



Oregon

Theodore R. Kulongoski, Governor

Department of Land Conservation and Development

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NOTICE OF ADOPTED AMENDMENT

03/20/2012

TO: Subscribers to Notice of Adopted Plan
or Land Use Regulation Amendments

FROM: Plan Amendment Program Specialist

SUBJECT: City of Gresham Plan Amendment
DLCD File Number 007-11

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Tuesday, April 03, 2012

This amendment was submitted to DLCD for review prior to adoption pursuant to ORS 197.830(2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

***NOTE:** The Acknowledgment or Appeal Deadline is based upon the date the decision was mailed by local government. A decision may have been mailed to you on a different date than it was mailed to DLCD. As a result, your appeal deadline may be earlier than the above date specified. NO LUBA Notification to the jurisdiction of an appeal by the deadline, this Plan Amendment is acknowledged.

Cc: Stacy Humphrey, City of Gresham
Angela Lazarean, DLCD Urban Planner
Jennifer Donnelly, DLCD Regional Representative
Anne Debbaut, DLCD Regional Repesnetative

<paa> YA/ph



FORM **2**

DLCD

Notice of Adoption

In person electronic mailed

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DEPT OF

MAR 14 2012

**LAND CONSERVATION
AND DEVELOPMENT**

For Office Use Only

This Form 2 must be mailed to DLCD within **5-Working Days after the Final Ordinance is signed** by the public Official Designated by the jurisdiction and all other requirements of ORS 197.615 and OAR 660-018-000

Jurisdiction: **City of Gresham**

Local file number: **CPA 11-245**

Date of Adoption: **3/6/2012**

Date Mailed: **3/13/2012**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? Yes No Date: 11/18/2011

Comprehensive Plan Text Amendment

Comprehensive Plan Map Amendment

Land Use Regulation Amendment

Zoning Map Amendment

New Land Use Regulation

Other:

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

Provides new findings and new and amended Policies related to healthy eating and active living and its link to the built environment.

Does the Adoption differ from proposal? Please select one

No changes

Plan Map Changed from: **NA**

to:

Zone Map Changed from:

to:

Location:

Acres Involved:

Specify Density: Previous:

New:

Applicable statewide planning goals:

1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19

Was an Exception Adopted? YES NO

Did DLCD receive a Notice of Proposed Amendment...

35-days prior to first evidentiary hearing?

Yes No

If no, do the statewide planning goals apply?

Yes No

If no, did Emergency Circumstances require immediate adoption?

Yes No

DLCD file No. 007-11 (19056) [16970]

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

Metro, Multnomah County Health Dept.

Local Contact: **Stacy Humphrey**

Phone: (503) 618-2202 Extension:

Address: 1333 NW Eastman Parkway

Fax Number: - -

City: Gresham Zip: 97080-

E-mail Address:

Stacy.humphrey@greshamoregon.gov

ADOPTION SUBMITTAL REQUIREMENTS

This Form 2 must be received by DLCD no later than 5 working days after the ordinance has been signed by the public official designated by the jurisdiction to sign the approved ordinance(s) per ORS 197.615 and OAR Chapter 660, Division 18

1. This Form 2 must be submitted by local jurisdictions only (not by applicant).
2. When submitting the adopted amendment, please print a completed copy of Form 2 on light **green paper if available**.
3. Send this Form 2 and one complete paper copy (documents and maps) of the adopted amendment to the address below.
4. Submittal of this Notice of Adoption must include the final signed ordinance(s), all supporting finding(s), exhibit(s) and any other supplementary information (ORS 197.615).
5. Deadline to appeals to LUBA is calculated **twenty-one (21) days** from the receipt (postmark date) by DLCD of the adoption (ORS 197.830 to 197.845).
6. In addition to sending the Form 2 - Notice of Adoption to DLCD, please also remember to notify persons who participated in the local hearing and requested notice of the final decision. (ORS 197.615).
7. Submit **one complete paper copy** via United States Postal Service, Common Carrier or Hand Carried to the DLCD Salem Office and stamped with the incoming date stamp.
8. Please mail the adopted amendment packet to:

**ATTENTION: PLAN AMENDMENT SPECIALIST
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT
635 CAPITOL STREET NE, SUITE 150
SALEM, OREGON 97301-2540**

9. **Need More Copies?** Please print forms on 8½ -1/2x11 **green paper only if available**. If you have any questions or would like assistance, please contact your DLCD regional representative or contact the DLCD Salem Office at (503) 373-0050 x238 or e-mail plan.amendments@state.or.us.

Proposed new language is double-underlined;
Proposed deleted language is ~~stricken~~.

CB 03-12

ORDINANCE NO. 1714

AMENDMENTS TO VOLUME 1 FINDINGS AND VOLUME 2 POLICIES OF THE GRESHAM COMMUNITY DEVELOPMENT PLAN, REGARDING THE HEALTHY EATING ACTIVE LIVING PROJECT

THE CITY OF GRESHAM DOES ORDAIN AS FOLLOWS:

Section 1. Volume 1 Findings to be amended as follows:

Appendix 49

Health through the Built Environment

Introduction

The purpose of this document is to present the planning process, discussion on health and the built environment, and public involvement used to incorporate health goals, policies and action measures into Comprehensive Plan elements on the built environment. This document provides information that is the basis for goals and policies related to two new sections in the Gresham Community Development Plan, Volume 2: Food Access and Health through the Built Environment. It is also the basis for minor modifications to policies related to Access to Schools. Last, it is the basis for additional background for goals and policies related to land use, transportation, parks and schools that already address health through the built environment.

The purpose of the IIEAL project is to promote wellness and provide positive sustainable health changes in Gresham by advancing policy approaches for the built environment with a strategic focus on reducing obesity. The outcome of the project is amendments to the Gresham Community Development Plan (GCDDP) including new and updated health-related goals, policies and action measures related to the built environment that will improve the health of Gresham's residents.

The city effort was funded through the Multnomah County Health Department (MCHD) effort called Communities Putting Prevention to Work (CPPW). MCHD received a grant from the Centers for Disease Control and Prevention (CDC) for this work. As described by the CDC, CPPW seeks to reduce chronic disease related to obesity.¹

By advancing approaches in policy, systems, and environmental change, Communities Putting Prevention to Work communities will work to reduce risk factors, prevent/delay chronic disease, promote wellness in children and adults, and provide positive, sustainable health change in communities. Through policies enacted and programs implemented, the Communities Putting Prevention to Work program expects to have a proven public health impact in the long term and a high return on investment in terms of improved community health status and health outcomes.²

HEAL promotes equitable access and opportunities for active living such as walking and bicycling, and equitable access to healthy, affordable food. The interest in HEAL has grown as the linkage between healthy eating, active living, and health outcomes – such as obesity, hypertension, diabetes, cancers, and asthma – has been documented. For example, the U.S. Surgeon General’s 1996 Report on Physical Activity and Health reviews hundreds of research studies to document the relationship between physical activity and chronic disease. Mortality rates and the prevalence of chronic diseases decrease as physical activity increases.³

The built environment is one element that has an impact on HEAL opportunities.

- Access to healthy eating is enhanced by having full-service grocery stores and fresh produce available in close proximity to where people live.
- Active living opportunities are enhanced by having complete and safe sidewalk networks that allow people to walk for leisure and to walk to local destinations. Active living is enabled by having parks with active space accessible and in close proximity to residential areas.

By having access to HEAL opportunities and ensuring policy approaches are in place, the built environment can play a role in preventing/delaying chronic disease associated with obesity, promote wellness in children and adults, and provide sustainable health change in the community.

Process

In order to understand what types of goals and policies best incorporate health in built environment elements of comprehensive plans, a national policy scan was performed. This scan describes the link between health and different elements of the built environment, then present goals and policies adopted into comprehensive plans by other cities in the US that address this link. Key themes and conclusions are then presented for each element.

Five cities were selected for this scan. They were chosen because their comprehensive plans have been updated with an eye towards community health. The cities include:

- Benicia, CA
- Minneapolis, MN
- Richmond, CA
- Sacramento, CA
- Seattle, WA

The built environment elements considered in the scan are listed below. More detail may be found in the Health through the Built Environment section of this appendix.

- Community Health, which identifies general health goals and policies found in comprehensive plans.
- Land Use, which describes how uses occur in the built environment.
- Food Access, which explores goals and policies specific to access and location of food.
- Parks, which examines the amount, programming, location, and accessibility of parks and other open spaces.

- Transportation, which describes how people and goods move through a community and contains elements such as bicycle, pedestrian, and vehicular movement.
- Schools, which describes the roles schools play in the community and in community health.
- Equity, which discusses how different segments of the population experience the built environment.

The conclusions from the National Policy Scan were then used to assess how the GCDP addressed the link between the built environment and health. This assessment, also known as the Comprehensive Plan Audit, was organized as follows:

- National policy scan element: Community health; Land use; Food policy; Parks; Transportation; Schools; and Equity.
- Themes: Each theme under each element is identified.
- Example Goals and Policies: This includes goals and policies from the five jurisdictions that are exemplary of the stated theme.
- Gresham's Related Goals and Policies: This includes examples from the GCDP of goals and policies that address the example goals and policies.
- Comments / Where Gresham Could do Better: This column provides an assessment of how Gresham achieves the example goals and policies.

