

Food Production and Security

INTRODUCTION

Broadly defined, the "food system" is the sequence of activities linking food production, processing, distribution and access, consumption, and waste management, as well as all the associated supporting and regulatory institutions and activities.¹ The food system impacts many facets of modern life including energy consumption, the environment, public health, economic development, and social equity.



While agriculture remains America's primary land use, with almost 1 billion acres of land devoted to agricultural uses, farmland in metropolitan areas is disappearing rapidly. In addition, there is a clear trend towards greater concentration of ownership and increased vertical integration of the various processes within the food system. This integration has led to a significant decline in the number of mid-size "working farms" (farms between 50 and 1,000 acres) and a corresponding increase in the number of larger farms (farms over 2,000 acres).²

Globalization has also transformed our food system. Food comes from increasingly distant sources, the average food item traveling at least 1,500 miles.³ While the United States considers itself the breadbasket of the world, the value of food imported into the U.S. exceeded the value of food exported from the U.S. for the first time in 2006.⁴ Globalization has also led to increased consumer ignorance regarding the sources of the foods they consume.

Our changing food system has also had significant negative impacts on public health. Federal farm policy and subsidies have encouraged the overproduction of commodities such as corn and soybeans, which has resulted in significant repercussions for farmers, rural and urban communities, and public health. Artificially low prices have led to heavy use by the food industry of products such as hydrogenated vegetable oil and high fructose corn syrup, which directly lead to obesity and related illnesses.⁵ At the other end of the spectrum, in 2005, eleven percent of all U.S. households were "food insecure" due to a lack of sufficient food.⁶ Both obesity and food insecurity have disproportionate impacts on African Americans and Hispanics. Minority and poorer neighborhoods tend to contain fewer supermarkets on average, contain a higher density of convenience stores offering fewer healthy food options, and contain an above average number of fast-food outlets.⁷

¹ American Planning Association, "Food System Planning – Why is it a Planning Issue?" (last visited July 17, 2007)

² Planning Association "Policy Guide on Community and Regional Food Planning," (last visited July 13, 2007)

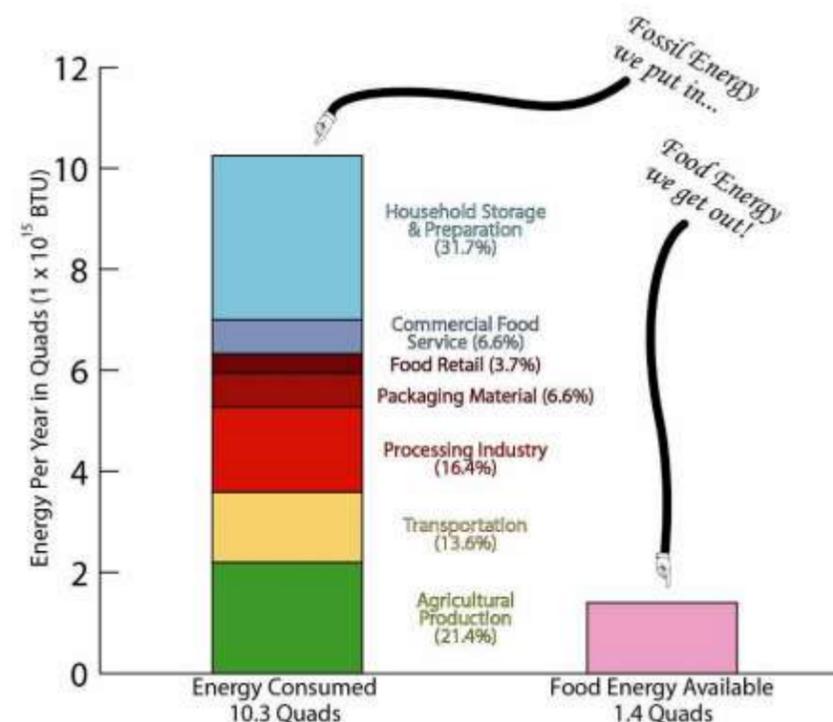
³ Ibid

⁴ United States Department of Agriculture Foreign Agricultural Service, "2006 U.S. Trade Internet System," (last visited June 25, 2007)

