interviewee was then asked to answer a set of questions related to the tools. Some responded in writing as well as in the one-on-one interview. Responses were then recorded on the matrix in this report and conclusions made about the effectiveness of the toolkit.

Producers

Two Damascus-area commercial farms were selected to participate in the case study to review the tools in relation to their farm operations:

- **Thompson Farms**, owned by Larry Thompson and family; growers of pesticide-free fruits and vegetables; and,
- **Siri & Son Farms**, owned by Fred, Jim and Joe Siri; commercial organic vegetable growers.

The two small farms are not necessarily representative of the farms that may use the tools, but they each have a distinct operation, Thompson sells through farmers' markets and stands only, and Siri sells through wholesalers to local and national chain grocers only.

Each producer answered questions about the tools' potential applicability, effectiveness and benefits to their operations, the community, economy and environment. As part of the case study producer participants received a set of the eleven (11) tools, listed below.



1. *Economic and Market Development*
 - A. Food Cluster Development
 - B. Farmers' Markets
 - C. Market Development and Regional Food Distribution
 - D. Regional Branding
2. *Food Access and Labor*
 - E. Farm Worker Housing
3. *Resource Inputs*
 - F. Rainwater Harvesting
 - G. Energy Efficiency and Renewables
4. *Land Use and Community Design*
 - H. Agricultural Permitting in Urban Zones
 - I. Diversifying Agricultural Activities in Urban Zones
 - J. Transferable Development Rights

Researchers provided a policy summary of the City's former *Envision Damascus* Comprehensive Plan as background information with highlighted sections of the Plan goals and policies (repealed May 2011) related to urban agriculture and food systems, as well as a SARE project fact sheet. Then, each participant considered the following questions as they read each of the policy tools.

Questions:

1. Though Damascus does not currently have an adopted Comprehensive Plan, under the previous “*Envision Damascus*” Plan policies, did the policies highlighted in the enclosed Policy Summary address the broad direction needed to implement many of the enclosed policy tools? If so, which ones? What other policies do you think are needed?
2. Which tools in the toolkit would you find most useful in your farm operations and in your role as a food producer and why?
3. Which tools are you least likely to use? Please tell us why not.
4. Can you place a dollar value on efficiencies or savings resulting from implementation of any of the tools? Which ones? How much?

As a follow up, participants were subsequently directed to a project Web site, where the toolkit was provided for farmers (producers), planners and consumers and each participant was asked to respond to a different set of questions to evaluate the tools based upon their stakeholder category.

Planners and Policy-Makers

While the original grant application cited adoption of a number of governmental policies, regulations and/or programs, voters repealed the City of Damascus’ ordinance that adopted the 2010 Comprehensive Plan, *Envision Damascus*, in May 2011. The original project application stated that grantees cause adoption of the tools by different jurisdictions. Since the City of Damascus is not in a position to compel adoption of specific policies by the City or any other governmental entity, we proposed that the tools be reviewed within the context of the repealed goals and policies that address urban agriculture and food provision. The tools will then be included as background information to local planners as they draft a new Comprehensive Plan for the City of Damascus.

Agencies and individual planners were asked to review the applicable tools as they pertained to local, regional, or state solutions to identified barriers/challenges and opportunities and respond to the following questions:

1. Is the tool on target with identifying issues?
2. Are there barriers or challenges that have not been addressed that need to be?
3. Are the proposed actions/recommendations on target?
4. Are there modifications that should be made to the tool?

The following agency staff participated in the interviews for the case study:

- City of Damascus: P. Elise Scolnick, AICP, CSBA, Senior Planner
- Oregon Department of Land Conservation and Development: Katherine Daniels, AICP, Farm and Forest Specialist

METRO regional government planner: Ray Valone, AICP, Principal Planner

Project team partner Cogan Owens Cogan, LLC also conducted a number of informational interviews to gather input on the issues and tools, which were informative in the development of toolkit.

Consumers

Consumers were included in the review as they are “eaters”, those most instrumental in assessing the success at the delivery end of the local food system. A group of consumers that are participating in a related grant project, the Kaiser Health Initiatives funded, “Access to Healthy Food: The Healthy Damascus Food Plan”, were presented with a set of tools and questions that applied to three specific tools in the toolkit: Access to Healthy Food, Farmers’ Markets and Institutional and Agency Procurement. Their responses were included in an online evaluation survey, but not in this case study.

All the information gathered in the development and evaluation of the toolkit will be used to further refine and revise the tools. The revised toolkit will reflect both best practices and what was heard from the interviewees.

THE TOOLKIT DISTRIBUTION

The following table shows the tools evaluated by the three stakeholder groups.

Table 1. Portland Metropolitan Foodshed Toolkit

Tool	Policy Makers/Local Planners	Producer	Consumer
Access to Healthy Food	●		●
Agricultural Permitting in Urban Zones	●	●	
Community Design	●		
Diversifying Agricultural Activities in Urban Zones	●	●	
Energy Efficiency and Renewables		●	
Exports	<i>To be evaluated at the county, regional or state level</i>		
Farm Worker Housing	●	●	
Farmers Markets	●	●	●
Food Cluster Development		●	
Import Substitution	<i>To be evaluated at the county, regional or state level</i>		
Institutional and Agency Procurement	●		●
Market Development and Regional Food Distribution		●	
Rainwater Harvesting		●	

Tool	Policy Makers/Local Planners	Producer	Consumer
Regional Branding		●	
Transferable Development Rights*	●	●	

Producer/Farmer Background Information

Larry Thompson, Thompson Farms, 24727 SE 242nd Avenue, Damascus, Oregon



Within the City of Damascus, Larry Thompson owns and leases approximately 110 acres. He farms a total of 140 acres in the Mt. Hood region. His other fields are nearby in Gresham, Estacada and Sandy, Oregon. Approximately two thirds of the acreage is owned and the other third is leased. Mr. Thompson is in produce farming, raising fruits and vegetables. He has been farming his whole life, having grown up farming with his parents. Currently, he is teaching his son the trade. He also serves as a mentor/teacher of farming to immigrants and refugees through Mercy Corps, a non-profit, non-governmental organization based in Portland, Oregon.

Larry grows all organic produce; however, he does not pursue organic certification. One hundred percent of his produce is sold within Oregon, directly to customers via farm stands and farmers' markets. He has had a U-pick business in the past, but not anymore. Currently he sells produce at three farm stands, seven farmers' markets and four area hospitals. Hospital customers are a mix of staff and visitors.

When his father was farming, they would supply to canneries, grocers and restaurateurs, but as time progressed, these entities were dictating price structures to the point of weakening the farmer's ability to sustain a living. He chose to take the business in a direction of direct marketing to the consumer and this enabled him to highlight the locally grown, organic aspect of his product, which had been diminished by wholesalers and competition from larger non-local, non-organic competition. He has also cut back on the U-pick aspect of his business quite a bit because the income to acreage ratio was weakening.

Labor supply is not an issue for him, though he points out a key challenge in continuing small-scale farming, the scarcity of young people who want to go into farming. It is not something that we focus on when educating young people and that is unfortunate. Another challenge is the presence of subsidies. Larry has strong feelings about subsidies. They kill innovation and that will kill farming in the end. Damascus has a real opportunity to create a farm-based market where people come to enjoy the experience of shopping for produce.

Downsizing the farm operation as growth pressure fetches a good price for the land is a strong consideration for Larry. Much depends upon how long his son will sustain interest in farming. Currently his son wants to continue the family farm but he has already stated that "he does not want to work as hard as Dad does." Larry is planning on farming until he cannot physically

handle the work anymore...he is not likely to continue farming in a different location though he acknowledges that this is how some farmers might deal with growth around them. He expects to sell some of his land for development.