The conclusions of this comparison demonstrate the following:

- Community Health: The GCDP does not meet best practices. There is no language that discusses community health.
- Land Use: The GCDP meets best practices since it addresses mixed-use development, distribution of community facilities throughout the city, and incorporates transportation into land use planning.
- Food Policy: The GCDP does not meet best practices. There is no language regarding access to food choices including farmers' markets, community gardens, or grocery stores.
- Parks: The GCDP meets best practices since it addresses accessibility of facilities; an integrated system of parks, trails, and open spaces; and facilities that respond to their users.
- Transportation: The GCDP meets best practices since it addresses a multimodal system that supports biking, walking, and transit options.
- Schools: The GCDP generally meets best practices since it addresses school siting and joint use agreements with school facilities. The school siting section of the GCDP can include language that addresses access to schools through walking or biking.

The recommended approach to addressing these conclusions is to update the City's policies by building upon the many good policies in place while filling in gaps and strengthening the policy link between the built environment and health. The recommended approach is:

1. Develop and incorporate findings into the Gresham Community Development Plan that discuss the health benefits of different facets of the built environment such as parks, land use, and transportation.

2. Add a section to Volume 2 of the Gresham Community Development Plan that includes goals and policies related to food access, including farmers' markets and community gardens.
3. Add a section to Volume 2 of the Gresham Community Development Plan that includes an overarching goal and related policies discussing the impact of the built environment on community health.
4. Enhance implementation strategies in 10.411 School Services to discuss access to schools through walking or biking.

Health through the Built Environment

The national policy scan examined the following elements to determine best practices for shaping goals and policies. General information is presented for each element, followed by key themes found in best practices.

Community Health

Community health may be influenced by a variety of factors including access to health and social services, recreation opportunities, parks, economic opportunities, mixed-use neighborhoods, safety, public spaces, healthy foods, and transportation options. Typically, the greater the access to these attributes, the higher the quality of the community and the health of its people. Health is a core value for many people, and a healthy community is one aspect of health.

Community health may be seen in how well vulnerable populations thrive. These populations may include the very young, the elderly, populations experiencing poverty, people experiencing disabilities, and populations of diverse race and ethnicity. The young and the elderly may not, or cannot operate a motor vehicle, thus limiting their ability to access community resources. Low-income populations and populations of diverse race and ethnicity experience good health in lower rates than higher income and Caucasian populations. These populations also experience chronic health conditions such as cardiovascular conditions, asthma, and cancer at higher rates than the population at large.

Public safety is an element of community health. It is more than law enforcement and preventing crime. It includes efforts to build safer communities and ensure community gathering places are safe for all users. Crime Prevention Through Environmental Design (CPTED) is an approach to the built environment that seeks to increase safety through design elements. Natural access control, natural surveillance, and territorial reinforcement are the three overlapping strategies of CPTED.

- Natural access control seeks to ensure entrances are well defined, visible, well lit and observable by nearby windows.
- Natural surveillance seeks to design areas where people and activities can be readily observed, considering features such as landscaping and window placement looking onto common areas.
- Territorial reinforcement seeks to develop places where users feel a strong sense of ownership.

Together, they provide greater opportunities for observations on public and semi-public areas and greater distinctions between public and private areas. The result of this approach is to build safety elements into the built environment, focusing on infrastructure such as sidewalks, bikeways, roads, and parks. The City

can affect the health of all residents by promoting community design and healthy environments that are conducive to physical activity and safety.

Key themes found in the National Policy Scan related to Community Health goals are:

1. Focus on community health and safety.
2. Prevent and reduce crime.
3. Create a healthy environment where the community may practice healthy living, are well nourished, and have access to affordable health care.

Land Use

A community that provides for a well-designed variety of uses in close proximity increases the opportunity for active living opportunities. The mix, location, intensity, and design of uses affects healthy eating and active living by shaping the destinations, shaping the environment in between destinations, and determining how attractive and conducive active living may be. Additionally, land use goals, policies and regulations shape the ability of food options to locate in an area.

A mix of land uses in close proximity to each other allows the chance for a person to walk or bicycle to a destination rather than use a motorized vehicle. "20-minute neighborhoods," where everyday needs of residents are within a compact, walkable area, are highlighted in studies as particularly beneficial to healthy eating and active living goals, making walking and biking viable transportation options for short trips.⁴ Convenient access to uses such as grocery stores, schools, parks, employment, and other destinations that provide services used on a regular basis encourage active transportation, thus increasing physical activity and health.

Supporting smart growth strategies and zoning for new developments and revitalizing communities, including compact and mixed-use zoning is one way to provide opportunity for physical fitness and health in the built environment.⁵ Smart Growth covers a range of development strategies that help protect the natural environment and make communities more attractive, economically stronger, and more socially diverse. Ten basic principles of Smart Growth include:

1. Mix land uses
2. Take advantage of compact building design
3. Create a range of housing opportunities and choice
4. Create walkable neighborhoods
5. Foster distinctive, attractive communities with a strong sense of place
6. Preserve open space, farmland, natural beauty, and critical environmental areas
7. Strengthen and direct development towards existing communities
8. Provide a variety of transportation choices
9. Make development decisions predictable, fair, and cost effective
10. Encourage community and stakeholder collaboration in development decisions.⁶

Uses that provide for healthy eating options should also be present throughout a community. Grocery stores or other sources of produce should have the ability to be located so that the entire population has the opportunity to access food options. Other land uses such as community gardens and farmers markets provide access to healthy food options and should be considered for inclusion in the community fabric.

The design of uses matters. The buildings that make up the built environment provide the background for active transportation, and can make it a pleasant experience. Interesting buildings that include pedestrian-scale amenities and details enhance walking. Site design influences the quality of the built environment and how people interact with it. Elements such as lighting, fencing, landscaping, and windows contribute to a sense of safety and natural surveillance, and thus enhance the active transportation experience.

Key themes found in the National Policy Scan related to Land Use goals are:

1. Ensure development plans incorporate transportation access and facilities.
2. Support development in corridors that enhance street character.
3. Preserve / encourage neighborhood commercial nodes.
4. Encourage higher densities and a mix of uses that take advantage of existing infrastructure, especially in major activity centers.
5. Strive to distribute community facilities and parks throughout the community.
6. Promote an urban form of neighborhood corridors and centers.
7. Strive to locate employment opportunities convenient to residential populations.

Food Access

Community health may be influenced by individuals' opportunity to access healthy food options. These may be seen by the presence and location of full-service grocery stores, community gardens, market gardens, and farmers' markets. Access to healthy, affordable food is shaped in part by the built environment and the ability to access locations that provide these options.

Research has demonstrated that people choose healthier food options when they have the ability to access the locations that provide for it.⁷ Having a grocery store or other source of fresh produce nearby increases the likelihood that a person will opt for a healthy food option, and thus will have a more positive health outcome than not having such a facility nearby. Further, having healthy food sources nearby and accessible increases the likelihood that a person would bike or walk to this destination rather than drive, thus increasing their physical activity.

Areas where there are no healthier food options are called food deserts, and the health of people in these areas may be lower than the health of people who live closer to such options. There has been increased national interest in understanding where food deserts occur, who they affect, their health implications, and ultimately eradicating them. Gresham did a preliminary analysis of this issue in 2010 and noted that some areas that are without a source for fresh food are also areas with more vulnerable populations, based on income and lack of drivers licenses.

The Healthy Eating Active Living Convergence Partnership highlights the importance of providing for fresh, local, and healthy food for all communities and neighborhoods and offers a couple mechanisms to achieve increased accessibility:

- o Create regional infrastructure for production, distribution, and processing of local and regionally grown healthy foods.
- o Establish grant and loan programs, technical assistance, and other incentives to attract retail grocery stores, improve offerings at small stores, start and sustain farmers' markets, and other innovative means.⁸

Key themes found in the National Policy Scan related to Food Access goals are:

1. Support the creation and improvement of community gardens.
2. Maintain and improve access to open spaces, parks, and community gardens.
3. Expand access to food choices through grocery stores, community gardens, urban agriculture and local markets.
4. Support existing farmers' markets.

Parks

The presence of parks close to where people live increases physical activity and health. Parks, natural areas, and recreation facilities provide individuals and communities with personal, social, economic, and environmental benefits that contribute to a higher quality of life.⁹ Parks provide for physical activity, connections to greenspaces, quiet places for reflection, and an enhanced sense of community derived through public spaces and community events. Parks also provide connections within and between neighborhoods and act as community gathering spaces. Many parks provide community gardening space, providing individuals the opportunity to grow their own food.

The City of Gresham, Parks and Recreation, Trails and Natural Areas Master Plan lists the many personal, social, economic, and environmental benefits parks provide for a community. The benefits from a healthy eating/active living perspective include increased opportunities for physical activity for all ages, socioeconomic classes, and physical abilities.

Research shows that residents who live within walking distance of a park are 25% more likely to achieve recommended minimum weekly levels of exercise.¹⁰ This highlights the health benefits of having parks geographically dispersed through a community so that all people may have access to parks. This increased amount of exercise has other health benefits such as reduced obesity and reduced risk of cardiovascular conditions and diabetes.

