Comprehensive Plan
Citizen Advisory Committee
AGENDA
Thursday, December 10, 2015

HILLSBORO PUBLIC LIBRARY, MAIN BRANCH 4:00-6:00 PM
2850 NE Brookwood Parkway Board Room

Time	Topic	Lead	Action
4:00	A. Introductions/Welcome	All	I
4:05	B. Minutes Review – November 19 meeting	Nick	I, D
4:10	C. Housing Draft Goals and Policies *(continued from November meeting)*	Emily/Laura	I, D, R
5:00	D. Recreation a. Background Report b. Draft Goals and Policies	Dan	I, D
5:30	E. Access to Local Food a. Background Report b. Draft Goals and Policies	Laura	I, D
5:45	F. Staff Updates and Upcoming Meeting Schedules/Topics	Aaron	I
5:50	G. Public Comment	-	I
6:00	H. Adjourn	-	

I=Information, D=Discussion, R=Recommendation

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1. November 19 meeting minutes	2
2. Staff report for December 2015 meeting	6
3. Housing a. Updated Draft Goals and Policies	 8
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Next Regular Meeting
(note special date and location):
Thursday, January 21, 2016
4:00-6:00pm
Hillsboro Main Library Event Room
2850 NE Brookwood Parkway

For further information on agenda items, contact Laura Weigel, Long Range Planning Manager, at (503) 681-6156 or email at laura.weigel@hillsboro-oregon.gov.

Revised and accepted by the Citizen Advisory Committee on December 10, 2015.

Meeting Summary

Citizen Advisory Committee – Comprehensive Plan Update
November 19, 2015 - 4:00 p.m. – 6:00 p.m.
Hillsboro Civic Center - Room 113B
150 E. Main Street
Hillsboro, OR 97123

Members Present
Marc Cardinaux, Aron Carleson, Katie Eyre, Wil Fuentes, John Godsey, Bonnie Kooken, Glenn Miller, Tricia Mortell, Daniel Nguyen, Ahne Oosterhof, Ken Phelan, Bryan Welsh

Members Excused
Mica Annis, Steve Callaway, Gwynne Pitts

Staff Present
Colin Cooper, Rob Dixon, Aaron Ray, Emily Tritsch, Laura Weigel

Welcome and Introductions

The meeting was opened with introductions of the committee members.

Minutes – October 22, 2015

The minutes were approved with the modification of "Library Advisory Board" to "Library Board".

Housing Needs Analysis Summary

Emily Tritsch presented findings from the Housing Needs Analysis (HNA) prepared by ECONorthwest. Beth Goodman, a senior planner for ECONorthwest, participated via phone to provide additional technical detail during the presentation. Results of the HNA found that Hillsboro is meeting and exceeding state requirements, but that opportunities for additional development of single-family detached housing need to be identified. Development outside of the city limits will be important for accommodating future growth, especially in providing diverse housing types. Looking at redevelopment opportunities in the long-term within the current city limits would also be beneficial to providing additional housing opportunity for the city's growing population.

Committee members raised a number of questions during the presentation, including:

- Will the Jackson East UGB expansion area ultimately be residential or industrial? Staff indicated that this area was designated to be employment land by the Oregon Legislature in House Bill 4078, and is therefore planned for industrial or employment use.

- What is the difference between density and capacity? Staff responded that capacity is the type and amount of residential development theoretically possible on a particular parcel, where density is the number of units actually developed. In the HNA, capacity is calculated based on Comprehensive Plan and zoning designations, where density is determined based on an analysis of historic development trends and reasonable projections of future development.

- Is the City obligated to build to 80% of capacity under Metro guidelines? Staff reviewed existing Comprehensive Plan policies that addresses this requirement and added that Metro's Urban Growth Management Functional Plan also places this obligation on the City. The City is currently in compliance with this requirement, and Metro has recognized the City's effort to achieve this goal in its Orenco Station and AmberGlen planning work.

- To what extent does long term ownership impact affordability (with only 22% of owners cost-burdened), and how will the ten-year outlook of an even split between new owners and renters play a role? Staff responded that Hillsboro's trends in terms of owner/renter split and affordability are consistent with other areas of the region and state, and that owner cost burden is lower because of the economics of long term ownership and the likelihood that these homes were purchased when they were less expensive.

- How does the wage required to afford a two-bedroom apartment in Washington County ($18.15) compare to other counties in Oregon? Staff responded that this data is collected for the metropolitan area as a whole; therefore the statistic is the same for Multnomah and Clackamas counties. Compared with other areas of the state, however, this rate is very high.

- What does multigenerational housing look like? Staff explained that multigenerational households are often headed by someone aged 35-55 with children and older parents also living in the household.

- What are cottage-style houses, and how do they compare to tiny houses, accessory dwelling units, or "mother-in-law" homes? Staff indicated that while exact definitions of these terms are still under development, cottage housing, tiny houses, and accessory dwelling units are all distinct. Staff offered these very broad descriptions as examples, but indicated that more precise definitions would be included in housing goals and policies at a later date:
    - Cottage housing: Homes that are often 1200-1500 square feet on smaller lots, often clustered around a common area.
    - Accessory Dwelling Units/"Mother-in-law" homes: Smaller homes up to 800 square feet on a lot with another existing house.
    - Tiny Houses: This is a much less defined term, as it brings up a number of questions including whether the unit is moveable or on a foundation, whether it has full water and sewer connections, etc.