Larry used to be active in the Food Alliance; however, he says it became much too cost-prohibitive and complicated to keep up with the programs

Larry has focused his marketing efforts on the concept of a community-based farm. He maintains strong relationships with neighbors and other local buyers, community leaders and opinion leaders. This is a key aspect of his business model. People buy his produce because they like the idea of a community farm. They like to know the farmer and have access to the field.¹



Thompson Farms Produce Stand. Damascus. OR

¹ Thompson Farms and Siri and Son Farms history and background information excerpted and edited from interviews for the "Damascus Farm and Nursery Report and Recommendations" by M. Gregory, Soapbox Enterprises, 2009, edited by Anita Yap.



Siri and Son Farms, 16410 SE Highway 212, Damascus, Oregon

Father Joe, son Fred and grandson Jim Siri have been farming within the Damascus area for many years. They own about 40 acres and lease about 100 acres. Much of the family's property is in the Happy Valley/Damascus area. Siri and Son Farms is a family-owned produce farm with a packing shed on their property on

Highway 212. They also have other field locations.

The Siri's grow mostly organic produce. They sell about 80% of their produce within Oregon, and export approximately 20% of it out-of-state. Their distribution market is to wholesale grocers such as New Seasons, Fred Meyer and Safeway grocery chains.

They have all seasonal workers, around 50 of them from May to November. They provide housing for about half their workers. There is a fleet of about 15 tractors and trucks to serve the farm. A packing shed on the farm is important to their business, allowing them to package on-site, thereby saving transport costs.

Credibility problems with organic production have been a challenge, but doing more advertising and promoting better health programs and environmental values is helpful to the business. They believe that over time, more people will appreciate organic produce.

Organic farming is much more expensive to farm - more labor intensive, especially if there is an infestation. Beneficial's do not control everything. The degree of culling of seedlings needed for a crop reduces the amount of crop per acre by about 35%, whereas conventional farming affords a higher rate of return. However, more value could be added through canneries, processing foods, or produce being quick-frozen.

With regard to farmland preservation in the urban areas, yes - Siri has seen how it works in Europe and other countries, and it is mostly smaller farms with roadside operations. Here (in the U.S.) we move food production all around the country via corporate distribution systems. We can sustain it for a while but at the expense of losing our connection to the land and the farmer. Farmland preservation has not taken hold here the way it has in Europe. Siri thinks it could work fine here with an industrial interface. In urban areas, we need to build up instead of out to preserve farmland.

A Brief History of the Damascus Comprehensive Plan

Founded in 1851, the Damascus area was put into the Portland Metropolitan Urban Growth Boundary in 2002 by Metro, the regional government entity. The City incorporated in 2004 and adopted Core Values in 2005. From 2005 until December 2010, the community worked diligently to create a new Comprehensive Plan. Adopted by City Council in December 2010, the *Envision Damascus* Comprehensive Plan was a watershed moment for the community. The Plan was a progressive document that addressed sustainability, including provisions for urban agriculture, and the use of ecosystem services for infrastructure, and calling for strong environmental protections.

Upon adoption, the Plan was sent to the State of Oregon's Land Conservation and Development Commission for acknowledgement. However, community discontent over some of the provisions of the Plan, such as extensive natural features protections and the public involvement process led to a citizen's initiative petition to repeal the Plan's adopting ordinance. The voters passed the initiative in May 2011 and the Plan was repealed at that time.

As of June 2012, the City is drafting a new Comprehensive Plan that will meet the goals and aspirations of the majority of Damascus residents and property owners. As there is no adopted Comprehensive Plan for use in this case study, the excerpts below from the 2010 *Envision Damascus* Comprehensive Plan show the previously adopted policies and implementation measures related to urban agriculture or food systems. These chapters provide a context within which the tools for the case studies were examined by producers. The new Comprehensive Plan may or may not contain similar goals and policies as it moves forward through the adoption process, anticipated to be complete by 2014.

**2010 City of Damascus Agriculture/Food System-Related
Comprehensive Plan Goals, Policies and Action Measures from
*Envision Damascus*²**

CH.2 SUSTAINABLE COMMUNITIES GOALS, POLICES, ACTION MEASURES AND IMPLEMENTATION TOOLS

G-4: Develop a sustainable food system program.

CH.4 GOAL 2 LAND USE PLANNING GOALS, POLICIES, ACTION MEASURES & IMPLEMENTATION TOOLS

Built Environment Policies

- P-15: Denser, more developed areas shall be clustered to minimize encroachment on open space and rural landscape.
- P-12: Urban and rural components of the city shall be developed and integrated in a sustainable and environmentally responsible manner.

CH.5 GOAL 9 ECONOMIC DEVELOPMENT GOALS, POLICIES, ACTION MEASURES & IMPLEMENTATION TOOLS

- P-2: The City shall encourage and support existing employment in the area.
 - AM-3: Support existing farms, tree nurseries and sustainable forest production in the interim as the City urbanizes including associated activities such as agri-tourism and food service opportunities.

CH.6 GOAL 10 HOUSING GOALS, POLICIES, ACTION MEASURES & IMPLEMENTATION TOOLS

- P-4: The City shall balance a wide range of land use types and scales for different areas of the city, keeping in mind that future land uses should reflect and enhance the existing character of Damascus.
 - AM-4: Include a requirement for buffers in new developments adjacent to, or across the street from existing farms and nurseries.

CH.9 GOAL 14 URBANIZATION GOALS, POLICIES, ACTION MEASURES & IMPLEMENTATION TOOLS

G-13: Develop policies and standards to guide transitions as properties urbanize that address urban design, architectural features, location, density, landscaping, buffering, setbacks and other methods to ensure compatibility between land uses and building types.

- P-18: Agriculture and forest-zoned lands shall be identified to an appropriate designation that takes into account the economic, social, and environmental value of the land. Said land shall be entitled to continue their existing uses subject to all ordinances, policies and rules which would affect the citizens at large.
- P-26: The City shall encourage and support home-based businesses.

² This text was taken from “*Envision Damascus: The Damascus Comprehensive Plan*” which was originally adopted in December 2010. A citizen’s initiative vote to repeal the adopting ordinance passed in May 2011. No Comprehensive Plan is in force at the time of this case study.

- AM-1: Encourage and support existing and future home-based businesses that do not negatively impact the residential character of neighborhoods.
- P-33: The City shall develop a strategy and implementation requirements for the transition from low-level urban and rural activities to higher-level urban development.

FARMS AND NURSERIES TRANSITION AND URBANIZATION POLICIES

- P-1: The City shall encourage sustainable farming practices as an economic development strategy.
 - AM-1: Work with existing farms and nurseries and develop a strategy to allow continuation of agricultural practices until such time that urbanization is appropriate.
 - AM-2: Explore mechanisms to encourage the continuation of farming in the area. These may include farmer training programs to incentivize new, young farmers to the area, farm operation adaptation, parcelization to make farm size affordable to those who are interested in farming but who do not have enough capital to buy a large farm.
- P-2: Conversion of rural agricultural land to urbanizable land shall be based on the following factor:
 - As the city expands its boundaries, land designated for agricultural, forest or rural residential uses by Clackamas County shall be re-designated to an urban City of Damascus zoning designation according to procedures and methodologies established by the State of Oregon, Metro, Clackamas County and the City.
- P-3: Continue to encourage the practice of local food and plant generation on land that is viable for such and within proximity to an urban population.
- P-4: Respect the Right-to-farm laws and acknowledge farmers’ right to retire.
- P-5: Consider a farmland Transfer Program, which could include options for transfer of ownership, lease or other options to allow continuation of farming.
- P-6: Discuss water issues with agriculture land as an alternative water user.
- P-7: Consider transitional uses, such as “bridge uses” or industries on edges of farmland for commercially-related uses such as markets, etc.
 - AM-1: Consider a requirement strategy for compatibility between uses. Develop transition performance standards in the Development code for future development within or adjacent to farms and nurseries.
- P-8: Prevent conflicts and promote a farm-friendly culture.
 - AM-1 Integrate farming within the urban design of the community and develop cluster communities around and along with farms to limit conflicts and encourage compatibility between uses.
- P-9: Develop both a philosophical and pragmatic rationale for an agriculture overlay zone inside the urban growth boundary.
 - AM-1: Develop an urban Agriculture Overlay zone in the Comprehensive Plan and zoning map with standards in the city’s Development Code.