Key themes found in the National Policy Scan related to Parks goals are:

1. Promote safe outdoor amenities and spaces.
2. Provide an integrated system of parks, open spaces, and recreational facilities.
3. Improve accessibility of open spaces and parks for all residents.
4. Locate resources that support a range of activities close to neighborhoods.
5. Plan parks that are responsive to the needs and interests of their users.

Transportation

How people move through and interact with their environment plays a role in achieving active living outcomes. Transportation includes modes such as bicycling and walking, which provide a physical fitness element and increase exercise through routine travel. This exercise reduces the risk of health ailments such as respiratory disease, cardiovascular conditions, and obesity. Providing access to facilities for these modes of travel and ensuring they are designed to promote pleasant experiences increases the likelihood that people will use these modes of travel.

A person is a pedestrian at some point of every trip, be it a walk from a car to a building, a walk to the bus stop, a walk to a destination, or simply a walk around the block. Complete and safe pedestrian networks that connect the community ensure access and opportunity to this transportation mode. Networks should connect where people live, work, play and to other transportation modes such as transit stops. Programs

such as Safe Routes to School focus on ensuring safe connections from neighborhood to education destinations for the children in a community.

Similarly, the bicycle network should be safe and provide for connections within and beyond the immediate community in order to be accessible to the broader public. The opportunity to bike from a residence to a variety of destinations increases the likelihood that people will use this mode of transportation and benefit from its physical fitness aspect. Biking has other benefits for a community such as reductions in vehicle emissions, vehicle miles traveled, congestion, and noise.

Access to transit is often associated with some walking and biking as these are ways to arrive at a transit stop. Transit provides connections to the broader community and increases the opportunity to access destinations throughout the larger region. When homes, business and other destinations are located near transit, there is less reliance on motorized vehicles for transportation, and a greater opportunity for active transportation modes to be used. The walking and biking to/from transit helps people incorporate physical activity into their daily routines.

Street design influences the accessibility of transportation facilities for active modes of transportation. Pedestrian and bicyclist comfort and safety are a result of street design and elements such as sidewalks, landscaping, lighting, traffic speed, and street furniture/amenities. Sidewalk width and the presence of a buffer from the street enhance a pedestrian's sense of safety while using a sidewalk. Dedicated bike lanes provide the opportunity for cyclists to use transportation facilities with less conflict with motorized vehicles. Well-designed lighting enhances the sense of safety for both modes. Further, street design has an impact on the accessibility of these facilities for vulnerable populations such as children and the elderly, who may rely on other wheeled transportation to get around (stroller, wheelchair, scooter). Pedestrians should feel safe from vehicular traffic and from crime.

Key themes found in the National Policy Scan related to Transportation goals are:

1. Enhance and encourage walking and bicycling by having safe, comfortable, pleasant routes.
2. Provide a balanced multimodal transportation system.
3. Encourage programs and alternatives to single-occupancy travel.
4. Support access to adequate and safe public transit options.
5. Improve system connectivity by removing barriers to travel.
6. Provide complete streets that balance the diverse needs of users.

Schools

Schools are an integral component of a city, providing education to its youth, recreation opportunities during and after school, and serving as community centers outside of normal school hours. The recreational opportunities offered during and after school have an impact on the health of the student populations.

School fields may be available to the broader community for recreational purposes through joint-use agreements. These agreements may provide access to fields for recreational purposes after school hours. This helps make the most of this resource.

The ability to walk or bike to school affects students' health. If a student cannot safely walk or bicycle to school, the student is more likely to take a bus or be driven to school. This reduces the amount of physical exercise students may achieve in a day.

Key themes found in the National Policy Scan related to Schools goals are:

1. Provide pedestrian and bicycle paths to schools.
2. Alleviate vehicle traffic congestion near school sites.
3. Examine joint use agreements for school facilities.
4. Encourage new school sites near the populations to be served.

Public Involvement

The examination of how health can be addressed through the built environment included a public engagement effort focused on sharing information with the public and learning from Gresham's residents what issues are important to them. The City held an Open House, two Community Forums – one which was bilingual, and provided information at numerous other meetings to share and learn. The project website and other technological tools were used to share information with interested people. Key public involvement events include:

- April 6, 2011 Open House. This event was held at City Hall. General project information was shared with the public at this open house, including a video, food access mapping, and active living mapping. A survey was provided for participants to share their thoughts on what helps and hinders access to food options and physical activity opportunities.
- May 21, 2011 Compassion Rockwood. Participation at this community event included a bilingual video introducing the project, a project flyer, and information on the Community Forum scheduled for June. Bilingual staff were present to talk with participants at Compassion Rockwood.
- June 28, 2011 Community Forum. This Community Forum was held at the Rockwood Library, and provided a venue for community conversation in English and Spanish. El Programa Hispano shared information about this project ahead of the Community Forum to garner greater interest in the effort from the diverse populations in Gresham. Group discussions examined what existing conditions helped or hindered access to food options and physical activity opportunities, and what the public would like to see in the future. Additionally, this forum provided an opportunity to share information on the Gresham Transportation System Plan update and the East Metro Connections Project.
- October 3, 2011 Community Forum. This Community Forum was held at City Hall. The purpose of the forum was to gain public input into draft Comprehensive Plan goal, policy, and action measure language prior to adoption.

Announcements of the Open House and Community Forums were shared via newspaper advertisements, posters in the community, and emails to interested parties. After these events, a Public Input Summary was prepared and made available to interested parties and posted on the project website.

The effort also used two teams to examine information.

1. A Technical Group, comprised of public health, transportation, parks, and housing experts. This group was convened throughout the effort to provide expert insight. They also provided comments on draft goals, policies, and action measures.
2. A Stakeholder Group, comprised of people who live, work, and represent Gresham residents. This group was convened throughout the effort. The Stakeholders Group provided insight into what Gresham residents consider food options and opportunities for active living, and how well the built environment achieves these. They also provided comments on draft goals, policies, and action measures.

Six Planning Commission work sessions were held for reviewing materials associated with this effort:

- February 14, 2011. Introduction
- May 23, 2011. Review of the National Policy Scan
- August 8, 2011. Review of findings from the Comprehensive Plan Audit
- September 26, 2011. Review of Preferred Approach
- December 5, 2011. Review of Draft Comprehensive Plan language
- January 9, 2012. Commission hearing

¹<http://www.cdc.gov/healthycommunitiesprogram/communities/cppw/>, accessed January 12, 2011.

²http://www.cdc.gov/CommunitiesPuttingPreventiontoWork/about/logic_model.htm, accessed January 12, 2011.

³US Surgeon General, "Report on Physical Activity and Health," 1996.

⁴Indicators of Activity-Friendly Communities: An Evidence-based Consensus Process, American Journal of Preventive Medicine, LK Brennan Ramirez, 2006.

⁵Promising Strategies for Creating Healthy Eating and Active living Environments, Prevention Institute, 2008.

⁶http://www.epa.gov/smartgrowth/about_sg.htm, accessed May 10, 2011.

⁷How to Create and Implement Healthy General Plans, Raini & Associates, 2008.

⁸Promising Strategies for Creating Healthy Eating and Active living Environments, Prevention Institute, 2008.

⁹Parks and Recreation, Trails and Natural Areas Master Plan, City of Gresham, 2009.

¹⁰Frank, Lawrence et. al. "Linking Objectively Measured Physical Activity with Objectively Measured Urban Form: Findings from SMARTRAQ." American Journal of Preventive Medicine. 2005.

Section 2. Volume 2 Policies to be amended as follows:

10.312 Commercial Land Use

SUMMARY OF FINDINGS

The Central Business District once was the center of economic activity in the city. This area has the potential to become the focal point for business and civic activities for the entire east county area. Commercial development in the city's traditional commercial core should also be supported and promoted (Sections 4.700 to 7.743 – Findings document)

HEALTH AND THE BUILT ENVIRONMENT

In 2011, the City Council Work Plan included a project to examine how city goals and policies related to the built environment affect health, especially related to obesity. The built environment includes sidewalks, bike lanes, parks, land uses, and schools, and plays a role in people's health by providing access to food options and opportunities for physical activity as part of normal routine. Opportunities to walk, bike and use transit promote active living and a healthier lifestyle. A well-designed and planned variety of uses -- such as grocery stores, schools, parks, and employment centers -- in close proximity to where people live increases the opportunity for active living. Providing these opportunities, ensuring they are part of a complete network, and ensuring they are designed to promote pleasant and safe experiences increases the likelihood that people will use these modes of travel and increase their physical activity.

Section 3. Volume 2 Policies to be amended as follows:

**10.314 Downtown Plan District
SUMMARY OF MAJOR ISSUES**

- Improve Regional Center connectivity. Civic Neighborhood and Downtown plan districts form the Regional Center. In spite of the proximity of these two areas, physical/visual connectivity and pedestrian accessibility is poor. This is particular the case near the Division and Eastman Parkway intersection. Improving connectivity in this area and extending the visual feel of Downtown by redeveloping Gresham Town Fair for more intense and pedestrian friendly uses is a high priority.