Staff concluded the presentation by reiterating that Hillsboro is in compliance with the Metropolitan Housing Rule, and that the City will be providing the opportunity for at least 50% of housing as attached or multifamily development in the future. The City is also exceeding density requirements set by Metro. Findings from the HNA indicate the need to provide additional capacity for single-family detached housing and opportunities to meet housing needs at all income levels. Development in South Hillsboro will meet some of these needs with additional capacity expected from future expansion areas in Witch Hazel Village South and Bendemeer.

Committee members were curious about future plans for potential redevelopment of the Tualatin Valley (TV) Highway corridor. Staff explained that as South Hillsboro is developed, there could be opportunities for new development along the corridor, particularly near planned interchanges at Cornelius Pass Road, which will put portions of the corridor in relatively close proximity to the planned Town Center in South Hillsboro. The TV Highway corridor offers good potential transportation and transit opportunities, and could potentially be an attractive location for residential redevelopment in the future.

Housing Draft Goals & Policies

Laura Weigel introduced the housing draft goals and policies, explaining that this work is still in progress. Staff provided committee members with an updated draft including changes made since the committee packet was distributed. Staff is also in the process of cross-checking that current Comprehensive Plan language is accommodated in new policies, as reflected by notations in the draft.

In addition to developing draft goals and policies, staff and the consultant are also working to identify some potential implementation actions for each policy to ensure that action items raised in the Housing Needs Analysis or otherwise identified by the Housing Needs Analysis Subcommittee are being addressed sufficiently. [Staff note: In most other topics, implementation actions will be developed in a subsequent phase of the update project.] Housing policies are organized into six goals covering housing choice, affordability, design, land supply, innovation, and sustainability.

Staff reviewed the policies under each goal with the committee and asked for input, suggestions, or questions that the committee had. The committee's feedback included:

- Goal 1: Provide opportunities for the development of a variety of housing choices that meet the needs and preferences of current and future households.
    - Policy 1.1: The committee discussed whether "affordable housing" would be better language than "government-assisted affordable housing". The consensus was that leaving the policy as written was appropriate to ensure that the policy captured the need for interagency collaboration to provide and maintain affordable housing in tandem with market-provided housing development.
    - Policy 1.3: Committee members expressed concern the term "residents with disabilities" when discussing housing needs as it may leave out other populations that sometimes have similar challenges, such as aging populations. Staff responded that they would examine how to clarify the policy.

- Goal 2: Provide opportunities for housing at prices and rents that meet the needs of current and future households of all income levels.
    - Policy 2.4: Committee members had questions about the precision of some of the terminology being used, such as "clustering" and "affordable". Staff responded that definitions for these terms are being developed.

- Goal 3: Foster distinct and vibrant districts and neighborhoods that serve the daily needs of nearby residents that are safely accessible by walking, biking, transit or a short commute.
    - Policy 3.1: The committee amending the policy to ensure that neighborhoods are "…attractive, healthy, and safe places to live…".
    - Policy 3.3: Committee members expressed concern that the policy could focus too much on transit service, potentially to the detriment of personal vehicles and the provision of parking with housing. Staff agreed to re-examine the policy.
    - Policy 3.4: The committee indicated that the present policy language was unclear in its intent and impact. Staff responded that they would examine the language, add context, and define terms as needed to clarify the policy.

Due to time constraints, remaining goals and policies will be examined at the December meeting.

Updated Goals & Policies from Prior Topics

Aaron Ray reviewed updates to goals and policies for Public Involvement, Historic Resources and Library Services based on feedback from the committee at the October meeting. Changes included:

- Public Involvement: Policy 2.4 was rewritten to clarify language about designing public involvement activities.
- Historic Resources: A new goal was added to address awareness, education and outreach.
- Library Services: Only minor edits were made.

These topics, including Background Reports and goals and policies reflecting committee input, will be presented to the Planning Commission in a worksession scheduled for December 2015.

Upcoming Meeting Schedules and Topics

Committee members discussed dates for upcoming meetings, with some discussion of the potential for rescheduling meetings in December. [Staff note: The meeting was not rescheduled.] The January meeting date conflicts with the State of the City address, and will likely need to be rescheduled. Staff will clarify upcoming meeting dates, times, and locations, and communicate those to the committee.

Public Comment

No members of the public offered comment at the meeting.

Adjournment

With no additional business to consider, the CAC meeting was adjourned.

MEMORANDUM

To: Comprehensive Plan Update Citizen Advisory Committee (CAC)

From: Laura Weigel, AICP, Long Range Planning Manager
Aaron Ray, AICP, Senior Planner
Dan Rutzick, Senior Planner

Date: December 4, 2015

Subject: Housing, Recreation, and Access to Local Food Background Report and Draft Goals and Policies Review

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Requested Citizen Advisory Committee Action:
Review and provide feedback on the background reports and draft Comprehensive Plan goals and policies concerning Housing, Recreation, and Access to Local Food.