- P-10: The City shall develop a strategy to link urban agriculture opportunities, sustainable food systems and economic development, within the city and the region.

CH.11 GOAL 6 AIR, WATER & LAND RESOURCES QUALITY

GOALS, POLICIES, ACTION MEASURES & IMPLEMENTATION TOOLS

G-3: Reduce noise levels in Damascus and maintain the quiet rural character of the community in which people can converse, relax, play and sleep without interference from noise.

CH.13 GOAL 8 RECREATIONAL NEEDS GOALS, POLICIES, ACTION MEASURES & IMPLEMENTATION TOOLS

POLICIES FOR CREATING A SENSE OF COMMUNITY

- P-5: The City shall build upon the history of the agrarian landscape by encouraging agricultural preservation and incorporation with park space.
- P-6: The City shall provide linear parks as linkages to major transportation corridors, to villages and centers, and to agricultural areas (or urban farms).



Matrix of Interview Responses

The following matrix reflects the core comments made in response to each of the tools reviewed by either producers or policy makers/planners. Consumers, comprised of members of the City of Damascus' Kaiser Grant Technical Advisory Group (TAG), were directed to a web site to evaluate the tools applicable to the consuming public.

Table 2. SARE GRANT: PORTLAND METROPOLITAN FOODSHED TOOLKIT CASE STUDY

RESPONSE MATRIX

SARE Toolkit Topic	Tool Proposed Actions	Implementation Perspective-Impact on Farm or Public Agency
<p>Access to Healthy Food</p>	<ul style="list-style-type: none"> • Provide training for county social service agency staff and clients on healthy food education, preparation and storage. • Tie health and nutrition standards and local food purchases to public agency procurement policies. • Incentivize community development corporations and micro-enterprise developers to support community economic development, workforce training and micro-merchant development in to increase wages and enable people to buy healthier food to combat obesity and hunger. • Support federal legislation to increase the minimum allotment of SNAP dollars allowed to be spent at farmer’s markets for obtaining healthy and local food. • Strengthen HB 2800 legislative and operations guidelines with recommendations provided by Upstream Public Health’s May 2011 Report. 	<p>Agency: City of Damascus</p> <ul style="list-style-type: none"> • The City of Damascus is currently the recipient of a Kaiser Permanente Health Initiative Grant, <i>Access to Healthy Food: The Healthy Damascus Food Plan</i>. The grant project is to ensure policy development related to healthy food access as a new Comprehensive Plan is drafted. It includes community input on priorities and outreach efforts. This tool accurately reflects the challenges and barriers to obtaining healthy food. However, in the tool, there is a focus on low-income populations and on Multnomah County. This issue encompasses the whole region. The tool should reflect the whole region. • Lack of access to healthy food can exist irrespective of income. Lack of transportation, land use patterns, cooking skills, cultural patterns, isolation, age, and infirmity can all contribute to hindering access to healthy foods. • Access to healthy food can be achieved by the actions recommended, among others. Healthy Food Retail Initiative is not listed and is one such program. This is a program to help small markets increase the opportunity for provision of fresh produce and other healthy foods through group purchasing, grants or loans for refrigeration equipment, identification of healthy food options in-store and other marketing assistance. • HB 2800 is the farm-to-school legislation, increasing the amount of farm-fresh foods served in public schools. The cooperation of school districts is essential to rounding out the access to healthy food efforts. Damascus has five different school districts that serve the city. Coordinating healthy food access awareness and actions with all of the districts will likely be challenging. The hope is that separate actions of each district will result in healthier school meals, and healthier children. Purchasing decisions should be coordinated between all districts to ensure that fresh, local foods are available in each school and that there is consistent nutritional content across the districts’ schools.
<p>Agricultural Permitting in Urban Zones</p>	<p>Local government can conduct a comprehensive review of local zoning codes and associated policies; identify codes that could be added, deleted or</p>	<p>Agency: City of Damascus</p> <ul style="list-style-type: none"> • City of Damascus does not currently have a development code. Codes will need to be drafted that allow urban agriculture uses within most zones as either permitted, accessory or conditional with protective or performance standards.

Table 2. SARE GRANT: PORTLAND METROPOLITAN FOODSHED TOOLKIT CASE STUDY

RESPONSE MATRIX

SARE Toolkit Topic	Tool Proposed Actions	Implementation Perspective-Impact on Farm or Public Agency
	<p>modified to support urban food production and sales; initiate code updates accordingly to allow agricultural uses in all or most zones; and enact regulations that minimize impact to adjacent uses and address other environmental considerations.</p>	<ul style="list-style-type: none"> • Appropriate setbacks, buffering, fencing and/or landscaping requirements will be necessary for protection of adjacent residential or commercial uses. • Agricultural permitting in urban zones could serve as part of an economic development strategy. <p>Agency: METRO</p> <ul style="list-style-type: none"> • This tool is useful to jurisdictions. • Need to add in Public under “Plan” in the Tool Type and Potential Partners matrix. • Additional challenge is the dilemma of what to zone land and the issue of certainty for agricultural use: for example, if a landowner no longer wants to use it or lease it for ag use, but instead uses it for urban development, this depends on how it is zoned. Remember, even established farms, like Thompson’s, don’t want the land zoned exclusively for farming. • It is not clear what the first paragraph under “Opportunities” means. The way it is worded suggests keeping large sized parcels already in agricultural use should remain, and not be broken down into smaller lots sizes for other types of development. • Under the “Proposed Actions” subtitle, are these to be regarded as a call to action or recommendations? If so, call the subsection a more representative title reflecting what is being implied, i.e. “Recommendations”. • Must address, and modify as needed, state regulations regarding agricultural uses and zoning within Urban Growth Boundaries. <p>Agency: DLCDC</p> <ul style="list-style-type: none"> • Ms. Daniels felt that this tool somewhat overlaps with the Community Design tool. • Agricultural permitting in urban zones is good for providing food to urban dwellers. Chickens in the city are good. • Agricultural employment in urban areas is not counted as “employment” for Goal 9 economic analyses and buildable lands in Oregon. Perhaps it should be counted as employment. Industrial land could be used for agriculture if local regulations allow it. Perhaps consider locating agriculture in “employment zones”, instead of “industrial zones”. • Farm use preservation in urban areas can be done by putting farmland into conservation easements, or use transfer of development rights (TDR’s) to achieve goal. TDR’s are preferable. • Right-to-Farm legislation -Urban farms can keep farm tax deferral as long as they keep farming.