HEALTH AND THE BUILT ENVIRONMENT

In 2011, the City Council Work Plan included a project to examine how city goals and policies related to the built environment affect health, especially related to obesity. The built environment includes sidewalks, bike lanes, parks, land uses, and schools, and plays a role in people's health by providing access to food options and opportunities for physical activity as part of normal routine. Opportunities to walk, bike and use transit promote active living and a healthier lifestyle. A well-designed and planned variety of uses – such as grocery stores, schools, parks, and employment centers – in close proximity to where people live increases the opportunity for active living. Providing these opportunities, ensuring they are part of a complete network, and ensuring they are designed to promote pleasant and safe experiences increases the likelihood that people will use these modes of travel and increase their physical activity.

Section 4. Volume 2 Policies to be amended as follows:

**10.318 Gresham Civic Neighborhood
SUMMARY OF FINDINGS**

By guiding development within the Civic Neighborhood towards a mix of uses at relatively high densities, Gresham will demonstrate the advantages of sustainable development and set an important precedent for the region.

HEALTH AND THE BUILT ENVIRONMENT

In 2011, the City Council Work Plan included a project to examine how city goals and policies related to the built environment affect health, especially related to obesity. The built environment includes sidewalks, bike lanes, parks, land uses, and schools, and plays a role in people's health by providing access to food options and opportunities for physical activity as part of normal routine. Opportunities to walk, bike and use transit promote active living and a healthier lifestyle. A well-designed and planned variety of uses – such as grocery stores, schools, parks, and employment centers – in close proximity to where people live increases the opportunity for active living. Providing these opportunities, ensuring they are part of a complete network, and ensuring they are designed to promote pleasant and safe experiences increases the likelihood that people will use these modes of travel and increase their physical activity.

Section 5. Volume 2 Policies to be amended as follows:

**10.319 Central Rockwood Area
SUMMARY OF FINDINGS**

For these and other reasons, the Central Rockwood area has suffered from a lack of focus and identity. Its role in mid-Multnomah County and, more recently, in Gresham has been poorly defined. This began to

change in 1986 with the appearance of MAX light rail transit service, and again in 1992, with completion of the Gresham 2020 Vision. The MAX line had the effect of linking Central Rockwood much more closely to the rest of the region, and in particular to the regional employment center in central Portland. The 2020 Vision acknowledged Rockwood's importance as a part of Gresham, and gave it a specific role to play. Central Rock wood was identified as a sub-center of Gresham, second only to the downtown and Civic Center areas in terms of development density and activity levels. It was envisioned as a "live-work" district, where jobs, commercial services and a variety of housing would be encouraged. The organizing principle for the future was to consist of two basis elements: a new "community center" focal point at the triangle formed by NE 181st, Burnside, and Stark, and a strong orientation to the existing MAX stations.

HEALTH AND THE BUILT ENVIRONMENT

In 2011, the City Council Work Plan included a project to examine how city goals and policies related to the built environment affect health, especially related to obesity. The built environment includes sidewalks, bike lanes, parks, land uses, and schools, and plays a role in people's health by providing access to food options and opportunities for physical activity as part of normal routine. Opportunities to walk, bike and use transit promote active living and a healthier lifestyle. A well-designed and planned variety of uses -- such as grocery stores, schools, parks, and employment centers -- in close proximity to where people live increases the opportunity for active living. Providing these opportunities, ensuring they are part of a complete network, and ensuring they are designed to promote pleasant and safe experiences increases the likelihood that people will use these modes of travel and increase their physical activity.

CENTRAL ROCKWOOD PLAN PURPOSE

Section 6. Volume 2 Policies to be amended as follows:

10.319.1 Transit Corridor Plan Area

SUMMARY OF FINDINGS

A number of benefits can result by designating land use districts along corridors, which are slightly denser, allow mixed uses and are designed for pedestrians. These include increase options for different modes of transportation; improved mobility of elderly, youth and disabled; reduced Urban Growth Boundary (UGB) expansion to protect farmland and open space; expanded mixed use housing and employment opportunities; promoting business and neighborhood revitalization as existing market bases increase in size and infill development is more feasible; supporting better transit service -- more off peak trips and increased ridership results in better transit service; and more efficient use of existing sewer, water, police and fire infrastructure; promoting neighborhood livability -- mixed use development means more choices so that residents walk more and increase neighborhood's safety and friendliness; increasing the capacity of the existing street system when vehicle trips are replaced by walking, cycling and transit; and enhancing the economic vitality of corridor businesses as mixed use development means services for employees during the day and for residents during the evening resulting in a steady flow of customers.

HEALTH AND THE BUILT ENVIRONMENT

In 2011, the City Council Work Plan included a project to examine how city goals and policies related to the built environment affect health, especially related to obesity. The built environment includes sidewalks, bike lanes, parks, land uses, and schools, and plays a role in people's health by providing access to food options and opportunities for physical activity as part of normal routine. Opportunities to walk, bike and use transit promote active living and a healthier lifestyle. A well-designed and planned variety of uses -- such as grocery stores, schools, parks, and employment centers -- in close proximity to where people live

increases the opportunity for active living. Providing these opportunities, ensuring they are part of a complete network, and ensuring they are designed to promote pleasant and safe experiences increases the likelihood that people will use these modes of travel and increase their physical activity.

Section 7. Volume 2 Policies to be amended as follows:

**10.320 Transportation System
SUMMARY OF FINDINGS**

A balanced transportation system provides alternative types of transportation services and facilities for area residents, travelers, and commerce. The city is involved in making decisions with respect to state, county, and city transportation improvements, public transportation and heavy rail service. In planning the transportation system, environmental impacts, and social consequences should be mitigated and cost, safety, and efficiency factors considered to support economic growth and to enhance aesthetic quality. The transportation projects described in this plan and shown on the functional classification map and the transit system map are consistent with the Comprehensive Plan and are needed to support land uses designated in the Comprehensive Plan.

HEALTH AND THE BUILT ENVIRONMENT

In 2011, the City Council Work Plan included a project to examine how city goals and policies related to the built environment affect health, especially related to obesity. The built environment includes sidewalks, bike lanes, parks, land uses, and schools, and plays a role in people's health by providing access to food options and opportunities for physical activity as part of normal routine. Opportunities to walk, bike and use transit promote active living and a healthier lifestyle. A well-designed and planned variety of uses – such as grocery stores, schools, parks, and employment centers – in close proximity to where people live increases the opportunity for active living. Providing these opportunities, ensuring they are part of a complete network, and ensuring they are designed to promote pleasant and safe experiences increases the likelihood that people will use these modes of travel and increase their physical activity.

GOALS, POLICIES AND ACTION MEASURES

Section 8. Volume 2 Policies to be amended as follows:

10.411 SCHOOL SERVICES

10.411.1 ACCESS TO SCHOOLS

INTRODUCTION

In 2011, the City established a Council Work Plan project to see how well policies for the built environment address community health by supporting access to food options and opportunities for regular physical activity. This is part of a countywide effort entitled Communities Putting Prevention to Work (CPPW) and is a program funded through the Centers for Disease Control and Prevention (CDC). The program seeks to reduce chronic disease related to obesity. The CDC describes the CPPW program:

By advancing approaches in policy, systems, and environmental change, Communities Putting Prevention to Work communities will work to reduce risk factors, prevent/delay chronic disease, promote wellness in children and adults, and provide positive, sustainable

health change in communities. Through policies enacted and programs implemented, the Communities Putting Prevention to Work program expects to have a proven public health impact in the long term and a high return on investment in terms of improved community health status and health outcomes.

In order to understand what policies address community health, best practices were identified for land use, food access, transportation, parks, schools, and equity. Current goals and policies were then compared with these best practices to provide insight into how the City can build upon the many good policies in place while filling in gaps and strengthening the policy link between the built environment and community health.

BACKGROUND

Schools are an integral component of a city, providing education to its youth, recreation opportunities during and after school, and serving as community centers outside of normal school hours. The recreational opportunities offered during and after school have an impact on the health of the student populations.

School fields may be available to the broader community for recreational purposes through joint-use agreements. These agreements may provide access to fields for recreational purposes after school hours. This helps make the most of this resource.

The ability to walk or bike to school affects students' health. If a student cannot safely walk or bicycle to school, the student is more likely to take a bus or be driven to school. This reduces the amount of physical exercise students may achieve in a day.

ISSUES

The following are identified school access issues:

- Schools can be accessible by walking, biking, and transit. School populations can be provided a variety of modes to safely get to school. This includes walking, biking, and making transit connections. Barriers to access should be addressed.

GOAL

The city shall promote school population health by design of the built environment that facilitates active modes of getting to school.

POLICIES

1. Alternate modes to travel, such as by walking, biking, and taking transit, should be viable options for traveling to school.
2. Ensure convenient and continuous bicycle and pedestrian networks at and near schools.

ACTION MEASURES

1. Coordinate with school personnel and parent groups to identify and mitigate obstacles to walking and biking to school through its Safe Routes to School program.
2. Create, promote and implement bicycle education and safety programs to present at schools.