⁵ American Planning Association "Policy Guide on Community and Regional Food Planning," (last visited July 13, 2007)

⁶ USDA Economic Research Service, "Household Food Security in the United States, 2005," (July 11, 2007)

⁷ American Planning Association "Policy Guide on Community and Regional Food Planning," (last visited July 13, 2007)



Energy Flow in the U.S. Food System

Source: Center for Sustainable Food Solutions. [Available online.](#) Retrieved 1/2/10.

The food system dilemma also extends into the environmental domain. On average, eight calories of energy are needed to produce one food calorie. In addition, growing, processing, and delivering the food consumed by a family of four each year requires more than 930 gallons of gasoline, roughly the same amount used to fuel the family's cars.⁸ Moreover, in 2000, approximately ten percent of all energy used in the U.S. was consumed by the food industry.⁹ These rates of consumption have serious effects on global warming. Globally, approximately one-third of the total human-induced warming effect due to greenhouse gases (GHG) comes from agriculture and land use change.

Few zoning ordinances adequately address urban agriculture and animal husbandry. Most cities prohibit the raising of fowl, such as chickens, even though there is no public health issue

associated with low quantities of fowl. In addition to producing healthy, organic eggs, chickens eat biodegradable garbage. The encouragement of urban animal husbandry can help erase the artificial barriers between the urban (non-agricultural) and the rural (agricultural).¹⁰ Additionally, increased composting can help diminish waste.

In most large cities, there is an unrealized potential for urban gardening. A survey indicated that Chicago has 70,000 vacant lots, Detroit 60,000, and Philadelphia 31,000. Nationwide, there are hundreds of thousands of vacant lots. The Urban Agriculture report summarizes why urban agriculture is so attractive: it has a "regenerative effect...when vacant lots are transformed from eyesores – weedy, trash-ridden, dangerous gathering places – into bountiful, beautiful, and safe gardens that feed people's bodies and souls."¹¹

Access to local food markets is critical if farming is to survive as a viable economic activity, and if locally produced foods are to be widely available. Farmers' markets are a popular and very effective way to promote and market local food production. Some of the most successful and sustainable markets are year round public markets such as those in Santa Fe, New Mexico; Seattle, Washington (Pike Place Market); and Vancouver, British Columbia (Granville Island Farmers Market). Some cities have set goals for local food production; Toronto, for example, hopes to supply twenty-five percent of its fruit and vegetable production from within the city limits by 2025.¹²

⁸ Thomas Starrs, "The SUV in the Pantry," *Sustainable Business* (October 25, 2005).

⁹ Martin C. Heller and Gregory A. Keoleian, "Life Cycle-Based Sustainability Indicators for Assessment of the U.S. Food System," *Center for Sustainable Systems – University of Michigan*, (last visited June 28 2007)

¹⁰ Linda Baker, "City Chicks," *Natural Home and Garden* (May/June 2006), p. 62-65

¹¹ Lester Brown, "Farming in the City," (last visited July 5, 2007)

¹² City of Toronto, "Feed the City from the Back 40: A Commercial Food Production Plan for the City of Toronto," (last visited July 17, 2007)

In an effort to combat the social inequities of our current food system, communities are exploring a variety of land use strategies. These strategies attempt to limit the number and density of fast-food restaurants, improve the nutritional value of foods sold in smaller shops and convenience stores, and support the establishment of full-service supermarkets in underserved areas. In San Francisco, for example, when rezoning threatened neighborhood food access, a special use district was formed to encourage the siting of a supermarket.¹³ In Arcata, California, the City Council capped the number of fast-food restaurants at any one time to nine (the current amount). This ordinance essentially barred a fast-food restaurant from locating within the city unless it replaced an existing restaurant at the same location.¹⁴

Transfer of Development Rights and Agricultural Protection zones require requiring a sophisticated and costly administrative system that few communities have adopted, requiring strong regional or state land use control, generally lacking in most rapidly growing areas. Additional tools that may gain more widespread usage include conservation easements and outright purchase of productive agricultural area by land trusts or local communities. However, zoning codes often treat agriculture as a holding or transitional zone until urban development encroaches.