Background:
This month, the committee will examine goals and policies from one continued and two new topics:

Core Area	Topic
Enhancing Livability and Recreation	• Housing (Continued from November meeting) • Recreation • Access to Local Food

For each, staff is requesting that CAC members read the materials prior to the meeting. It is, of course, preferable that you read the background reports in their entirety; however, if you do not, please do read Section 8 of all of the background reports. The CAC meeting will include, if needed, discussion of suggested revisions to the background reports, although the meetings will focus primarily on draft goals and policies. The suggested revisions gathered from CAC participants will be incorporated prior to subsequent review by the Planning Commission.

<u>Housing</u>
Review of housing draft goals and policies began at the November meeting and was continued to this month's meeting due to time constraints. This month, the committee will complete its review of policies beginning with policy 3.6. The attached set of draft goals and policies reflects updates and input gathered from the committee at last month's meeting.

Recreation

Statewide Planning Goal 8 requires cities to address recreational needs in their Comprehensive Plans. The last substantial changes to recreation goals and policies were adopted in 1986, although recreation was also addressed in the AmberGlen and South Hillsboro Community Plans, adopted more recently.

The Recreation Background Report and draft goals and policies were developed collaboratively with staff from Hillsboro Parks and Recreation and the Parks and Recreation Commission (PRC). The PRC discussed recreation's role in education, the need to safeguard wildlife corridors when designing and developing recreation opportunities, and the inclusion of waterway recreation language (i.e., on the Tualatin River.)

These draft policies will be reviewed by the Technical Advisory Committee (TAC) on December 10 prior to the CAC meeting, therefore revisions from TAC are not included in the attached draft. Staff will provide a summary of TAC input at the CAC meeting.

Access to Local Food

Cities are not required to address access to local food in their Comprehensive Plans, but the City has opted to include it in this update project based on input received from the Hillsboro 2035 Community Plan development process, which identified community gardens and urban agriculture as a community priority.

The attached Background Report and draft goals and policies were developed in collaboration with Hillsboro Parks and Recreation staff, as the Parks department administers the City's existing Community Garden assets. Hillsboro Parks and Recreation staff requested clarification on the parties responsible for implementation of several Access to Local Food policies.

These policies will be reviewed by the TAC on December 10 prior to the CAC meeting, therefore revisions from TAC are not included in the attached draft. Staff will provide a summary of TAC input at the CAC meeting.

Cost:

Costs for preparation of these documents includes staff time only.

Attachments:

1. Housing draft Goals and Policies (updated November 24, 2015)
2. Recreation Background Report, draft Goals and Policies and existing Comp Plan section
3. Access to Local Food Background Report and draft goals and policies

Housing

Goals and Policies DRAFT – November 24, 2015

Review History

Date	Reviewed By
10.29.2015	Housing Need Analysis Subcommitte – *Comments Incorporated*
10.12.2015	Technical Advisory Committee – *Comments incorporated*
11.19.2015	Citizen Advisory Committee through Policy 3.5– *Comments included as tracked changes*

Commented [BG1]: Parking lot topics:

Missing middle – is there a policy to cover this issue?

Homeownership for all types of housing

Commented [APR2]: A note regarding policy ordering:

Policies are not shown in their final order, but we are not renumbering them at this point to simplify referring to them during review. We're collecting input on how goals/policies should be ordered in later versions.

GOAL 1 Provide opportunities for the development of a variety of housing choices that meet the needs and preferences of current and future households.

POLICY 1.1 Employ development standards that allow the opportunity for development of housing types such as single-family residences, accessory dwellings, duplexes, apartments, attached single-family residences, cottage housing, co-op housing, condominiums, townhouses, government-assisted affordable housing*, and manufactured housing.

POLICY 1.2 Provide opportunities for development of high amenity larger single-family housing (on lots with about 7,000 to 10,000 square feet) and high amenity condominiums (in urban centers) in areas with high amenity.

POLICY 1.3 Support housing options, ~~including options for residents with disabilities, and programs and services that support independence and choices~~ for those who want to remain in their homes or neighborhoods regardless of age, ability, or income, ~~including~~ and those who want to age-in-place.

Policy 1.4 Allow and support a diverse supply of affordable, accessible housing to meet the needs of older adults and people with disabilities, especially in centers and other places which are in close proximity to services and transit.

POLICY 1.4 Provide opportunities for development of manufactured housing in well planned and developed manufactured home parks or in areas that permit single family dwellings. (G)

~~POLICY 1.5 Support homeownership opportunities in multi-dwelling housing by encouraging the creation of condominiums, cooperatives, and limited equity cooperatives.~~

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POLICY 1.6 Locate housing types to be consistent with the comprehensive plan map and zoning map.

POLICY 1.7 Provide opportunities to develop housing that is appealing to people at all income levels that work at businesses in Hillsboro and want to live in the City.

GOAL 2 Provide opportunities for housing at prices and rents that meet the needs of current and future households of all income levels.

POLICY 2.1 Ensure opportunities to develop an efficient, ~~and~~ compatible*and balanced mix of housing types and unit sizes at a range of housing prices, rents, and amenities* dispersed throughout the city.