Section 9. Volume 2 Policies to be amended as follows:

10.412 Parks, Recreation, Open Spaces and Trails

COORDINATION WITH OTHER LOCAL AND REGIONAL INITIATIVES

Land use goals, policies, and action measures for Pleasant Valley and Springwater are part of another Comprehensive Plan Chapter (Urbanization, Annexation and New Communities). These “New Community Plans” have specific sections, which address the future provision to these areas of park, open space and recreation services.

HEALTH AND THE BUILT ENVIRONMENT

In 2011, the City Council Work Plan included a project to examine how city goals and policies related to the built environment affect health, especially related to obesity. The built environment includes sidewalks, bike lanes, parks, land uses, and schools, and plays a role in people’s health by providing access to food options and opportunities for physical activity as part of normal routine. Opportunities to walk, bike and use transit promote active living and a healthier lifestyle. A well-designed and planned variety of uses – such as grocery stores, schools, parks, and employment centers – in close proximity to where people live increases the opportunity for active living. Providing these opportunities, ensuring they are part of a complete network, and ensuring they are designed to promote pleasant and safe experiences increases the likelihood that people will use these modes of travel and increase their physical activity.

Section 10. Volume 2 Policies to be amended as follows:

10.413 Community Design

SUMMARY OF FINDINGS

Additional development regulations contribute to the escalating costs of housing and construction. When balanced with the overall long term benefits, a higher level of design than that which currently exists should become the base. Yet, this should be done in a manner which minimizes time delays in the development process. (Section 4.600 – Findings Document)

HEALTH AND THE BUILT ENVIRONMENT

In 2011, the City Council Work Plan included a project to examine how city goals and policies related to the built environment affect health, especially related to obesity. The built environment includes sidewalks, bike lanes, parks, land uses, and schools, and plays a role in people’s health by providing access to food options and opportunities for physical activity as part of normal routine. Opportunities to walk, bike and use transit promote active living and a healthier lifestyle. A well-designed and planned variety of uses – such as grocery stores, schools, parks, and employment centers – in close proximity to where people live increases the opportunity for active living. Providing these opportunities, ensuring they are part of a complete network, and ensuring they are designed to promote pleasant and safe experiences increases the likelihood that people will use these modes of travel and increase their physical activity.

Section 11. Volume 2 Policies to be amended as follows:

10.415 FOOD ACCESS

INTRODUCTION

In 2011, the City established a Council Work Plan project to see how well how well policies for the built environment support access to food options and opportunities for regular physical activity. This is part of a

countywide effort entitled Communities Putting Prevention to Work (CPPW) and is a program funded through the Centers for Disease Control and Prevention (CDC). The program seeks to reduce chronic disease related to obesity. The CDC describes the CPPW program:

By advancing approaches in policy, systems, and environmental change, Communities Putting Prevention to Work communities will work to reduce risk factors, prevent/delay chronic disease, promote wellness in children and adults, and provide positive, sustainable health change in communities. Through policies enacted and programs implemented, the Communities Putting Prevention to Work program expects to have a proven public health impact in the long term and a high return on investment in terms of improved community health status and health outcomes.

In order to understand what policies achieve health goals, best practices were identified for land use, food access, transportation, parks, schools, community health and equity. Current goals and policies were then compared with these best practices to provide insight into how the City can build upon the many good policies in place while filling in gaps and strengthening the policy link between the built environment and community health.

BACKGROUND

The purpose of the Food Access section is to incorporate best practices for community food access into the Gresham Community Development Plan and to provide action measures for future action.

Community health may be influenced by individuals' ability to access food options. These options may be seen by the presence and location of full-service grocery stores, community gardens, market gardens, farmers' markets, and the ability to grow food at a residence. Access to healthy, affordable food is shaped in part by the built environment and the ability to access locations that provide these options.

Research has demonstrated that people choose healthier food options when they can access locations that provide for it. An individual with a grocery store or other source of fresh produce nearby is more likely to opt for a healthy food option, and thus will have a more positive health outcome, than an individual without nearby access to a source of fresh produce. Further, having healthy food sources nearby and accessible increases the likelihood that a person would bike or walk to this destination rather than drive, thus increasing their physical activity.

Areas where there are no healthy food options are called food deserts, and the health of people in these areas may be poorer than the health of people who live closer to such options. There has been increased national interest in understanding where food deserts occur, who they affect, their health implications, and in ultimately eradicating them. Gresham did a preliminary analysis of this issue in 2010 and noted that some areas that are without a source for fresh food are also areas with more vulnerable populations based on income and lack of driver's licenses.

Currently, Gresham hosts two seasonal farmers markets -- one in Civic Neighborhood and one in Downtown. There are three community gardens on city property -- at City Hall, Thom Park, and Yamhill Park. Community gardens are gardens in which an individual may rent a garden plot for the season to grow their own fruits and vegetables. Market gardens, which are similar to community gardens, provide the opportunity for users to sell what they grow. There are no known market gardens in Gresham.

In Community Forums, many people suggested that food carts can provide another option for obtaining food. There are a few carts in Gresham, predominantly in the Rockwood area. Additionally, there are coffee stands throughout the city at key intersections.

ISSUES

The following are identified food access issues:

- It is unclear how community gardens are permitted. Community gardens provide an option for people to grow their own produce. There are three city-sponsored community gardens and many located at non-profits throughout the city. Clear direction needs to be provided on how these facilities are permitted.
- Farmers markets are located in mixed-use areas and centers. Farmers markets provide a venue for people to purchase produce directly from regional farmers. There are two seasonal farmers markets in Gresham in Downtown and Civic Neighborhood. There is interest in allowing this type of use in Rockwood.
- Grocery store locations need to be near where people live and preferably along transit routes. Many people do the majority of their food shopping at grocery stores. Grocery stores need to have the opportunity to locate in close proximity to populations, and locations along transit corridors should be considered.
- Alternative modes for accessing food can be considered. There are other modes of obtaining food other than farmers markets, gardens and grocery stores. These alternate modes should be considered to determine how they are addressed and how they are compatible with surrounding properties. Modes include uses such as food carts and market gardens.

GOAL

The built environment shall provide for a variety of food options accessible to residents.

POLICIES

1. Community gardens should have the opportunity to locate as accessory to appropriate private properties.
2. Support farmers' markets, fresh food stands and community gardens to supplement the availability of healthy food in the City.
3. Ensure grocery stores are a permitted use in commercial areas throughout the city.
4. Examine other modes of providing access to food options in a manner compatible with surrounding properties.
5. Support interim local agricultural practices on vacant land as appropriate.

ACTION MEASURES

1. Update the Development Code to provide a mechanism for reviewing community gardens as accessory uses subject to appropriate standards for year-round care on appropriate properties such as at religious institutions, hospitals, multi-family complexes, civic uses, retirement centers, and schools.
2. Remove barriers to allow interim use of vacant land for community gardens when compatible with surrounding properties.

3. Consider how alternate modes of providing food options are addressed in the Development Code.
4. Consider assistance-mechanisms to attract grocery stores and other healthy food retail outlets to areas where there are none in a walkable distance as measured from where people live, or reasonably available through transit services.

Section 12. Volume 2 Policies to be amended as follows:

10.416 COMMUNITY HEALTH AND THE BUILT ENVIRONMENT

INTRODUCTION

In 2011, the City established a Council Work Plan project to see how well policies for the built environment address community health by supporting access to food options and opportunities for regular physical activity. This is part of a countywide effort entitled Communities Putting Prevention to Work (CPPW) and is a program funded through the Centers for Disease Control and Prevention (CDC). The program seeks to reduce chronic disease related to obesity. The CDC describes the CPPW program:

By advancing approaches in policy, systems, and environmental change, Communities Putting Prevention to Work communities will work to reduce risk factors, prevent/delay chronic disease, promote wellness in children and adults, and provide positive, sustainable health change in communities. Through policies enacted and programs implemented, the Communities Putting Prevention to Work program expects to have a proven public health impact in the long term and a high return on investment in terms of improved community health status and health outcomes.

In order to understand what policies address community health, best practices were identified for land use, food access, transportation, parks, schools, and equity. Current goals and policies were then compared with these best practices to provide insight into how the City can build upon the many good policies in place while filling in gaps and strengthening the policy link between the built environment and community health.

BACKGROUND

Community health may be influenced by a variety of factors including access to health services, recreation opportunities, parks, economic opportunities, mixed-use neighborhoods, safety, public spaces, healthy foods, and transportation options. Typically, the greater the access to these attributes, the better the quality of the community and the health of its people. Land use, transportation, and infrastructure decisions influence community health by affecting the opportunities for routine physical activity and access to services. Specific built environment elements, such as sidewalks, bike lanes, parks, and access to food options have the ability to provide the opportunity for a healthy and active lifestyle, thus improving overall public health.

The community health impacts of the built environment may be different for various segments of the population. Youth and elderly populations may have greater need for walking, biking, and transit access to different services since they may not, or cannot drive. People without a driver's license may be more dependent on public transit, walking, and biking to accommodate their routine trips. Disabled populations may have different experiences using elements in the built environment. All these populations may have more difficulties in accessing parks, schools, employment locations, and shopping destinations due to mobility limitations.