In 2003, the nation's 238,000 feeding operations produced 500 million tons of manure; the Environmental Protection Agency estimates that over half of this manure was produced by a relatively small percentage of facilities known as Concentrated Animal Feeding Operations (CAFOs). Health threats from CAFOs include: chronic and acute respiratory illness, injuries, infections, nuisances such as flies and odor, the spread of stronger strands of E. coli, and environmental problems such as ground water contamination. One promising method to reduce odors and generate renewable energy from livestock manure in CAFOs is anaerobic digestion.¹⁵ The effective management of livestock is essential to public health and the environment in rural agricultural areas.

Overly simplistic zoning standards serve as a barrier to a wide range of agriculturally affiliated uses such as wineries. Zoning commonly bars wineries and similar value added uses from agricultural districts because they are categorized as "manufacturing," which is allowed only in industrial districts "one-size-fits-all" approaches to planning do not fully capture the nature of varied land uses and the differences in potential impacts of similar land uses.

IMPLICATIONS OF NOT ADDRESSING THE ISSUE

The American food system is implicated in decreasing levels of public health among low income groups, rising food insecurity, rising costs of production and distribution, continued contributions to global warming, loss of local production, and social inequities.

GOALS

The goals of this chapter are to accomplish the following:

- Eliminate community code barriers such as restrictions on farmers markets, animal husbandry and overly simplistic rural agricultural zoning provisions
- Encourage urban agriculture and increase access to healthy food through code incentives

- Establish regulations for sustainable large scale food production, access to healthy foods, and limits on unhealthy food choices such as fast food restaurants, expand permissive animal unit regulations, and generally broaden permitted uses by right in agricultural zones

POTENTIAL SUSTAINABILITY MEASURES:

- Energy consumption to food production ratio
- Average distance a food item travels (the lower, the better)
- Percentage of community demand met from agriculture within the community
- Average distance to healthy food (absence of food deserts)
- Energy consumption to food production ratio

¹³ Lisa Feldstein, "Linking Land Use Planning and the Food Environment," (last visited July 9, 2007)

¹⁴ Food Security Learning Center, "Case Studies," (last visited June 29, 2007)

¹⁵ Centers for Disease Control and Prevention, "Concentrated Animal Feeding Operations (CAFOs), About CAFOs," (last visited July 10,



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KEY STATISTICS:

- The value of food imported into the U.S. exceeded the value of food exported from the U.S. for the first time in 2006¹⁶
- Every minute of every day, the U.S. loses two acres of farmland; at the same time, the number of small farms in urban areas is increasing at an unprecedented rate
- Of more than ten million vegetable producers in U.S., 60% are in urban census tracts
- 86% of U.S. fruits/vegetables, 63% of vegetables, 35% of grain are produced in urban-influenced areas
- Toronto hopes to supply twenty-five percent of its fruit and vegetable production from within the city limits by 2025¹⁷
- Chicago has 70,000 vacant lots, Detroit 60,000, and Philadelphia 31,000¹⁸
- Food comes from increasingly distant sources, the average food item traveling at least 1,500 miles¹⁹
- In 2005, eleven percent of all U.S. households were “food insecure” due to a lack of sufficient food²⁰
- Proximity to supermarkets translates into healthier eating: for each additional supermarket in their census tract, African-Americans reported eating 32% more fruits and vegetables²¹
- In 2000, approximately ten percent of all energy used in the U.S. was consumed by the food industry²²
- Agricultural activities were responsible for 7% of total U.S. greenhouse gas emissions in 2005, of which livestock is a major contributor²³
- Roughly thirty percent of all solid wastes are related to food consumption, half of that being associated with food packaging²⁴