POLICY 2.2 Provide housing opportunities that decrease commuting and lower the combined housing/transportation cost burden* for people who live or work Hillsboro.

POLICY ~~1.5~~2.3 Support homeownership opportunities in multi-dwelling housing by encouraging the creation of condominiums, cooperatives, and limited equity cooperatives.

POLICY 2.4 Integrate and ensure compatibility of affordable housing with surrounding neighborhoods.

POLICY 2.5 Disperse affordable housing throughout the city ~~so that it is not~~to avoid the concentration of poverty. ~~concentrated in an exclusively low-income district~~. (F) ~~Some clustering may be appropriate if proximity of public transportation, medical facilities or other essential services is necessary~~.

Policy 2.6 Locate new affordable housing in areas that have access to jobs, active transportation, open spaces, schools, and supportive services and amenities.

POLICY 2.7 Employ strategies that support the Fair Housing Act and affirmatively further fair housing.

POLICY 2.8 Support the development of affordable housing through partnerships, code flexibility, incentives, land banking*, or other tools consistent with state enabling legislation.

Policy 2.9 Work with Washington County Housing Authority, regional agencies, Oregon Housing and Community Services, Housing & Urban Development, and other agencies and non-profits to create the opportunity to provide moderate and low income housing and rehabilitation activities in Hillsboro.

GOAL 3 Foster distinct and vibrant districts and neighborhoods that serve the daily needs of nearby residents that are safely accessible by walking, biking, transit or a short commute.

POLICY 3.1 Promote qualities of well-designed neighborhoods so that existing and new neighborhoods in Hillsboro are attractive, ~~- and~~ safe and healthy places to live, respect surrounding context, and enhance community character.

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POLICY 3.2 Integrate amenities such as enhanced open space, community gardens, community gathering spaces, and multi-use paths in connectivity to amenities in single family, multifamily, and mixed use development.

POLICY 3.3 Foster the development of housing at densities that support transit and in areas near existing or planned transit.

POLICY 3.4 Establish development patterns that combine residential with other compatible uses in mixed use areas as appropriate, such as downtown, AmberGlen, Tanasbourne, and South Hillsboro.

POLICY 3.5 Provide land use regulations and standards that address various street classifications*, including special development setbacks for specific streets where warranted.

POLICY 3.6 Reduce the impact of close proximity traffic, noise, odor, privacy and visual aesthetics, through compatible site and building design.

POLICY 3.7 Ensure compatibility of non-residential public uses such as schools, trails, or cell towers, and quasi-public uses, such as a bed and breakfast house, home occupations or day care, when they are located in residential areas, through special planning and design review when necessary. (P)

Commented [APR3]: Potential rewording or splitting of policy to address public facilities and emergency services.

POLICY 3.8 Promote housing design that supports the conservation, enhancement, and continued vitality of areas with special historic, architectural, or cultural value.

POLICY 3.9 Leverage development and redevelopment potential to reasonably increase densities around existing or planned neighborhoods and infrastructure. (R, revised)

POLICY 3.10 Foster the provision of land for open space and recreation for new and existing residents when developing housing.

POLICY 3.11 Employ design principles that enhance security and prevent crime through environmental design.

POLICY 3.12 Support new retail and personal services in locations that are compatible with the surrounding area, including commercial areas that allow for ease of pedestrian and bicycling access, and enhance the ability of people to easily meet their daily needs.

GOAL 4 Ensure that the city has an adequate housing supply with enough land to support future growth.

POLICY 4.1 Ensure that the city has enough buildable land to accommodate Hillsboro's projected share of regional household growth, through regular monitoring and adjustments of available land. (A)

POLICY 4.2 Ensure that land provided for housing within the City is efficiently developed, locationally appropriate, and at densities that can accommodate forecasted growth.

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Policy 4.3 Ensure the appropriate type, location and phasing of public facilities and services sufficient to support housing development in areas presently developed or undergoing development or redevelopment.

POLICY 4.4 Establish minimum and maximum densities for all areas designated for residential or mixed-use on the Comprehensive Plan Land Use Map, resulting in the building of at least 80 percent of the maximum number of dwelling units per net residential acre permitted by the applicable residential zone. No land use regulation provision or process may be applied, nor will any condition of approval be imposed that would have the effect of reducing the density permitted under the minimum density standard of an applicable residential zone, or which would cause the City's comprehensive plan to be in noncompliance with the adopted Metro Urban Growth Management Functional Plan. (V)

POLICY 4.5 Allow residential development at densities higher than those designated by the Comprehensive Plan when approved by the City under the Planned Unit Development Process.

POLICY 4.6 ~~Determination of allowed residential densities may take into account~~ Account for land donated and accepted by the City for needed public facilities in the determination of allowed residential densities as appropriate. (W)

POLICY 4.7 Support the maintenance and rehabilitation of the existing housing stock in areas designated for residential use.

POLICY 4.8 Provide for development of mid-rise housing (three to six stories) near the downtown area, in Station Community Planning Area Districts, and in other areas designated for mixed-use or multifamily residential use.