Table 2. SARE GRANT: PORTLAND METROPOLITAN FOODSHED TOOLKIT CASE STUDY

RESPONSE MATRIX

SARE Toolkit Topic	Tool Proposed Actions	Implementation Perspective-Impact on Farm or Public Agency
		<p>Once a farm goes out of farm use, the deferral is terminated and the right-to-farm ceases to exist. This is the same with no matter if it is a rural or urban farm. (See Oregon Revised Statutes 30.930)</p> <p>Farmer/Producer: Thompson:</p> <ul style="list-style-type: none"> • Allowing urban agriculture would bring (forth) the reality of how food is produced and the amount of work it takes to produce it. Most important is the improved social and community networking. • These codes are needed and would be used to breed the next generation of farmers and create more local jobs, and reinstate the nobility of farming. • Pesticide use would conflict with residential uses. <p>Siri & Son Farms:</p> <ul style="list-style-type: none"> • Supports agricultural permitting in urban zones. Buffering would be helpful to prevent conflicts with residential neighbors. Weed contamination and noise would still be problems though.
Community Design	Have Portland State University students, in cooperation with Metro, develop a regional foodshed community design vision and on-line resource for how food production and related development can be integrated into community planning, design, development and redevelopment.	<p>Agency: City of Damascus</p> <ul style="list-style-type: none"> • Community design can incorporate urban agriculture with little impacts on existing land uses. The City is looking at incorporating low impact development standards that encourage open space and landscaping that includes food production. <p>Agency: METRO</p> <ul style="list-style-type: none"> • This tool would be useful to jurisdictions, developers. <p>Agency: DLCD</p> <ul style="list-style-type: none"> • No comment on this tool.
Diversifying Agricultural	Local governments can: - Review state and local statutes	<p>Agency: City of Damascus</p> <ul style="list-style-type: none"> • The City does not currently have a development code. When the City adopts urban zones, code

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<p>Activities in Rural Zones</p>	<p>regulating agriculture-related activities in natural resource and rural zones. Update local statutes to diversify allowed activities that may include:</p> <ul style="list-style-type: none"> • Community kitchens • Educational classes and programs • Event hosting • Farmstays • Farm restaurants • Farm stands • Tours • U-pick <p>- Provide agri-tourism training for planning and code enforcement staff. - Create informational materials to educated rural landowners on allowed uses. - Allow a coordinated system of high-quality agri-tourism road signs - Work with the private sector to develop a vision and action plan for a regional network of food processing facilities that serve small and medium sized growers based on global best practices.</p>	<p>can address agri-tourism, though land will no longer have rural zoning. Damascus is currently regulated through Clackamas County’s 2005 development code, which limits events. The newer County Code does allow some more diverse uses in rural zones. Clackamas County is currently the zoning authority. They are preparing a <i>Master Plan for Agri-tourism Development</i> to diversify ag activities in rural zones.</p> <ul style="list-style-type: none"> • The County’s current code does allow for some diversification of uses through the conditional use and home occupation permit processes. If Damascus adopts the County’s most recent version of the code (2010), there would be more opportunities for ag-related activities within the City. <p>Agency: METRO</p> <ul style="list-style-type: none"> • This tool is helpful, though consideration for what will be gained versus the trade-off of protecting other rural uses (i.e. traffic, noise, odors and other impacts). • Need to consider groups and organizations who should be involved in such changes. • Barriers/Challenges: The statement that tools are needed to reduce pressure to develop and help retain production farmland raises the question of how this is so within UGBs? If it is within Urban Reserves, then don’t see a problem. If offers are in the Rural Reserves, then it is moot (and the offerer may be uninformed of existing policies). • What about the added impacts of traffic and potential nuisances, to roads and adjacent lands? • Under “Proposed Actions” (recommendations) should apply to counties, not necessarily local governments, as they are relevant to rural zones only. <p>Agency: DLCD</p> <ul style="list-style-type: none"> • Need to clarify that local restrictions are not more stringent than State regulations. • The tools should identify why diversification of agricultural activities is needed; i.e. providing secondary income to support agricultural activities, as educational service. • There has been pressure to do more agri-tourism. Senate Bill 960 signed into law 2011 allowed up to 24 events. Counties may or may not implement the bill through ordinances. House Bill 3280, Winery and Events bill, passed allowing wineries to hold a number of events yearly if they meet certain criteria. There is concern that some wineries are becoming more event-centered than for agriculture/viticulture uses.

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		<ul style="list-style-type: none"> • Traditional agri-tourism is not event-centered. It is U-pick, community supported agriculture (CSA's), tractor pulls and the like. • Currently, farmstays are not allowed but could be as a bed & breakfast for up to five unrelated persons in the main farmhouse only. No additional buildings can be used for guests. • Farmstands are allowed. Up to 25% of the value of what is sold must be from the farm. • Processing currently is a conditional use in farm zones with limitations. HB 2872 exempts farms from Oregon Dept. of Agriculture food licensing rules for slaughter of up to 1,000 poultry. However, this bill does not exempt farms from the land use rules governing this type of processing use. Slaughtering is a conditional use in the EFU zones. Counties can impose additional regulation. If there are more restrictive county or city regulations, DLCD wants to know about them. • Barriers and challenges: lands within the Urban Growth Boundaries are intentionally urban, not rural. Rural reserves can continue to farm, but the land value will increase significantly. The EFU zone can be kept as a holding zone (10 acres or more). Smaller properties could have more value for niche crops or apprenticeships. • Family farm groups would like smaller lot sizes, less than the currently-required 80 acre minimum. In order to put a house on EFU land, need 160 acres and gross \$80K/year for 2 years from farming. This is an impediment to newly starting farmers. • Conditional use process model language is in ORS 215.237. • On farms in rural zones: Farm restaurants are not allowed. Educational classes are allowed. <p>Farmer/Producer: Thompson:</p> <ul style="list-style-type: none"> • Need to align state and local ordinances, especially in Damascus to create a more vibrant agricultural economy and take marketing advantage of buildout, yet keep some ag-related entertainment. • Community kitchens and or farm processing would provide healthy alternative to stores, plus less shipping and trucking and their environmental costs. • The tool needs to ensure good economic return for producers on an ongoing basis. • Change land use laws to allow EFU (Exclusive Farm Use) - zoned land to be broken into smaller

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		<p>acreages before urban zone changes.</p> <ul style="list-style-type: none"> Regional network of small-scale food producers: Damascus could take part in this. Allow farmstand signage. <p>Siri & Son Farms:</p> <ul style="list-style-type: none"> Diversifying farming operations would not be helpful to this farm. They are successful in what they are already doing and do not see a need to diversify. They do see the benefit for others though.
<p>Energy Efficiency and Renewables</p>	<p>Develop a region-wide program to assist small urban-impacted farmers with energy efficiency measures and renewable energy system development and financing.</p> <ul style="list-style-type: none"> Identify economic development initiatives related to on-farm energy efficiency / renewables development 	<p>Agency: City of Damascus The City would not have direct jurisdiction over a region-wide program such as this. The only jurisdiction would be siting standards that would be in the development code. The City does not currently have a development code.</p> <p>Farmer/Producer: Thompson:</p> <ul style="list-style-type: none"> Energy efficiency and renewable energy are much needed. Thompson would use. Instead of one trip to a distribution center with 300 crates, direct marketers (such as Thompson) currently have multiple deliveries of 30 crates each, using much more fuel. This is energy inefficient. With reference to USDA Natural Resources Conservation Services (NRCS): Need to strengthen program to include small-scale farms. NRCS does not recognize the importance of small-scale direct farms. Profits for small-scale farms are so low that they cannot afford upgrades for energy efficiency and renewable energy innovations. Thompson agrees with the proposed action for region-wide program to assist small urban-impacted farmers with energy efficiency/renewables systems. <p>Siri & Son Farms:</p> <ul style="list-style-type: none"> Renewables and energy efficiency resources would be very helpful to this farm. Solar energy,

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		especially for electricity to run the coolers in the packing shed, and other general office use would be useful. However, funding is needed. Financing, grants or other methods of getting the renewables paid for would be needed.
Increasing Exports	<p>Develop a regional food export strategic plan. A regional advisory committee or outreach process can ensure the strategy builds upon the work of regional economic development partners.</p> <ol style="list-style-type: none"> 1. Identify a lead organization to convene regional partners, develop the strategy and form an advisory committee composed of major partners. Potential candidates include: <ul style="list-style-type: none"> • Representatives of the counties and cities in the region • Oregon Department of Agriculture • Oregon State University and Portland State University • Oregon Department of Agriculture • Greater Portland, Inc. • Business Oregon • Ecotrust • Brookings Institution 2. Obtain funding. 3. Analyze of the regional food 	<p>Comment:</p> <ul style="list-style-type: none"> • Increasing exports is existing State policy and the purview of the Department of Agriculture.. However, if there is to be a regional effort to increase export, there needs to be a coordinate effort between all the players listed in the tool. • This tool should be vetted by the Oregon Department of Agriculture and regional economic development agencies to determine impact on the regional foodshed. These agencies were not part of the case study. A broad-based public-private partnership, as recommended, would be best to implement the suggested strategies successfully.