A. SUSTAINABLE COMMERCIAL AGRICULTURE—LARGE-SCALE AND SUBURBAN/URBAN

		Achievement Levels (Note: Higher levels generally incorporate actions of lower levels)			References/Commentary	Code Examples/Citations
		Bronze (Good)	Silver (Better)	Gold (Best)		
	Remove Obstacles	<ul style="list-style-type: none"> ▪ Permit a broad range of agricultural uses by-right in rural and semi-rural areas 	<ul style="list-style-type: none"> ▪ Tailor accessory and temporary use lists to support agriculture (i.e. allow farm stands, agricultural-related services such as welding shops, crop storage and processing) ▪ Adopt right-to-farm legislation to protect against nuisance complaints 	<ul style="list-style-type: none"> ▪ Allow small-scale farming uses and structures in suburban zone districts or create farming overlay zones with compatibility standards that limit certain herbicides and pesticides 	<ul style="list-style-type: none"> ▪ Daniels, <i> Holding Our Ground: Protecting America’s Farmland </i> (1997) 	<p>Silver</p> <p>Larimer County, CO. Right to farm and ranch policy. <i>County Code, Article II, Section 30-31</i>, Available online. Retrieved January 2, 2011.</p>
Agriculture on the urban fringe						

¹⁶ United States Department of Agriculture Foreign Agricultural Service, “2006 U.S. Trade Internet System,” (last visited June 25, 2007)

¹⁷ City of Toronto, “Feed the City from the Back 40: A Commercial Food Production Plan for the City of Toronto,” (last visited July 17, 2007)

¹⁸ Lester Brown, “Farming in the City,” (last visited July 5, 2007)

¹⁹ American Planning Association “Policy Guide on Community and Regional Food Planning,” (last visited July 13, 2007)

²⁰ USDA Economic Research Service, “Household Food Security in the United States, 2005,” (July 11, 2007)

²¹ Morland K., Wing S., Diez R.A. (2002) The contextual effect of the local food environment on residents’ diets: The atherosclerosis risk in communities study. *American Journal of Public Health*, 92(11), 1761-7

²² Martin C. Heller and Gregory A. Keoleian, “Life Cycle-Based Sustainability Indicators for Assessment of the U.S. Food System,” Center for Sustainable Systems – University of Michigan, (last visited June 28 2007)

²³ U.S. EPA (2007) *Inventory of U.S. Greenhouse Gas Emissions and Sinks: 1990 - 2005*. Washington, DC

²⁴ American Planning Association “Policy Guide on Community and Regional Food Planning,” (last visited July 13, 2007)