GOAL 5 Encourage innovative architectural and site design in planning and developing housing.

POLICY 5.1 Foster flexibility in the division of land and the siting of buildings and other improvements to allow for innovation.

POLICY 5.2 Promote the use of sustainable and efficient technologies* and materials in housing construction that increase the quality and useful life of new and existing housing.

POLICY 5.3 ~~Use~~ Support innovative design techniques that allow the opportunity for housing types such as tiny houses*, cottages*, courtyard housing, cooperative housing*, accessory dwelling units, single story units*, and extended family and multigenerational housing.

POLICY 5.4 Ensure the quality and design of developments seeking adjustments or variation to established development standards is reflected through the provision of additional amenities or public benefit elements, such as sustainable building

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design, provision of additional usable open space, or higher quality architectural design. (E)

GOAL 6 Encourage sustainable practices in planning and developing housing.

POLICY 6.1 Promote energy-efficient ~~practices and programs~~design and construction, such as the installation of renewable energy, and water reuse to improve housing quality and reduce housing operating costs ~~for energy, sewer, and water usage~~.

POLICY 6.2 Foster flexibility in the division of land, the siting of buildings and use of construction methods and technologies to reduce environmental impacts and promote renewable energy

POLICY 6.3 Preserve mature trees within housing developments where possible. (M)

POLICY 6.4 Allow density reductions or transfers within residential development projects that seek to minimize impacts to Significant Natural Resource Overlay (SNRO) and floodplain.

POLICY 6.5 Promote the use of vegetated stormwater management facilities, pervious pavement and similar "green streets" elements compatible with publicly-maintained infrastructure, where site conditions are favorable to stormwater infiltration and it is technically feasible and appropriate. (L, revised)

Policy 6.6 Promote wildlife habitat friendly* development practices.

DEFINITIONS:

Affordable housing –

Government-subsidized affordable housing*

Workforce affordable housing*

Amenities

Compatible

Government assisted affordable housing

Housing/Transportation Cost Burden

Habitat friendly

Land Banking

Mature

Various street classification

Tiny house

Cottages

Cooperative housing

DRAFT

Recreation

Background Report DRAFT – November 20, 2015

Review History

Date	Reviewed By
7.1.2015	Internal Committee – *Comments Incorporated*
9.15.2015	Internal Committee – *Comments Incorporated*
10.12.2015	Internal Committee – *Comments Incorporated*
10.27.2015	Parks and Recreation Commission – *Comments Incorporated*

1. Introduction

Parks and recreation provides communities with personal, social, economic, and environmental benefits that contribute to a higher quality of life for community members. According to the city's first Comprehensive Plan adopted in 1972, one of the purposes of planning in Hillsboro was to provide, "the best possible recreational advantages for all members of the community." The Parks and Open Space Plan section of this original Comprehensive Plan stated that, "a satisfactory community to live in requires more than orderly pattern of development served by streets and facilities. A balanced, healthy urban environment also requires parks, open spaces and ample opportunity for indoor and outdoor leisure activities." Recreation overlap with land use and transportation as the population grows and development occurs. In Hillsboro the city's transit-oriented centers experience increased population growth, and the City is required to create long-term plans for the edge areas transitioning from rural to urban.

This Recreation background report is one of a series of papers identifying recommended policy questions and updates to the Hillsboro Comprehensive Plan. The intent of this report is to examine the City's recreation as it relates to land use, transportation planning, and other infrastructure planning, and to evaluate these efforts against relevant policies, goals, and regulations as well as emerging issues and trends. The outcome of this report is a series of policy questions and recommendations to inform the update of the Recreation section of the City's new Comprehensive Plan. This background report was prepared by City of Hillsboro Planning staff, with support from Parks and Recreation staff, and will be refined and reviewed through a process including guidance from the Parks & Recreation Commission, a Citizen Advisory Committee, the Planning Commission, and City Council.

2. Background

Recreation consists of parks, greenways and open space, trails, recreation facility, programming, and maintenance. This report is primarily focused on planning, acquisition, development, and maintenance of parks, greenways and open space, trails, and recreation facilities with some discussion of recreation programming. Cultural arts, addressed in the Hillsboro 2035 Community Plan, will not be included in the Comprehensive Plan update due to the fact that the Plan focuses primarily on the intersection of recreation and land use, transportation planning, and other infrastructure planning, and not programming.

Hillsboro Parks & Recreation (HP&R) is an award-winning and nationally accredited parks and recreation department within the City of Hillsboro. The HP&R system includes diverse parks, greenways and open space, trails, and recreation facilities that provide a wide variety of recreation opportunities and

experiences. HP&R has 622 acres of developed park land and 167 acres of undeveloped park land. Each year thousands of residents enjoy HP&R's 35 developed parks, 4 indoor recreation centers, and 3 sports complexes. In addition, HP&R operates special facilities including the Orenco Station Plaza and the Ron Tonkin Field baseball park. From an aquatic and recreation center and multi-field sports complexes to small playgrounds and large picnic facilities, HP&R offers a wide variety of unique play and recreation opportunities for Hillsboro residents and visitors.