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	<p>economy and its potential for export growth.</p> <ol style="list-style-type: none"> 4. Develop a strategy to increase exports of foods outside the Portland region and overseas. 5. Identify clear benchmarks for implementation. <p>Assign responsibility for actions to implement the strategy.</p>	
<p>Farm Worker Housing</p>	<p>Actions proposed:</p> <ol style="list-style-type: none"> 1. Develop coalition of farmworker housing developers. Package subsidies to make projects feasible. 2. On-site farmworker housing: explore feasibility of assisting farmers/growers with covenants that protect farm worker rights and allow growers to receive public funds to maintain and supply farm workers housing on their property that is supported by a community partner. 3. Develop new strategies for farm workers to innovate new businesses and assume ownership/other equity opportunities in farmland and farm operations. 4. Local government: support clarification of Oregon Revised 	<p>Agency: City of Damascus The actions proposed should be implemented at a state, county and/or regional level. City participation should be encouraged. For the item requiring development code, the City may pursue code language to accommodate farmworker housing at the time we have a development code. None currently exists.</p> <p>Agency: METRO</p> <ul style="list-style-type: none"> • Under “Tool Type and Potential Partners”, in the “Project” row, add X’s in the Public, Private and Nonprofit columns. What about a joint pilot project, actually constructing housing? <p>Agency: DLCD</p> <ul style="list-style-type: none"> • The State of Oregon Housing Division has been meeting on farmworker housing within an interagency workgroup. • There is an existing statute to require counties to provide for adequate vacant, buildable land and applied zoning for housing for farmworkers. • In the EFU zone, accessory farm dwellings are allowed: single dwellings, duplexes, RV’s are allowed on property or adjacent properties for farmworkers and their families to live. There must be a primary farm dwelling already existing on the site. • Farmworker housing must be in compliance with agricultural land use policy (ORS 21.278) <p>Farmer/Producer:</p>

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	<p>Statutes to better define types of accessory dwelling units for farm workers that are allowed on agricultural property for seasonal/migrant farm workers.</p>	<p>Thompson:</p> <ul style="list-style-type: none"> • Will probably use this tool. The key is for the pay scale for both farmers and workers to be high enough to afford housing ownership. Land use regulations at the state level must also be changed to allow for housing options. • If farm worker housing is done in Damascus, better make sure farms are profiting sustainably or may eventually sell land and then not need worker housing. • Farm site ordinance within Damascus may not support farmworker housing investment. In addition, probably will not be supported by residents within the city limits. <p>Siri & Son Farms:</p> <ul style="list-style-type: none"> • Will likely use this tool. This tool has potential to contribute to a fund to pay for farmworker housing. Currently, Siri has about half his workers living in 2 housing units. There is a need for local affordable housing for farmworkers. He'd be willing to pay into a fund for such housing development.
<p>Farmers' Markets</p>	<ul style="list-style-type: none"> - Feasibility analysis to assess need, location for local farmers' market by PSU/OSU students. - Develop regional strategy and support structure to help markets be successful. - Increase customers at farmers' markets through targeted marketing. 	<p>Agency: City of Damascus</p> <p>A local resident's committee is pursuing a Damascus Farmers' Market. There is also an existing market in Boring, Oregon. Feasibility analysis may be beneficial to ascertain appropriate location(s), operating procedures or perhaps advantages and disadvantages of consolidating the markets.</p> <p>A regional strategy for supporting markets is clearly needed to ensure best operating procedures, locations, mix of vendors, etc. Marketing assistance is greatly needed to attract local buyers as well as making Damascus/Boring markets destination markets.</p> <p>Agency: METRO</p> <ul style="list-style-type: none"> • Add in an X in under Plan and Policy in the "Public" column to reflect the idea of local governments incorporating markets into their community economic development or urban renewal plans. <p>Agency: DLCD</p>

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		<ul style="list-style-type: none"> No comment on this tool from DLCD. <p>Producer/Farmer: Thompson:</p> <ul style="list-style-type: none"> Local farmers’ market is good, but we need local citizen buy-in. Need to build a permanent Damascus farmers’ market with shelter. Provide grants for season-extending structure in Damascus for true farmers. Farmers’ market in Boring has not worked. Most citizens in Damascus are commuters and drive to WinCo, Walmart, etc. Must convince them to shop locally. Provide “local” coupons for the markets. <p>Siri & Son Farms:</p> <ul style="list-style-type: none"> Siri does not participate in farmers’ markets. Feels there is too much competition and people stepping on each other’s toes. He sells at local stores such as New Seasons, and chains Fred Meyer (Kroger) and Safeway.
<p>Food Cluster Development</p>	<p>Develop a Portland region foodshed economic cluster strategy that defines current and potential linkages in the system to benefit producers, processors, distributors and consumers. The cluster can also strengthen local connections to skilled labor and suppliers. The food system strategy can also encourage research, innovation, development and technology transfer within the cluster. Key steps include conducting a food cluster economic analysis and landscape study of the Portland region, and</p>	<p>Farmer/Producer: (Note: The term “cluster” was misinterpreted to mean clustering of farmland by our reviewer)</p> <p>Thompson:</p> <ul style="list-style-type: none"> Local farms already established, cannot cluster. Ag future in Damascus is local, small scale, not large corporate (farms). Development of a regional foodshed economic development strategy is a good idea for unincorporated Multnomah and Clackamas Counties. <p>Siri & Son Farms:</p> <ul style="list-style-type: none"> Siri might participate in food cluster development if there is time. He thinks it is good for the Portland Metropolitan Foodshed to develop the cluster.