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		Bronze (Good)	Silver (Better)	Gold (Best)	References/Commentary	Code Examples/Citations
 <p>Market garden, Holland Marsh, Ontario (serves Toronto)</p>	<p>Create Incentives</p>	<ul style="list-style-type: none"> Permit and encourage conservation subdivisions in rural areas 	<ul style="list-style-type: none"> Provide density bonuses for cluster subdivisions that preserve a high percentage of productive agricultural lands 	<ul style="list-style-type: none"> Adopt transferable development rights or development credit system to protect prime agricultural lands 	<ul style="list-style-type: none"> Pruetz, Rick. <i>Beyond Givings and Takings: Saving Natural Areas, Farmland, Historic Landmarks with Transfer of Development Rights and Density Transfer Charges (2003)</i>. Available online. Retrieved January 2, 2011. Arendt, Randall. <i>Rural By Design</i> King County, Washington. <i>Farmland Preservation Program</i>, Available online. Retrieved January 2, 2011. 	<p>Bronze</p> <ul style="list-style-type: none"> Larimer County, CO, <i>Larimer County Land Use Code, Rural Land Use Process, Section 5.8</i>, Available online. (follow link to Rural Land Use Process), Retrieved January 2, 2011. <p>Gold</p> <ul style="list-style-type: none"> State of New Jersey, <i>The New Jersey Pinelands Development Program</i>. Available online. Retrieved January 2, 2011.
 <p>Concentrated animal feeding operation</p>  <p>Dairy cattle operations today commonly have herds numbering in the thousands</p>  <p>Prodigious amounts of water and fossil fuel based fertilizers and</p>	<p>Enact Standards</p>	<ul style="list-style-type: none"> Restrict incompatible uses in agricultural zone districts, for example, prohibit non-agricultural commercial, low-density residential Permit creation of voluntary agricultural land protection districts Require riparian buffer strips to protect water quality Enact wildlife friendly fencing standards Require protection of irrigation ditches and maintenance access 	<ul style="list-style-type: none"> Prohibit or limit size of Planned Unit Developments in rural zone districts Adopt true large-lot agricultural zoning, for example 1 unit per 80 acres or exclusive agricultural zones Require cost of services studies for all developments in agricultural areas and fiscal mitigation Adopt Concentrated Animal Feeding Operation (CAFO) regulations to address waste, odors, and water quality  <p>Agricultural Land Reserve within the greater Vancouver, B.C. metropolitan region</p>	<ul style="list-style-type: none"> Require new development to offset any agriculture land loss by purchasing and protecting agriculture land elsewhere in vicinity Create urban services boundary to restrict development outside of designated growth areas Limit amount of prime or unique soils that can be present on a development site, for example, 25% per LEED-ND 	<ul style="list-style-type: none"> See American Farmland Trust, <i>Cost of Community Services Studies (2002)</i> American Farmland Trust., <i>Saving American Farmland: What Works (1997)</i> Olson, Richard, <i>Under the Blade: The Conversion of Agricultural Landscapes (1999)</i> Colorado Division of Wildlife. <i>Fencing With Wildlife In Mind</i>, Available online. Retrieved January 2, 2011. American Planning Association. <i>PAS Report No. 482, Planning and Zoning for Concentrated Animal Feeding Operations</i> 	<p>Silver</p> <ul style="list-style-type: none"> Marin County, CA, Large-lot agricultural zone districts, Available online. Retrieved January 2, 2011 . Waseca County, MN, <i>Waseca County Unified Development Code, Section 8, Agricultural Protection Districts</i>, Available online. Retrieved January 2, 2011. Clarke County, VA, <i>Municipal Code, Section 3-A-1 Agricultural Open Space Conservation District (incorporates sliding scale agricultural zoning using a Land Evaluation and Site Assessment System)</i>, Available online. Retrieved January 2, 2011. Oregon Exclusive Farm Use Zone Districts, Available online. (see, for example, Multnomah, OR. <i>Zoning Code, Chapter 36, "West of Sandy River Rural Plan Area"</i>) Available online. Each retrieved January 2, 2011.

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		Bronze (Good)	Silver (Better)	Gold (Best)	References/Commentary	Code Examples/Citations
 <p>pesticides are required to produce commodity crops Ranch, Driggs, Idaho</p>	Enact Standards		 <p>Peach orchard, Palisade, Colorado</p>			<ul style="list-style-type: none"> Blaine County, ID, County Code, Chapter 5-A, Productive Agricultural District (restrictions on residential development in rural areas), Available online. Retrieved January 2, 2011. <p>Gold</p> <ul style="list-style-type: none"> City of Davis, CA, Voter approval required for change of agricultural use. <i>Municipal Code, Section 40.41.020</i>. Available online. Retrieved January 2, 2011. City of Davis, CA, Agricultural land offset requirements. <i>Municipal Code, Section 40A.03.030</i>, Available online. January 2, 2011. U.S. Green Building Council, <i>LEED-ND Prerequisite SLL #5 Agricultural Land Conservation</i>, Available online. Retrieved January 2, 2011.