In addition to Hillsboro's parks and recreational facilities, there are about 400 acres of greenways and open spaces such as the Rock Creek Trail and Jackson Bottom Wetlands Preserve. The greenways include both built and natural corridors that provide linkages between parks and opportunities for trail-related outdoor recreation. Open space includes undeveloped areas within subdivisions and non-linear areas that preserve significant natural resources, such as rivers and streams, wetlands, steep hillsides, environmentally sensitive areas, and wildlife habitats. These areas preserve green space and provide areas for wildlife and stormwater management. Many of these spaces offer potential for passive recreation such as trails or viewpoints that are appropriate to the natural setting.

HP&R offers hundreds of diverse, year-round recreational programs and activities to enrich the lives of Hillsboro citizens and visitors of all ages. Major recreation program areas include special events, preschool and parent/child activities, youth classes, youth sports leagues, adult programs, adult sport leagues, and senior programs. HP&R partners with other agencies, including the Hillsboro School District, to offer afterschool and summer youth recreation programming. In addition, HP&R partners with numerous private and non-profit organizations to provide recreational programs such as bowling or golf lessons, as well as sites for community gardens.

Hillsboro has come a long way over the past several decades in increasing its number and size of recreation opportunities. For example, Hillsboro had an average ratio of 1.8 acres of developed park land for every 1,000 people in 1985. Hillsboro currently has an average ratio of 6.4 acres of developed park land for every 1,000 residents. This is a remarkable accomplishment as the gains in service levels occurred even as population was growing at a fast rate. Such an increase in level of service represents good support from elected and appointed officials, and from the community at large. HP&R is continuing to develop new recreation opportunities to accommodate a growing and diverse community.

The Hillsboro Parks & Recreation Commission (PRC) is the governing body overseeing management of HP&R's facilities and activities, as defined in the Hillsboro Municipal Code[1]. Under the general direction of the City Council, the PRC has authority to regulate the use of HP&R facilities, establish fees and charges for such uses, and perform other duties delegated by code or ordinance. The PRC is made up of five to seven residents of the city who are appointed by the Mayor and confirmed by the City Council for three-year terms. The PRC holds meetings at least once each month.

HP&R has developed partnerships with the Hillsboro School District and Washington County Fairgrounds to provide recreation opportunities. A partnership with the Hillsboro School District allows the use of gyms, playfields, and other facilities located at select schools, providing a significant amount of programming space for HP&R. In return, HP&R maintains Hillsboro School District's playfields and other facilities with funding from the District. One noteworthy site of HP&R's partnership with the Hillsboro School District is Hare Field. This sports field complex is owned by the Hillsboro School District and is

[1] Hillsboro Municipal Code Subchapter 2.32.

used by both the District and HP&R. An opportunity may become available for HP&R to partner with the Beaverton School District if a new elementary school site is developed in the AmberGlen area of the city.

3. Hillsboro 2020 and Hillsboro 2035

The 2020 Vision and Action Plan identified several ways the City should be addressing recreation in the City. It is obvious that this topic is of utmost importance to residents as numerous ideas regarding recreation are also included in the Hillsboro Community Plan 2035. The City received more citizen comments on recreation than any other topic during the Hillsboro Community Plan 2035 outreach process in 2014 and early 2015.

3.1. Hillsboro 2020 Vision and Action Plan

The Hillsboro 2020 Vision and Action Plan was organized into a series of focus areas, strategies, and actions. The actions most related to Recreation are listed below. All actions are listed as implemented and ongoing through 2020 but for Action 19.1 which is categorized as ongoing.

Action	Summary
10.1	*Parks Facilities Inventory*: Develop and periodically update the inventory of existing parks, open spaces, and recreational facilities to assist in identifying future needs.
10.2	*Recreational Programs Enhancement:* Examine existing recreational programs and determine the need for additional programs in response to community needs and desires.
10.3	*Off-leash Dog Area:* Create fenced off-leash area(s) for dogs to promote responsible pet ownership, public health and safety, and a community gathering place.
17.5	*Community Garden Development:* Identify site(s) for and develop city-wide community garden(s), to be maintained by community residents.
19.1	*Parks Land Inventory/Analysis:* Involve local community in analyzing existing parks land inventory to match new parks with population needs for recreational land.
19.2	*New Parks Property Identification:* Identify and consider properties that include existing structures for their cultural and recreational potential and incorporate this information into the Parks Master Plan.
19.3	*Parks Land Incentive:* Develop and apply incentives for park land donations and dedications when considering public and private community master development plans.
20.1	*Parks Master Plan Update:* Complete the City's parks master plan update, including a needs assessment for additional multi-purpose recreation and aquatics facilities.

3.2. Hillsboro 2035 Community Plan

The Hillsboro 2035 Community Plan involved extensive community outreach over the past two years that solicited thousands of comments from community members on a broad assortment of topics. These comments can be used to help identify general policy questions to be explored, and shape specific policy recommendations to reflect community values. Community members contributed over 600 comments related to Recreation. Listed below are the Hillsboro 2035 Community Plan initiatives and actions that intersect with Recreation.