Public safety is an element of community health. It is more than law enforcement and preventing crime. It includes efforts to build safer communities and ensure community gathering places are safe for all users. Crime Prevention Through Environmental Design (CPTED) is an approach to the built environment that seeks to increase safety through design elements. Natural access control, natural surveillance, and territorial reinforcement are the three overlapping strategies of CPTED.

- Natural access control seeks to ensure entrances are well defined, visible, well lit and observable by nearby windows.
- Natural surveillance seeks to design areas where people and activities can be readily observed, considering attributes such as window placement onto common areas and landscaping.
- Territorial reinforcement seeks to develop places where users feel a strong sense of ownership.

Together, they provide greater opportunities for observations on public and semi-public areas and greater distinctions between public and private areas. The result of this approach is to build safety elements into the built environment, focusing on infrastructure such as sidewalks, bikeways, roads, and parks. The City can affect the health of all residents by promoting community design and healthy environments that are conducive to physical activity and safety.

ISSUES

- Community Design standards should embrace Crime Prevention Through Environmental Design. The way the built environment is designed has an impact on safety. Design Standards can be crafted to weave best practices for crime prevention into the built environment. Best practices address natural surveillance, territorial reinforcement, and natural access control.
- Many of the Gresham Community Development Plan goals and policies have benefits for community health, but the Plan is silent on this influence. The Plan includes numerous goals addressing mixed-use development, interconnected transportation systems, equitable distribution of community resources, and parks planning. These community attributes have health benefits that are not accounted for.

GOAL

The City shall promote community health through the built environment for all segments of the population by fostering a built environment that is conducive to physical activity and to access to healthy food options.

POLICIES

1. Encourage the planning and revitalization of communities to achieve improvements in community health by providing opportunities for safe, daily physical activity that includes walkable neighborhoods, access to recreation and open space, healthy foods, and public transit.
2. Strive to enhance the safety and health of residents when making planning and policy decisions.
3. Encourage building and site designs that foster a sense of safety.
4. Promote community health by establishing pedestrian and bicycle connections between neighborhoods, centers, corridors, and transportation facilities.

5. Consider the needs of different populations including youth, elderly, and disabled populations when assessing the design and location of transit, housing, parks, and other city facilities.

ACTION MEASURES

1. Review all community design standards to ensure they address Crime Prevention Through Environmental Design principles.
2. Prioritize transportation connectivity for bicycling and pedestrian movement, especially around destinations like schools, parks, local retail areas and transit.

Section 13. Volume 2 Policies to be amended as follows:

10.701 Pleasant Valley Plan District – Urbanization Strategy and Land Use Planning SUMMARY OF MAJOR ISSUES

Plan District. Gresham and Portland provide for Plan District approach when there are unique conditions within a specific area that require a unique approach rather than a generalized citywide zoning approach. The Plan District designation must be based on a study or plan that documents those unique conditions and the measures that address the relevant issues. Proposed policies, procedures, development standards and other measures need to be consistent with the study/plan and with the city's comprehensive plan.

HEALTH AND THE BUILT ENVIRONMENT

In 2011, the City Council Work Plan included a project to examine how city goals and policies related to the built environment affect health, especially related to obesity. The built environment includes sidewalks, bike lanes, parks, land uses, and schools, and plays a role in people's health by providing access to food options and opportunities for physical activity as part of normal routine. Opportunities to walk, bike and use transit promote active living and a healthier lifestyle. A well-designed and planned variety of uses – such as grocery stores, schools, parks, and employment centers – in close proximity to where people live increases the opportunity for active living. Providing these opportunities, ensuring they are part of a complete network, and ensuring they are designed to promote pleasant and safe experiences increases the likelihood that people will use these modes of travel and increase their physical activity.

Section 14. Volume 2 Policies to be amended as follows:

10.801 Springwater Plan District – Create a Community SUMMARY OF MAJOR ISSUES

- **Providing adequate school facilities.** The Gresham/Barlow School District identified the need for two additional schools in the Springwater area. Approximately 25 acres are needed to site one elementary and one middle school. Although a specific site was not selected, the preference would be to locate the school within walking distance of the Village Center and adjacent residential areas.

HEALTH AND THE BUILT ENVIRONMENT

In 2011, the City Council Work Plan included a project to examine how city goals and policies related to the built environment affect health, especially related to obesity. The built environment includes sidewalks, bike lanes, parks, land uses, and schools, and plays a role in people's health by providing access to food options and opportunities for physical activity as part of normal routine. Opportunities to walk, bike and

use transit promote active living and a healthier lifestyle. A well-designed and planned variety of uses – such as grocery stores, schools, parks, and employment centers – in close proximity to where people live increases the opportunity for active living. Providing these opportunities, ensuring they are part of a complete network, and ensuring they are designed to promote pleasant and safe experiences increases the likelihood that people will use these modes of travel and increase their physical activity.

First reading: February 7, 2012

Second reading and passed: March 6, 2012

Yes: Echols, Widmark, Fuhrer, Kilian, Warr-King, Stegmann

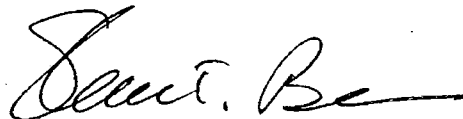
No: Bemis

Absent: None

Abstain: None

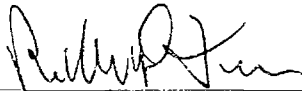


Erik Kvarsten
City Manager



Shane T. Bemis
Mayor

Approved as to Form:



Richard D. Faus
Senior Assistant City Attorney

BEFORE THE CITY COUNCIL OF THE
CITY OF GRESHAM

IN THE MATTER OF AMENDMENTS TO) Order No. 636
VOLUME 1 FINDINGS AND VOLUME 2)
POLICIES OF THE GRESHAM COMMUNITY) CPA 11-245
DEVELOPMENT PLAN, REGARDING THE)
HEALTHY EATING ACTIVE LIVING)
PROJECT)

On February 7, 2012, the City Council held a public hearing to take testimony on amendments to Volume 1 (Findings) and Volume 2 (Policies) of the Gresham Community Development Plan as it relates to the Healthy Eating Active Living Project.

The hearing was conducted under Type IV procedures. Mayor Shane T. Bemis presided at the hearing.

The Council closed the public hearing at the February 7, 2012 meeting, and a final decision was made at the March 6, 2012 meeting.

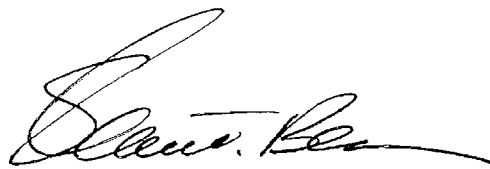
A permanent record of this proceeding is to be kept on file in the Gresham City Hall, along with the original of the Order.

The Council orders that these amendments are approved, adopts the standards, findings and conclusions as stated in the attached Planning Commission Recommendation Order and staff reports.

Dated: March 6, 2012



Erik Kvarsten
City Manager



Shane T. Bemis
Mayor

**BEFORE THE PLANNING COMMISSION OF THE
CITY OF GRESHAM**

TYPE IV RECOMMENDATION ORDER

CPA 11-245

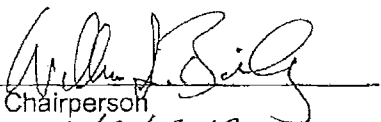
A Type IV Legislative Public Hearing was held on January 9, 2012 to consider proposed amendments to Volume 1 (Findings) and Volume 2 (Policies) of the Gresham Community Development Plan regarding the **Healthy Eating Active Living** project.

The Planning Commission closed the public hearing at the January 9, 2012 meeting, and a final recommendation was made at the January 9, 2012 meeting.

William Bailey, Chair, presided at the hearing.

A permanent record of this proceeding is to be kept on file at the Gresham City Hall, along with the original of this Type IV Recommendation Order.

The Planning Commission recommends **ADOPTION** of the proposed amendments to the Gresham Community Development Plan regarding the Healthy Eating Active Living project to the City Council with no changes.


Chairperson
1/9/2012
Date



MEMORANDUM

URBAN DESIGN & PLANNING
Comprehensive Planning

STAFF REPORT
TYPE IV HEARING—COMPREHENSIVE PLAN AMENDMENT
HEALTHY EATING ACTIVE LIVING

To: Gresham Planning Commission

From: Kia Selley, RLA, Urban Design & Planning Director
Jonathan Harker, AICP, Long Range Planning Manager
Stacy Humphrey, AICP, Associate Comprehensive Planner

Hearing Date: January 9, 2012

Report Date: December 29, 2011

File: CPA 11-245

Proposal: To adopt comprehensive plan amendments to Volumes 1 and 2 of the Community Development Plan with:

- 1) Text amendments creating new findings regarding health through the built environment, Appendix 49 (Volume 1)
- 2) Text amendments creating new sections on Access to Schools, Food Access and Community Health and the Built Environment (Volume 2)
- 3) Text amendment updates to existing Goals and Policies Summary of Findings (Volume 2)

Exhibits: 'A' – Text Amendments, Draft Council Bill, Community Development Plan

Recommendation: Staff recommends **adoption** of the proposed comprehensive plan amendments.