B. SMALL SCALE FOOD PRODUCTION AND URBAN AGRICULTURE

Achievement Levels (Note: Higher levels generally incorporate actions of lower levels)						
		Bronze (Good)	Silver (Better)	Gold (Best)	References/Commentary	Code Examples/Citations
 <p>Community garden</p>  <p>Urban chicken ranching</p>	Remove Obstacles	<ul style="list-style-type: none"> Adopt resolution or zoning purpose statement supporting urban agriculture Allow front-yard vegetable gardens in residential districts Allow urban gardens as a permitted use in public parks and open space 	<ul style="list-style-type: none"> Permit a broad range of urban agricultural and animal husbandry uses such as by-right in suburban and urban areas with use conditions to ensure compatibility Allow urban agricultural accessory structures such as pens, coops and storage sheds 	<ul style="list-style-type: none"> Permit urban gardens and urban agricultural spaces to meet residential open space set aside requirements Override private covenants that prohibit small-scale agricultural uses 	<ul style="list-style-type: none"> City of Detroit. <i>Supporting Urban Agriculture</i>, Available online. Retrieved January 2, 2011. Community Food Security Coalition (2002), <i>Urban Agriculture Report</i> 	<p>Bronze</p> <ul style="list-style-type: none"> City of Chicago, IL, <i>Zoning Code, Chapter 17-6 Special Purpose Districts. Community Gardens</i>, Available online. Retrieved January 2, 2011. <p>Silver</p> <ul style="list-style-type: none"> City of Madison, WI, <i>Zoning Code, Chapter 28. Keeping of chickens as an accessory use</i>, Available online. Retrieved January 2, 2011.
	Create Incentives	<ul style="list-style-type: none"> Offer density, intensity, or height bonuses for urban agricultural space or green roofs used for urban agriculture Offer extra credit for fruit trees as part of landscaping requirements 	<ul style="list-style-type: none"> Give open space and landscaping credit for preserving existing urban agricultural spaces or creating new ones Allow limited commercial or home sales of food produced on site 	<ul style="list-style-type: none"> Give storm water management credit for providing agricultural land or open space on site 		<p>Bronze</p> <ul style="list-style-type: none"> City of Portland, OR, Rooftop gardens bonus provisions, <i>City Code, Chapter 33.510 Central City Plan District (p. 510-32)</i>. Available online. Retrieved January 2, 2011.

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Urban garden, Chicago, Ill		Achievement Levels (Note: Higher levels generally incorporate actions of lower levels)				
	Enact Standards	Bronze (Good)	Silver (Better)	Gold (Best)	References/Commentary	Code Examples/Citations
		<ul style="list-style-type: none"> Require urban agricultural space as a part of new residential developments Require planting of fruit trees on residential lots and subdivisions as a part of landscaping requirements 	<ul style="list-style-type: none"> Adopt urban agricultural compatibility standards to address type of fowl and animals, number and prohibited toxic chemicals Limit processing of plant and animal products in residential areas 	<ul style="list-style-type: none"> Require new residential development to mitigate loss of open space by replacing with urban agricultural land Require residential developments to purchase shares in a community supported agriculture program within region 	<ul style="list-style-type: none"> Portland, OR. Study on urban agriculture. <i>Diggable City Phase II, Chapter III Land Use Policy and Zoning Analysis (2005)</i>. Contact the Portland Bureau of Planning and Sustainability at 503-832-7700 	<p>Gold</p> <ul style="list-style-type: none"> U.S. Green Building Council, <i>LEED-ND, NPD Credit 16 Local Food Production</i>, Farm land dedication and improvement requirement and community supported agriculture standard, Available online. Retrieved January 2, 2011.