Focus Area	Initiative	Action
Health, Wellness and Safety	1. Promote community wellness through expanded services, information, and access to healthy food and activities.	B. Expand the number and geographic availability of community gardens

	3. Create systems to facilitate aging-in-place and quality of life for our growing senior population.	B. Offer recreation classes and information workshops for seniors
Economy and Infrastructure	5. Continue efforts to develop a vibrant, mixed-use downtown as a unique attraction.	C. Create walkable connections to downtown from neighborhoods and Jackson Bottom Wetlands
Livability and Recreation	1. Launch a sustained, multi-faceted effort to make Hillsboro a clean and inviting community citywide.	D. Establish a community forestry management program (e.g. Tree City USA)
	2. Foster distinct, vibrant neighborhoods featuring quality development, preserved landmarks, a variety of housing, and services safely accessible by walking, biking, transit, or short commute.	B. Make parks and open space accessible to all neighborhoods
	3. Expand Hillsboro's inventory of community events, festivals and family activities citywide.	B. Encourage development of plazas, streetscapes, green spaces and other new venues for holding community events citywide
	5. Continue to build a full-service, world-class parks system scaled to meet growing community demand.	A. Increase parks accessibility for people with disabilities and create at least one destination park for disabled community members
		B. Create one or more "regional" destination parks
		C. Develop new nature playgrounds
		D. Add new dog parks
	6. Expand recreational facilities and opportunities to serve Hillsboro's growing and diversifying population.	A. Develop community centers to serve seniors, youth and families citywide
		B. Create interactive trails with amenities like art and cultural activities
	7. Make Hillsboro walkable and bicycle-friendly citywide for daily living and recreation.	A. Continue to complete gaps in Hillsboro's sidewalk network, with an emphasis on sidewalks near school zones
		B. Add and promote off-street walking, running and hiking trails citywide
		C. Improve on-street bicycle commute and recreation infrastructure by adding lanes, improving buffers and connections, and promoting designated travel routes
	8. Continue to enhance alternative transportation options, services and facilities.	A. Extend public transit hours, routes and services

Environmental Sustainability	Resource Conservation Objectives: Enhance understanding of the importance of natural assets and ecosystem services, Protect and enhance environmental assets (air, land, water and habitat, Foster healthy human and wildlife populations

4. Existing Comprehensive Plan

The City's first Comprehensive Plan adopted in 1972[2] addressed recreation. In 1977 the current Hillsboro Comprehensive Plan was adopted by the City Council[3]. Section 9 – Recreation of the current Hillsboro Comprehensive Plan establishes goals, policies, and implementation measures to guide recreation planning and development.

4.1. Goals

The existing Comprehensive Plan goals for recreation are to design a parks and recreation facilities plan, and provide a recreation program that:

(A) Provide a variety of open spaces, parks, recreation facilities and recreation programs.
(B) Link open spaces, parks, recreation facilities, and school, via a pedestrian and bicycle trail system.
(C) Promote and encourage a physically fit and healthy community.

A fourth goal was deleted in 1986 when the goal was moved to the Policies section. This goal stated: "Provides a variety of recreation opportunities in the planning area that meet the recreation needs of citizens of all ages and physical capabilities." The existing Comprehensive Plan goals for recreation have not been amended since 1986.

4.2. Policies

The existing Comprehensive Plan's three recreation goals are accompanied by twelve policies that have not been amended since 1986[4]. These policies are as follows:

A) The amount of park acreage and the numbers and type of recreation facilities and recreation programs shall increase with the population growth of the planning area.

(B) Recreation facilities and programs shall be designed to meet the recreation needs of citizens of all ages and physical capabilities.

(C) The development of parks, recreation facilities and programs shall be coordinated with other public agencies, including schools, in order to efficiently use public lands and facilities for recreation.

(D) The types and sizes of parks and recreation facilities shall be dispersed in park planning neighborhoods throughout the planning area in proportion to the population of the neighborhood.

(E) Floodplains may be used for park and recreation facilities requiring large areas of land. The development of the parks and recreation facilities shall be

[2] Resolution No. 704-1-72
[3] Ordinance No. 2793-4-77
[4] The one exception was an amendment in 1996 adding Policy (L).

consistent with the provisions of the Floodplain Ordinance and shall avoid wildlife nesting, feeding and mating habitats.

(F) A pathways plan shall be developed to link open spaces, parks, recreation facilities and schools within the planning area.

(G) The donation of land for public parks within new development shall be encouraged.

(H) The creation and preservation of private parks and open spaces within developments shall be encouraged.

(I) Private citizens and groups shall be encouraged to assist in the development and maintenance of the City's parks, recreation facilities, and programs.

(J) Private and public developers shall be required to landscape their developments in order to create a park-like nature in the community.

(K) The preservation of some natural areas will be considered when designing and developing parks.

(L) In Station Community Planning Areas, usable open space shall be provided to mitigate higher overall residential and employment densities and to provide for public and private local parks and recreation opportunities in station communities. Open space requirements shall be identified in implementing districts for each Station Community Planning Area.