SECTION I EXECUTIVE SUMMARY

The Healthy Eating Active Living (HEAL) project updates the Policies volume (Volume 2) of the Gresham Community Development Plan to ensure goals and policies related to the built environment consider health, with a strategic focus on reducing obesity. The project is part of the 2011 Council Work Plan. This project began in December 2010. The project is designed to ensure:

- Gresham's goals and policies for the built environment address best practices for health;
- Existing goals and policies that achieve best practices for health are recognized;
- Action measures are identified that – when acted upon – will continue to address the relationship between the built environment and health.

The city project is funded through the Multnomah County Health Department (MCHD) effort called Communities Putting Prevention to Work (CPPW). MCHD received a grant from the U.S. Centers for Disease Control and Prevention (CDC) for this work. As described by the CDC, CPPW seeks to reduce chronic disease related to obesity:

By advancing approaches in policy, systems, and environmental change, Communities Putting Prevention to Work communities will work to reduce risk factors, prevent/delay chronic disease, promote wellness in children and adults, and provide positive, sustainable health change in communities. Through policies enacted and programs implemented, the Communities Putting Prevention to Work program expects to have a proven public health impact in the long term and a high return on investment in terms of improved community health status and health outcomes.¹

HEAL promotes equitable access and opportunities for active living such as walking and bicycling, and equitable access to healthy, affordable food. The interest in HEAL has grown as the linkage between healthy eating, active living, and health outcomes – such as obesity, hypertension, diabetes, cancers, and asthma – has been documented. For example, the U.S. Surgeon General's 1996 Report on Physical Activity and Health reviews hundreds of research studies to document the relationship between physical activity and chronic disease. Mortality rates and the prevalence of chronic diseases decrease as physical activity increases.²

The project included a thorough public outreach effort, including:

- Issues identification: April 6, 2011 Open House
- Preferred approach evaluation: June 28 and Oct. 3 Community Forums. The June 28 event was provided in English and Spanish.
- Draft code review: via electronic distribution

It also included several presentations to the various city committees including the Planning Commission and City Council.

¹ http://www.cdc.gov/CommunitiesPuttingPreventiontoWork/about/logic_model.htm.

² US Surgeon General, "Report on Physical Activity and Health," 1996.

Proposed Comprehensive Plan Amendments Overview

Text changes to the Community Development Plan are proposed. The format of the attached Exhibit 'A' is a ~~strikeout~~/underline version with comments inserted into the document to help explain the rationale for each proposed change. The overview provided below summarizes the changes.

Volume 1 – Findings

Text amendments create Appendix 49 with findings regarding the linkage between the built environment and health. Findings summarize: how the project came about; best practices; recommendations for incorporating best practices into Gresham's goals and policies; and the public involvement process. Best practices are organized by topic area: land use, transportation, parks, food access, schools, and community health.

Volume 2 – Policies

For sections in Volume 2 which already include goals and policies that address best practices, text amendments update Summary of Findings sections to incorporate language in summary form for the health reasons for these established goals and policies. Affected sections include:

- 10.213 Commercial Land Use
- 10.314 Downtown Plan District
- 10.318 Gresham Civic Neighborhood
- 10.319 Central Rockwood Area
- 10.319.1 Transit Corridor Plan Area
- 10.320 Transportation System
- 10.412 Parks, Recreation, Open Spaces and Trails
- 10.413 Community Design
- 10.701 Pleasant Valley Plan District – Urbanization Strategy and Land Use Planning
- 10.801 Springwater Plan District – Create a Community

Text amendments also include three new sections in Volume 2:

- 10.411.1 Access to Schools. This section modifies the existing School Siting section to address the need to remove barriers to walking and biking to schools. It includes goals, policies, and action measures. The Goal Statement is: "The city shall promote school population health by design of the built environment that facilitates active modes of getting to school."
- 10.415 Food Access. This proposed section includes language addressing the relationship between the built environment and food access. It includes goals, policies, and action measures. The Goal Statement is: "The built environment shall provide for a variety of food options accessible to residents."
- 10.416 Community Health and the Built Environment. This proposed section includes language addressing health as achieved through the built environment in Gresham. It includes draft goals, policies, and action measures. The Goal Statement is: "The City shall promote community health through the built environment for all segments of the population by fostering a built environment that is conducive to physical activity and to access to healthy food options."

Staff Report Organization

- Sections II and III identify those current Community Development Plan procedures and policies that apply to the proposal.
- Section IV identifies the applicable Metro Urban Growth Management Functional Plan (UGMFP) titles that apply to the proposal.
- Section V identifies the applicable Oregon Statewide Goals that apply to the proposal.
- Section VI contains specific findings of fact that detail how the proposal is consistent with Sections II through V:
 - Subsection A is findings of fact for the Community Development Plan procedures.
 - Subsection B is findings of fact for the Community Development Plan policies.
 - Subsection C is findings of fact for the UGMFP titles.
 - Subsection D is findings of fact for the Statewide Planning Goals.
- Sections VII and VIII summarize staff conclusions and recommendations.
- Exhibit 'A' includes:
 - Text amendments introducing findings on Health through the Built Environment (Volume 1)
 - Text amendments updating summary of findings in various districts; and creating new Access to Schools, Food Access, and Community Health and the Built Environment sections (Volume 2). The commentary provides additional findings for this proposal.

SECTION II

APPLICABLE COMMUNITY DEVELOPMENT CODE PROCEDURES

Section 11.0201	Initiation of an Application
Section 11.0203	Classification of Applications by Procedure
Section 11.0204	Review Authorities
Section 11.0600	Type IV Legislative Procedures
Section 11.1000	Public Hearings

SECTION III

APPLICABLE COMMUNITY DEVELOPMENT PLAN GOALS & POLICIES

Section 10.014	Land Use Policies and Regulations
Section 10.100	Citizen Involvement

SECTION IV

APPLICABLE METRO URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN TITLES

Title 8	Compliance Procedures
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SECTION V

APPLICABLE OREGON STATEWIDE PLANNING GOALS

Goal 1	Citizen Involvement
Goal 2	Land Use Planning

SECTION VI FINDINGS OF FACT

The proposed Community Development Plan amendments attached as Exhibit 'A' are consistent with all applicable procedures, goals and policies of the Community Development Plan, applicable titles of the Metro Urban Growth Management Functional Plan, and applicable Statewide Planning Goals as indicated in the following findings. Attachment "A" provides "*commentary*" which supplements the findings.

A. Community Development Code Procedures

1. Section 11.0201 – Initiation. This section provides that only the City Council may initiate a Type IV legislative application to amend the text of the Map or Code of the Gresham Community Development Plan. This project was initiated by the City Council when they adopted the 2011 Council Work Plan, which included the Healthy Eating Active Living project. The 2011 Council Work Plan was approved on Feb. 1, 2011.

2. Sections 11.0203 and 11.0204 – Classification of Applications and Review Authorities. These sections provide that Type IV procedures are legislative and typically involve the adoption, implementation or amendment of policy by ordinance and that it generally applies to a relatively large geographic area containing many property owners. They also provide that the Planning Commission provide a recommendation on the amendments and the City Council be the decision-making authority. This project meets those conditions, is being processed under the Type IV procedures and will be heard by the City Council.

3. Section 11.0600 – Type IV Legislative Procedures. For a Type IV Comprehensive Plan Amendment this section requires a submittal to the Department of Land Conservation and Development at least 45 days prior to the Planning Commission hearing. This submittal was made on Nov. 18, 2011, which is at least 45 days prior to the Planning Commission hearing date of Jan. 9, 2012. This section also requires that hearings be scheduled, a notice published in a newspaper of general circulation in the City and a copy of the decision be mailed to those required to receive such notice. Required notice of public hearing for these proposed text amendments has been published in the Gresham Outlook as required by this section.

This section also requires that the Planning Commission shall hold a public hearing and make a recommendation to the Council for an amendment to the Community Development Code and the Community Development Plan. The Council shall hold another public hearing and make a final decision. Interested persons may present evidence and testimony relevant to the proposal. The Planning Commission will make a recommendation and the Council will make a decision that will be based on findings of fact contained in this report and in the hearings record, and a decision will be sent to those who participated in the hearings. A decision shall be made accompanied by findings and an order.

4. Section 11.1000 - Public Hearings. The section provides for a hearing process consistent with Section 11.1000. Both the Planning Commission and the City Council, at public hearings in conformance with provisions of this section, will consider this proposal.

B. Community Development Plan Goals and Policies (Volume II)

This section identifies the applicable Community Development Plan goals and policies. The text (*italicized*) of the policy is followed by corresponding findings and conclusions.

Section 10.014 Land Use Policies and Regulations

Goal: Maintain an up-to-date Comprehensive Plan and implementing regulations as the legislative foundation of Gresham's land use program.

Policy 1: The City's land use program will be consistent with state and regional requirements but also shall serve the best interests of Gresham.

Policy 2: The City's land use regulations, actions and related plans shall be consistent with and implement the Comprehensive Plan.

Policy 20: The City shall periodically review and update the Comprehensive Plan text and the Community Development Plan Map(s) to ensure they remain current and responsive to community needs; provide reliable information and dependable, factually based policy direction, and conform to applicable state law, administrative rules and regional requirements.