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	identifying leaders, such as Clackamas and Multnomah Counties.	
Import Substitution	<p>Develop a regional import substitution strategic plan.</p> <ol style="list-style-type: none"> 1. Identify a lead organization to convene regional partners, develop the strategy and form an advisory committee. Potential candidates include: <ul style="list-style-type: none"> ○ Representatives of the counties and cities in the region ○ Oregon State University and Portland State University ○ Oregon Department of Agriculture ○ Greater Portland, Inc ○ Ecotrust 2. Obtain funding. 3. Conduct an economic landscape analysis of the regional food economy. 4. Develop a strategy to increase consumption of foods produced in the region. 5. Identify clear benchmarks for implementation. 6. Assign responsibility for actions to 	<p>Comment: The Oregon Department of Agriculture, universities and regional economic development agencies should vet this tool to determine the impact on the regional foodshed and economy as suggested in the tool. These agencies were not part of the case study. A broad-based public-private partnership, as recommended, would be best to implement the suggested strategies successfully.</p>

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	implement the strategy.	
Institutional and Agency Procurement	Multnomah County can continue its leadership to create a regional institutional purchasing coalition to develop coordinated strategies to purchase more local nutritious food by multiple institutions.	<p>Agency: City of Damascus</p> <ul style="list-style-type: none"> The recommendation in this tool needs to be broader in applicability than Multnomah County. Each county, city and other jurisdiction in the region can institute an internal procurement policy focusing on local, nutritious food. In addition, private institutions such as hospitals, churches, schools, jails and others can participate in a coalition and have their own healthful internal purchasing policies. <p>Agency: METRO</p> <ul style="list-style-type: none"> Reword last sentence under “Opportunity” in the tool. Should read: “Public agencies, under House Bill 2763, passed in 2009, are allowed to pay up to 10 percent more for local food than low bid price.”
Market Development and Regional Food Distribution	Local economic development agencies can work with processors and distributors to create a business plan focused on developing the Portland regional food economy: Key elements include: <ul style="list-style-type: none"> - Develop a feasibility study and business plan to provide support/resource for local growers to market/brand regionally-produced, processed and distributed food throughout the region. - Distributors through a cooperative model can focus on assisting growers with the following services: <ul style="list-style-type: none"> o Identify markets growers 	<p>Farmer/Producer:</p> <p>Thompson: Would use somewhat.</p> <ul style="list-style-type: none"> Agrees that assistance is needed through partnership with distributors and processors for additional value-added services that provide top-quality products to buyers and bring high value prices back to the grower. Oregon State Extension, Oregon Fresh Market Grower’s Association and others are very involved, but do not have adequate financial resources. Adelante Empresas, a part of the community development corporation Adelante Mujeres, in Forest Grove, Oregon, is currently developing a distributor model for their organic farmers that echo some of the proposed actions (list under the “Tool” herein). This organization has services and funds to accomplish the mission. That is what is needed here, but the question is, who funds it? Under the proposed actions, finding a willing partner will be hard. Determining a production volume ahead of time is difficult due to the market, weather and variable prices. Regarding technical assistance to grow best-looking crops, this is not appropriate for Damascus.

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	<p>would like to sell to-wholesalers, retail, or direct.</p> <ul style="list-style-type: none"> ○ Assist with good business practices. ○ Coordinate with growers to prevent saturation of the market. ○ Assist growers to determine a volume ahead of the season. ○ Provide services and offer education in high quality post production handling. ○ Provide adequate cold storage to preserve produce that can be store and sold throughout a season. ○ Provide technical assistance to grow the best-looking crops to compete with other regions. ○ Assist with marketing and branding strategies. ○ Assist or manage processing and micro-processing facilities (canning and freezing) to 	<ul style="list-style-type: none"> ● To increase value, producers need more processing and micro-processing facilities. <p>Siri & Son Farms:</p> <ul style="list-style-type: none"> ● Believes that Oregon Fresh Market Growers Association (OFMGA) already does what is recommended in this tool. He already participates in this organization.

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	<p>facilitate the sale of goods throughout the year.</p> <ul style="list-style-type: none"> ○ Collaborate with other regional distributors and share “specialist resources”, which is a significant challenge for small farms. 	
<p>Rainwater Harvesting</p>	<p>Coordination of agency development of region-wide program to assist small urban-impacted farmers with rainwater harvesting systems development and financing.</p> <p>Example: Water Capture and Storage Systems Applied to Small Farms in Urbanizing Areas</p>	<p>Farmer/Producer : Thompson: Will not use current models.</p> <ul style="list-style-type: none"> ● The amount of water needed (for farming) far exceeds manmade catchment abilities. Need 1-2 acre-feet of water per year. ● This tool is best left to the Soil and Water Conservation Districts. It is bigger undertaking than appropriate for the City of Damascus. <p>Siri & Son Farms:</p> <ul style="list-style-type: none"> ● Would not use this tool. He has 400 acres growing. Rainwater harvesting would not be efficient. For us as an organic farm, rainwater contamination from collection is a potential problem with USDA. USDA regulations could hinder the use of collected rainwater. Lower water rates for agricultural use would be the most helpful to farmers.
<p>Regional Branding</p>	<p>Develop a regional brand for both the Portland region and state of Oregon so consumers can determine the source of foods they purchase. Can initially be led by Clackamas and Multnomah Counties</p>	<p>Farmer/Producer : Thompson:</p> <ul style="list-style-type: none"> ● Would use some. Currently only 11% of residents in a subdivision across the road from Thompson’s farmstand on SE 242nd Ave. buy from him. He’d like to increase that. ● He believes that large chains that advertise “local” produce do so as a marketing ploy. His experience has been that grocery chains will buy from him for the initial stock for an advertised “local” produce sale item, and then bring in the bulk from Mexico. This has been his experience each fall with broccoli.

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		<ul style="list-style-type: none"> For Damascus, a local brand may be sponsored at a <i>percentage off</i> sale to local schools, with a county match. <p>Siri & Son Farms:</p> <ul style="list-style-type: none"> They wouldn't participate in regional branding. He has participated in a regional branding effort like this in the past and it was a negative experience. There ended up being a group of farms setting prices, and then other farms proceeded to undercut the set price. Only a few farms prospered.
<p>Transferable Development Rights</p>		<p>Agency: City of Damascus:</p> <ul style="list-style-type: none"> A transferable development rights (TDR) program was a policy considered under the <i>Envision Damascus</i> Comprehensive Plan. However, there was/is no development code to implement it. TDR programs are notoriously difficult to finance, develop, manage and implement. The State of Oregon has a TDR experimental program that is being tested. The future of TDR's may make their use less onerous. <p>Agency: METRO</p> <ul style="list-style-type: none"> Under "Current Context" need to change "urban-rural fringe" to "designated urban reserves". <ul style="list-style-type: none"> Last sentence in this section, revise to: "The conversion...results <u>in</u> a lack...and a loss <u>of</u> jobs...". A "lack of orderly land use planning" only results if an area is defined by agriculture-oriented uses, not necessarily by urbanization (in fact, temporary use of urban land with agriculture uses, then conversion later, may have the opposite effect). <p>Agency: DLCD</p> <ul style="list-style-type: none"> There is a State Transferable Development Rights (TDR) demonstration program. City of LaPine has used TDR's for groundwater protection. TDR's can be workable when development demand is high. <p>Farmer/Producer :</p>

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		<p>Thompson:</p> <ul style="list-style-type: none"> • Thompson is not a big fan of TDR's. • With regard to the benefits of TDR's, it does not cost the public significant money in the overall picture. Everybody pays for this program. • With regard to challenges, this creates a huge governmental bureaucracy that is expansive and hard to function. • TDR's are very expensive and not flexible over time. The best way to preserve farmland is not legislatively, but economically. Somehow, get the residents to demand and buy local produce from farms to the extent it assures farm profitability and farmers plus future generations will want to continue. This would not cause any increase in public cost. It would keep the local community dollars here. <p>Siri & Son Farms:</p> <ul style="list-style-type: none"> • They might use TDR's in the future. . They have considered industrial or commercial use of their property as it is located on a state highway. Not clear on exactly how it would work for them

What Did We Learn?

For this project, the Portland Metropolitan Foodshed was defined as Multnomah, Columbia, Clackamas, Washington and Yamhill Counties in Oregon and the systems that support the food supply. Clark County, Washington, was not included.

The toolkit was developed for three distinct audiences in the Portland Metropolitan Foodshed: producers, planners/policy-makers and consumers. This analysis shows that though some revisions to the tools may be necessary, the current contexts, challenges and barriers are identified and address several of the key practical and policy barriers and challenges.