C. ACCESS TO HEALTHY FOOD

	Remove Obstacles	<ul style="list-style-type: none"> Lift convenience store restrictions on size and the sale of fresh fruit and vegetables on fresh fruit and vegetables Allow temporary farm stands 	<ul style="list-style-type: none"> Limit the use of restrictive covenants by grocery stores that prohibit land to be used by other grocery stores in the event of closure 	<ul style="list-style-type: none"> Permit farmers markets in all commercial and mixed-use zone districts 	<ul style="list-style-type: none"> Holmes, Joe and van Hemert, James, <i>Healthy Food Systems, Research Monologue Series</i>. The Rocky Mountain Land Use Institute (2008), Available online. Retrieved January 2, 2011. American Planning Association, <i>Policy Guide on Community and Regional Food Planning</i>, Available online. Retrieved January 2, 2011. 	<p>Silver</p> <ul style="list-style-type: none"> City of Chicago, Ill, <i>City Code of Chicago, Section 17-1-1004 Negative Use Restrictions Prohibited as Against Public Policy</i>. Limits on restrictive covenants for grocery and drug stores. Available online. Retrieved January 2, 2011.
	Create Incentives	<ul style="list-style-type: none"> Streamline the development review process for supermarket development 	<ul style="list-style-type: none"> Establish a special use district for grocery stores 		<ul style="list-style-type: none"> The Food Trust's Healthy Corner Store Initiative provides financing and technical assistance to small retailers offering produce and other healthy products, Available online. Retrieved January 2, 2011. 	<p>Silver</p> <p>City of San Francisco, CA, Neighborhood serving grocery stores. <i>City Code, Article 2, SEC. 249.35A. Fulton Street Grocery Special Use District</i>. Available online. Retrieved January 2, 2011.</p>
	Enact Standards	<ul style="list-style-type: none"> Establish grocery store zoning standards Enact public market standards Permit the display of fruits and vegetables on public sidewalks 	<ul style="list-style-type: none"> Permit grocery stores in all business and residential zones 	<ul style="list-style-type: none"> Restrict the number of formula (fast food) restaurants Require grocery stores in development plans 		<p>Bronze</p> <ul style="list-style-type: none"> City of Dallas, TX, <i>Municipal Produce Market, Section Chapter 29, The Dallas City Code</i>. Available online. (Search for Volume II, Chapter 29). Retrieved January 2, 2011.

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		Achievement Levels (Note: Higher levels generally incorporate actions of lower levels)			References/Commentary	Code Examples/Citations
		Bronze (Good)	Silver (Better)	Gold (Best)		
 <p>Fruit and vegetable display on sidewalk. Kensington Market, Toronto, Ontario, Canada</p>	Enact Standards		 <p>Raspberries, beans and peaches in an edible urban landscape, Denver, CO</p>		<ul style="list-style-type: none"> City of San Francisco, CA, <i>Municipal Code, Article 5.3: Display of Fruits and Vegetables or Nonfood Merchandise on Public Sidewalks</i>. Available online. Retrieved January 2, 2011. <p>Gold</p> <ul style="list-style-type: none"> City of Arcata, CA, <i>Amendment to Municipal Code Title IX To Limit Formula Restaurants</i>. Available online. Retrieved January 2, 2011. City of Vancouver, B.C., Canada, <i>False Creek North Official Development Plan, Section 3.3.4 Retail Services</i>. Requirement for a grocery store. Available online. Retrieved January 2, 2011. 	

STRATEGIC SUCCESS FACTORS

Successful outcomes require that regulatory tools be grounded in solid comprehensive policy planning and accompanied by competent administration and supportive programs

PLANNING POLICY

- Establish a regional food policy council
- Develop a comprehensive plan food policy element

PROGRAMS & ADMINISTRATION

- Identify urban agricultural contact in planning department
- Create conservation easements and fund the outright purchase of productive agricultural area by land trusts or local communities
- To attract grocery stores:
 - Use tax Increment Financing to facilitate construction in low income neighborhoods
 - Facilitate land assembly, including the use of eminent domain
 - Bundle land by promoting several sites to supermarkets that include both high wealth and low wealth areas
 - Provide financing and technical assistance to small retailers offering produce and other healthy products