Policy 21: Council may, upon finding it is in the overall public interest, initiate legislative processes to change the Comprehensive Plan text and Community Development Plan Map(s) and Development Code.

Policy 23: Gresham shall coordinate the development, adoption and amendment of its land use related goals, policies and implementing measures with other affected jurisdictions, agencies and special districts.

Findings

The proposed amendments are part of the Healthy Eating Active Living project, which was on the 2011 Gresham City Council Work Plan. The purpose of the project is to identify opportunities to promote equitable access to opportunities for active living and healthy, affordable food, and to amend the Gresham Community Development Plan (GCDP) as necessary to help shape the built environment. Gresham's Plan has been found in compliance with state and regional requirements, and the proposed amendments are also in compliance with Gresham's code, state requirements, and regional requirements, as described in this staff report.

The proposed amendments introduce new background, goals, policies, and action measures to highlight the relationship between the built environment and access to food and opportunity for active living. This serves the best interest of Gresham by ensuring the policies that guide the built environment consider health.

As required by State and Metro regulations a draft of the proposed amendments were sent to Oregon Development and Land Conservation Department (DLCD) and to Metro at least 45 days prior to the scheduled Jan. 9, 2012 Planning Commission hearing. The proposed amendments were done in concert with local and regional partners such as Multnomah County Health Department, El Programa Hispano, and Coalition for a Livable Future.

The Gresham City Council signaled the legislative intent for this project through adoption of the 2011 Council Work Plan. The Council Work Plan was adopted on Feb. 1, 2011.

Conclusion

Policies 1 and 2 are addressed because the proposed text amendments provide an update to the City of Gresham's Community Development Plan. The updates are consistent with state and regional requirement, as describe in the following findings.

Policy 20 is addressed by providing text amendments that address the need to ensure the built environment considers and is responsive to community health needs associated with access to food and opportunities for routine physical activity. The public and elected and appointed officials were provided with research and analysis concerning this project and were able to review and comment on the preferred approaches and draft code changes.

Policy 21 is addressed because the City Council initiated these amendments.

Policy 23 is addressed through the notice of the proposed amendment to DLCD and Metro; by coordination with Multnomah County Health Department, Metro and other agencies on the project.

The proposal is consistent with the applicable general goals, policies and action measures listed in this section.

Section 10.100 - Citizen Involvement

Goal: The City shall provide opportunities for citizens to participate in all phases of the planning process by coordinating citizen involvement functions; effectively communicating information; and facilitating opportunities for input.

Policy 1: The City shall ensure the opportunity for citizen participation and input when preparing and revising policies, plans and implementing regulations.

Policy 5: The City shall keep citizens informed of issues confronting the City.

Policy 6: The City shall ensure that technical information necessary to make policy decisions is readily available.

Policy 7: The City shall facilitate involvement of citizens in the planning process, including data collection, plan preparation, adoption, implementation, evaluation and revision.

Policy 9: The City shall ensure that citizen involvement plans and activities incorporate Gresham's diverse constituencies regardless of age, sex, religion, social or business affiliation.

Policy 10: The City shall ensure the opportunity for the public to be involved in all phases of planning projects and issues.

Findings

The public involvement goals and policies establish the City's intent that its citizens have meaningful opportunities throughout a planning project to be informed and to affect proposals.

A public participation plan was created as part of the project work plan. Elements of the public participation plan include:

- Staff distributed information in English and Spanish at the Compassion Rockwood event on May 21, 2011.
- Staff distributed information on the project at a Neighborhood Association Fair on May 25, 2011.
- Staff presented information on the project to the East County Community Cares group on April 7, 2011.
- A Stakeholders Group convened three times throughout the process to review and comment on the project. The group included local residents and representatives of: the school districts; social

service agencies (Human Solutions); the medical field (Mount Hood Medical Center, The Wallace Medical Concern, Good News Clinic); People for Parks; local food banks (SnowCap, Birch Community Services); and city subcommittees (Citizen Involvement Committee, Planning Commission, Transportation Subcommittee).

- An open house and two community forums were held on April 6, June 28, and October 3, 2011. The June 28 Community Forum was bilingual and held at the Rockwood Library.
- The City prepared public input summaries at the end of the Research and Issues phase and the Alternatives Development phase and made it available for public review.
- Information on the project has been made available at other Comprehensive Planning workshops.
- Listservs were used to alert interested parties about new materials and upcoming meetings.
- Project information has been available on the City's website and at the Urban Design & Planning office. The Web site is www.greshamoregon.gov/HEAL
- Articles on the project have been published in the Neighborhood Connections newsletter, Gresham newsletter and the Council Insight.
- Staff presented the project at various city committee meetings including the Citizen Involvement Committee on March 2; the Parks and Recreation Subcommittee on March 10; the Active Transportation Subcommittee (March 31 and December 5); and the Natural Resources and Sustainability Commission on May 10.
- Planning Commission work sessions have been held throughout this process. The Commission discussed the project on Feb. 14, May 23, Aug. 8, Sept. 26, and Dec. 5.
- City Council work sessions were held on March 8 and October 11.

Conclusion

The *Citizen Involvement Goal (10.100)* and related policies were address through public outreach efforts. This included community forums, email notices, open house events, and presentations at the Planning Commission, other city committees, and the City Council.

The proposal is consistent with the applicable citizen involvement goals and policies listed in this section.

C. Metro Urban Growth Management Functional Plan

Title 8 Compliance Procedures

Findings

Section 3.07.820 of this title requires that at least 45 days prior to the first evidentiary hearing on an amendment to a comprehensive plan or land use regulation that the City submits the proposed amendments to Metro. Metro may review the amendments and can request that the City provide an analysis of compliance with the Functional Plan.

The City submitted the proposed amendments to Metro on Nov. 18, 2011, which was at least 45 days prior to the first evidentiary hearing of Jan. 9, 2012. Metro has not contacted the City regarding this notice.

Conclusion

The City has submitted the proposed amendments to Metro at least 45 day prior to the first evidentiary hearing. The proposal is consistent with Title 8.

D. Oregon Statewide Planning Goals

Findings

Statewide Planning Goal 1 requires that cities "provide the opportunity for citizens to be involved in all phases of the planning process."

Statewide Planning Goal 2 requires cities to "establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions. This shall result in land use plans and implementation measures that are consistent with the land use plans."

A thorough public input process was conducted in the creation of the proposed amendments, which allowed the public to be involved at each stage of the amendment's development.

The City has a state-acknowledged Comprehensive Plan. Section VI of this report describes findings and conclusions that the proposed Comprehensive Plan Amendments are consistent with applicable procedures and applicable goals and policies of the City's Comprehensive Plan.

Conclusion

The proposed amendments comply with Statewide Planning Goals 1 and 2.

SECTION VII CONCLUSION

The proposed comprehensive plan amendments attached as Exhibit 'A' is consistent with applicable criteria and policies of the Community Development Plan, the applicable development code of the Community Development Plan; Applicable Metro UGMFP titles and the applicable Oregon Statewide Planning Goals; as indicated by findings contained or referenced in Section VI of this report.

SECTION VIII RECOMMENDATION

Staff recommends **adoption** of the proposed comprehensive plan amendments as contained in the attached Exhibit 'A'.

End of Staff Report

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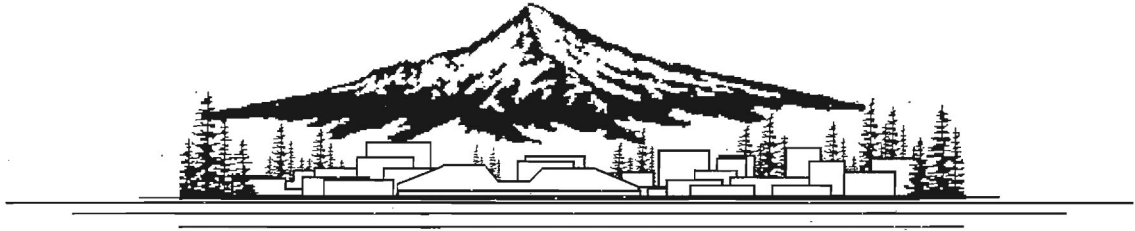
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NOTICE OF FINAL DECISION

March 13, 2012

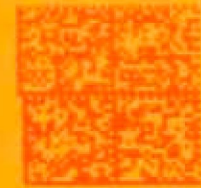
On March 6, 2012, the Gresham City Council Approved the application of **City of Gresham (Council Order No. 636)** amending the Gresham Community Development Plan regarding the **Healthy Eating Active Living project**.

The record for this project is maintained at Gresham City Hall, City of Gresham **File No. CPA 11-245**, and may be reviewed at the City's Urban Design & Planning office Monday through Friday, 8:00 AM to 5:00 PM.

An appeal of this decision may be filed with the Land Use Board of Appeals (LUBA) within 21 days of this Notice of Decision. LUBA has the jurisdiction to review all governmental land use decisions. An appeal of a land use decision must conform to the procedures and requirements of LUBA. They may be contacted in Salem at:

LUBA
550 Capitol Street, NE – Suite #235
Salem, Oregon 97301-2552
(503) 373-1265

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