In some instances, some of the tools prove not to be useful to the interviewees, especially those that require significant expenditures by farmers that exceed their available capital, or cause conflicts with other regulatory agencies; for example the rainwater harvesting tool. This does not necessarily mean the tool is not useful region-wide, but only that it may need refinement and model development with some subsidization. In the rainwater harvesting case, US Department of Agriculture rules regarding water contamination may need to be addressed before a successful program or project can be developed.

The proposed recommendations in the toolkit to resolve these concerns enhance opportunities for improvements in the food system and increase the ability of those entities vital to the foodshed to expand their capacity. Using these tools can help change the foodshed landscape to allow producers to be more productive, increase overall consumption of healthier foods and to expand economic impacts throughout the region.

To the extent possible, the tools can be replicated in areas inside and outside the Portland metropolitan area. However, Oregon's land use planning laws determine what can and cannot take place in urban and rural zones. This is different from many other states, so with that caveat, the tools can be useful outside the state of Oregon.

The five main takeaways of this review are:

1. Land use tools administered by land use regulatory agencies (State, regional, local) need to be revised or updated to reflect more integrated land use patterns that allow value-added farm activities in rural zones and farm/agricultural activities in urban zones. These changes will help diversify agriculture and increase the viability of farming, making it profitable for producers. Productive urban agriculture helps retain it close to cities, potentially reducing transportation costs and greenhouse gas emissions.
2. Tools to conserve agricultural land, such as conservation easements, transferable development rights, etcetera, may be feasible, but the costs and benefits must be clear to the public, landowners and jurisdictions.
3. Tools that require high expenditures by farmers/producers will not likely be introduced on the farm unless there is affordable financing or a demonstration project. This is most applicable to the rainwater harvesting and energy efficiency tools. For rainwater harvesting, federal regulatory standards may need to be considered for organic farms.

4. The regional marketing and branding may already be underway within a variety of organizations and formats. There may not be a need for a new organization to take on this role. This tool has limited applicability to the Portland metropolitan region.
5. The applicability of some of the tools should be tested after they are adopted at a jurisdictional level to really ascertain their viability. This “case analysis” was limited because given the political situation in the City of Damascus, the tools were not adopted as had originally been intended at the time of the grant proposal, which proposed a “case study”.

Overview of Responses

Agencies:

For agencies such as local governments, the toolkit can provide valuable information on specific policy and implementation directives that may challenge the status quo, but bolster the provision and availability of agricultural products. Policies and implementation measures on urban agriculture, access to healthy food, zoning, and community design all have an impact on the foodshed.

The use of tools such as transferable development rights, conservation easements and open space designations may help stem development pressure on urban agricultural sites. Other tools may be less valuable to jurisdictions with regulatory purviews because they require significant public or private investments (i.e. farmworker housing), or are already in place. There must be willingness by policymakers to adopt and use the tools. Counties, water districts or agricultural agencies such as the State Department of Agriculture, can provide support for tools that include **energy and renewables, rainwater harvesting and regional marketing or branding efforts**; as well as **increasing exports and import substitution**.

For regional and state government, several concerns were raised regarding changes or challenges to existing land use policies. The separation of agricultural land from urbanizable land is the hallmark of the Oregon land use planning system. Allowing large-scale agriculture to remain within urban growth boundaries challenges some long-held land use precepts. Conversely, allowing urban-type uses in rural zones can lead to unintended impacts, while also increasing the economic diversity for farmers, allowing them to increase their incomes and remain in production and/or processing. Mitigation strategies need to be identified to help jurisdictions, neighbors and producers navigate the conflicts inherent in diversification activities. Not all jurisdictions are in compliance with State laws and the tool encourages review and updating of applicable codes.

There is a need to identify upfront, in the “**diversifying agricultural activities in rural zones**” tool, that allowing additional ag-related activities serves economic development and farmland preservation purposes. If producers/farmers are able to increase their income without succumbing to the pressure of land development, there may be a greater chance of retaining urban agriculture over the long term.

Large-scale **agricultural use in urban zones** creates a particularly challenging situation, especially when it comes to transitioning land from agriculture to urban land uses. Methods

such as conservation easements, **transferable development rights** (TDR) and substantive changes in State laws, such as reducing the required acreage needed for farm use, would be desirable to curtail speculative purchases of farmland and keep farming within the urban areas and urban reserves feasible and affordable.

Making sure a **TDR** program is understandable and that it can work with market forces during variable economic conditions is important. As noted below, producers/farmers have not embraced TDR's; mostly because their application is difficult to comprehend in real world situations. TDR pilot programs, such as that of the Oregon Department of Land Conservation and Development (http://www.oregon.gov/LCD/tdr_pilot_program.shtml), are paving the way for working through the challenges of instituting such programs. Challenges include navigating the market demand, identifying receiving areas and acceptance of additional density as compensation.

Protecting urban development and farming from the impacts of each other creates opportunities for new **community designs** and creative mitigation techniques. This recommendation for joint academic and regional government coordination can work to develop a replicable community design toolbox for urban designers and developers' use.

Producers/Farmers:

The tools reviewed by the producers/farmers vary in their applicability and usability, given each interviewee's plans for their agricultural enterprise. Both producers/farmers plan on some type of development of their properties in the long term, but still retaining some agricultural use in the near term. Both supported the tool for **agricultural permitting in urban zones** on a practical, as well as philosophical, basis. The tool provides guidance for comprehensive reviews of policies and codes that may hinder urban food production. Flexibility in codes would allow continued farming activities to some degree, but does not address growth pressure. This tool applies to a range of agricultural activities in urban zones that don't necessarily involve full scale farming. Accommodating urban and community gardens, edible landscaping and small animals in urban zones are all under this tool heading.

The farmers/producers differed on **diversifying agricultural activities within rural zones**. Thompson Farms was open to **diversification** while Siri & Son Farms is firm in their production and future growth plans, which do not include anything other than growing and perhaps future commercial or industrial development of portions of their property. However, Siri supports the tool for use by others.

This tool applies to rural zones, which Damascus is currently designated by the Clackamas County Comprehensive Plan and zoning map and the City's adoption of it and the 2005 Clackamas County code. Once the City adopts its own Comprehensive Plan and zoning maps, the land becomes designated as "urban" and development codes will regulate the types of activities that can take place.

For rural areas, impacts from diversification can affect both farmers and neighboring residential or commercial properties. The increased income to farmers may help them continue farming, adding to their bottom line and increasing margins, which may lead to continued farming. Noise, traffic, odors, pesticide use or other negative impacts may be disruptive to neighbors, causing conflicts.

Updating state and local statutes and regulations to allow additional activities and to mitigate impacts needs to be done and this tool provides that guidance. The diversification tool calls for code enforcement and staff training; high quality road signs and working with the private sector to develop a vision and action plan for a regional food processing facilities network. These proposed actions are best carried out by cities, counties and the State (highway signage) and, in the case of a vision/action plan, the private sector.

Transferable Development Rights (TDR) did not seem desirable to Farmer Thompson in that they generate the need for a larger bureaucracy, are inflexible in the long run and only successful in a high-demand-for-development market in his opinion. He opined that the best way to preserve farmland is to make and keep farming profitable for the farmer. However, this may be impractical when faced with high values for farmland in urban areas and pressure to sell for development.

Farmer Siri said he could see using TDR in the future as development encroaches around his farmland and his options for continued farming narrow. With potential long term plans for future development, TDR do nothing to preserve farmland unless landowners choose to farm in perpetuity.

In practicality, TDR's have worked in other parts of the country, such as Virginia and other East Coast locales. Key to making them work is the identification of "sending" and "receiving" areas, which must be identified early in the planning process. The locations should not present the temptation to engage in leapfrog development and ensure that infrastructure exists prior to development.

The accounting function for these land exchanges is also important and a task not many jurisdictions are willing to take on. TDR, while enticing, may prove impractical in many jurisdictions, especially those that are already fully developed. That is not the case in Damascus because it is mostly undeveloped, so TDR could potentially work, given the market demand, availability of infrastructure and political will. The question that remains is: how many large acreage farmers/nursery growers would take advantage of the program?

The producers favorably reacted to both **energy efficiency and renewables**. The use of solar energy was especially well received; however financing was an issue for both producers. Thompson also addressed fuel use for distribution, citing the number of trips that must be made to serve farmers' markets. A food or distribution hub would serve as an energy efficiency tool for many of the farmers in the Damascus/Boring area.

This tool called for exploring a program to identify the needs of producers, workable models for diverse situations, the technical expertise available, and financing strategies, such as revolving

low interest loans, equity investment, and coordinated grants. As had been identified in the tool, multiple opportunities for on-farm use of energy efficiency and renewables exist. The tool is useful in calling out these opportunities and how to address them.

Rainwater harvesting proved to be less feasible for the commercial farmers. Both Thompson and Siri indicated that they would not use this tool. The reasons given include not being able to harvest enough water for use during the dry season and that on an organic farm, USDA regulations regarding water contamination would hinder the use of harvested rainwater. They did say that lower water rates would be beneficial. Currently, the local water district charges the same rates for residential, commercial and agricultural water use. This is extremely expensive for producers/farmers.

Even if not used on large commercial farms, rainwater harvesting may be feasible for smaller scale agriculture, such as community and urban gardens. The City has been exploring the use of ecosystem services as infrastructure. This tool fits in with the City's vision of using nature's services. Coordination with water purveyors and Soil and Water Districts could help with technical and financing strategies for these systems for small scale agriculture.

Both producers would use **farmworker housing** tools. Affordability of worker housing or housing development was of concern to both. If subsidies are necessary, where will they come from? State? Local government? Siri Farms indicated they would gladly contribute to a farmworker housing fund, but not necessarily build housing themselves. It would have to benefit both the workers and the farmers to be successful. Thompson indicated that acceptance of farm worker housing by the surrounding community might be a challenge. He believes that housing options for temporary as well as permanent, affordable housing should be a goal.

The **Farmers' Market** tool is related to location feasibility and increasing market attendance. Farmer Thompson sells exclusively through farmers' markets and farmstands. He advocates for permanent locations and structures for year-round markets. He also cites the need to increase local interest in farmers' markets and stands. His view substantiates the value of the tool.

Farmer Siri does not sell at farmers' markets, as the competitive nature of the markets does not fit his marketing plan. Since the tool focuses on equitable distribution of markets and strategies to ensure success, such as location and organizational capacity, Siri's comment does not negate the value of the tool.

In Damascus, many households commute to the Portland Metro area and conduct their shopping within Portland or urban Clackamas County, not the City. Efforts to encourage local purchasing would be beneficial. A community-driven effort to start a Damascus Fresh & Local Market (farmers' market) is currently under way and organizers are trying to recruit local farmers. The Damascus market has a definite locational advantage, being located close to the intersection of State Highway 212 and SE Foster Road, across the street from the community's only supermarket.

The farmers' market in Boring, a neighboring community, has been struggling to get vendors and traffic and has had to focus on crafts to attract visitors. Much of the Boring market's struggle appears related to location, accessibility and lack of parking, as has been cited as necessities for success in a study of Portland-area markets.³ Participating in a regional approach to farmers' market siting and marketing would certainly be beneficial to the success of both markets by establishing locational and operational criteria and identifying sites within un- or under-served areas of the communities.

Both producer interviewees agree that development of the **economic food cluster** would be beneficial to them and to the region as a whole. Such a cluster could attract wholesalers and larger processors to whom local farmers could sell, increasing their market share and potentially reducing travel and fuel costs, as well as encouraging and supporting food-related businesses. Clackamas County's May 2012 draft of an Agriculture and Foodshed Strategic Plan estimates that a 10 percent increase in local purchases could result in an output (direct and secondary) of \$57.75M with a GDP value added of \$21.8M.⁴ Thompson perceived the **Market Development and Regional Food Distribution** tool as useful and Siri found it somewhat redundant. Siri thought that the Oregon Fresh Market Growers Association (OFMGA) already does much of what is proposed in the tool. Both producers are members of that organization. Thompson opined that OFMGA did not have the financial resources to do much of the work identified. It must be noted that OFMGA is a statewide organization and the tool is specifically geared toward creating a regional identity and brand through cooperative organizational work.

This raises the question of duplication of services and if some form of funding to OFMGA might be beneficial to expand their efforts, for activities such as creating regional chapters. The tool may actually enhance the existing work of OFMGA and help recruit more members at the regional level.

Note: The interviewees did not directly address some of the tools, such as increasing exports and import substitution. These tools had high-level policy recommendations that need expertise beyond that available for this case study. The Oregon Department of Agriculture's purview is specifically geared toward managing the state's agricultural exports. The goal of all of the tools is to support increasing exports and toward increasing local consumption, which in turn may lead to import substitution.

CONCLUSIONS

This original intent of the analysis of the project toolkit was for a case study to assess how the application of the tools would impact local producers/farmers, planners and policy-makers. However, the City of Damascus political environment did not allow for adoption of the tools within the timeframe of the grant project, as had been originally proposed in the application. The resulting product attempts to get at some discussion of the issues and evaluation of the tools

³ Farmers' Markets America with Barney & Worth, Inc. (2008). *Characteristics of successful farmers markets*. (p. 11) Retrieved from City of Portland website: <http://www.portlandonline.com/bps/index.cfm?c=49940&a=236585>

⁴ Draft Clackamas County Agriculture and Foodshed Strategic Plan, Cogan Owens Cogan LLC with MARStewart Group, LLC and Crossroads Resource Center, May 2012.

from the local, regional and state perspective and serve to identify tools that have value in enhancing the Portland Metropolitan Foodshed.

It is important to have a regional foodshed/food system plan in place to create a sustainable system. The tools in the toolkit that have the broadest applicability for regional and statewide capacity-building through public, nonprofit and/or private partnerships are those that:

- increase access to healthy food,
- improve farmworker housing options,
- enhance market development and regional food distribution
- support farmers' markets ,
- encourage food cluster development
- increase agency and institutional procurement
- increase exports
- increase import substitution

Some of the tools require changes in state and/or local land use planning standards, such as

- agricultural permitting in urban zones, and
- diversification of agricultural activities in rural zones.

Changing state laws and updating state and local codes is a long-term prospect. Some work has been done at the legislative level to address the diversification issue through passage of HB 3280 and SB 960. The subsequent work to be done involves counties and cities updating their policies and codes to reflect the legislative changes. The diversification tool should be updated to reflect the legislative changes.

Market development and regional food distribution are already being done at some level, but increased coordinated efforts could provide the assistance that is needed through partnership with distributors and processors for additional value-added services that provide top-quality products to buyers and bring high value prices back to the grower, as stated by Farmer Thompson. While Oregon Fresh Market Grower's Association (OFMGA) does some of the work statewide, more regional level work is needed, as indicated in the tool.

Clackamas County is addressing the potential for implementation of many of the proposed tools in their Draft Agriculture and Foodshed Strategic Plan (May 2012). If this report is finalized and adopted, the implementation of many of these tools may be realized in the work that results from the Plan within Clackamas County. One other county in the Portland Metropolitan Foodshed, Multnomah, is similarly working on efforts to improve the foodshed. Efforts are needed in Washington and Columbia Counties.

As for the City of Damascus, it is at a crossroads of rural and urban existence, a perfect laboratory for use of these tools, if and when there is an opportunity to put them into play.

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