4.3. Implementation Measures

The three implementation measures for recreation that have been completed were added to the existing Comprehensive Plan in 1986. These implementation measures involve the City preparing and adopting a Parks Master Plan, a Recreational Facilities Plan, and a Trail System Master Plan. The final implementation measure, added to the Comprehensive Plan in 1996, involves the City preparing and adopting a specific plan for parks and recreation services within Station Community Planning Areas. This specific plan is to define the need for park and recreation facilities and pathways, identify objectives for achieving a parks network, and establish accessibility and design standards for parks within the Station Community Planning Areas.

5. Regulatory Context

5.1. Federal Regulations

Federal regulations apply to park development that encroaches on wetlands or public waters. State and federal agency recreation plans are to be coordinated with local and regional recreational needs and plans.

5.2. Statewide Regulations

Oregon Statewide Planning Goal 8 addresses Recreational Needs[5]. Goal 8 is to satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for

[5] Oregon Administrative Rule 660-015-0000(8).

the siting of necessary recreational facilities including destination resorts[6]. Goal 8 requirements for meeting recreation needs are to be planned for by governmental agencies having responsibility for recreation areas, facilities and opportunities. Planning for recreation areas, facilities, and opportunities are to be coordinated with private enterprise, in appropriate proportions, and in such quantity, quality and location consistent with the availability of the resources to meet such requirements.

Goal 8 also provides a number of guidelines to complete recreation planning though local context is most pertinent to us, and we are engaged with the Hillsboro community directly. Goal 8 guidelines include:

1. An inventory of recreation needs and opportunities in the planning area based on research and analysis of public wants, desires, and available resources;
2. Roles and responsibilities for recreation land use, to meet recreational needs and development standards, should be developed by all agencies in coordination with each other and with the private interests;
3. Long range plans and action programs to meet recreational needs should be developed by each agency responsible for developing comprehensive plans;
4. The planning for lands and resources capable of accommodating multiple uses should include provision for appropriate recreation opportunities;
5. The *State Comprehensive Outdoor Recreation Plan* could be used as a guide when planning, acquiring and developing recreation resources, areas and facilities;
6. When developing recreation plans, energy consequences should be considered, and to the greatest extent possible non-motorized types of recreational activities should be preferred over motorized activities;
7. Planning and provision for recreation facilities and opportunities should give priority to areas, facilities and uses that
   (a) Meet recreational needs requirements for high density population centers,
   (b) Meet recreational needs of persons of limited mobility and finances,
   (c) Meet recreational needs requirements while providing the maximum conservation of energy both in the transportation of persons to the facility or area and in the recreational use itself,
   (d) Minimize environmental deterioration,
   (e) Are available to the public at nominal cost, and
   (f) Meet needs of visitors to the state;
8. Unique areas or resources capable of meeting one or more specific recreational needs requirements should be inventoried and protected or acquired;
9. All state and federal agencies developing recreation plans should allow for review of recreation plans by affected local agencies.
10. Comprehensive plans should be designed to give a high priority to enhancing recreation opportunities on the public waters and shorelands of the state especially on existing and potential state and federal wild and scenic waterways, and Oregon Recreation Trails; and
11. Plans that provide for satisfying the recreation needs of persons in the planning area should consider as a major determinant, the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.

[6] Hillsboro has no destination resorts.

Implementation of recreational plans should take into account various techniques in addition to fee acquisition such as easements, cluster developments, preferential assessments, development rights acquisition, subdivision park land dedication that benefits the subdivision, and similar techniques to meet recreation requirements through tax policies, land leases, and similar programs.

5.3. Metro Regulations

The Metro regional government implements its own recreational needs program apart and separate from city or county programs required under Goal 8 for elements of the publicly owned portion the of the regional system of parks, natural areas, and open spaces. Metro codes guides the recreational needs program for the regional government itself, and do not generally place additional requirements on member municipalities.

The Metro code was adopted in 1983. In 1997, the Urban Growth Management Functional Plan (UGMFP) was codified as Metro code. The UGMFP provides tools to meet goals of the 2040 Growth Concept, Metro's long-range growth management plan for the Portland metropolitan area. Under the Metro charter and state law, cities and counties within Metro's boundaries are required to comply and be consistent with the following urbanization requirements comprising the UGMFP.

The UGMFP's Title 11 requirements involves planning for new urban areas[7]. It is the purpose of Title 11 requirements to guide long-range planning for urban reserves and areas added to the UGB. Prior to inclusion of urban reserve areas into the UGB, required Title 11 Comprehensive Planning includes identifying the general location of parks and trails and their proposed connections to existing facilities. For areas added to the UGB, Comprehensive Plan provisions are to be developed that include the amount of land and improvements needed, if any, for public park facilities sufficient to serve the area added in coordination with affected park providers.

In 1992, the region's voters adopted the Metro regional government charter. This charter gave Metro jurisdiction over matters of regional concern and required adoption of a Regional Framework Plan (RFP). The RFP, adopted in 1997 and subsequently amended, unites all of Metro's adopted land use, transportation, and other regional planning requirements. The RFP integrates elements from the Regional Urban Growth Goals and Objectives, 2040 Growth Concept, Metropolitan Greenspaces Master Plan, and Regional Transportation Plan. Under the Metro charter and state law, cities and counties within Metro's boundaries are required to comply and be consistent with the following urbanization requirements comprising the RFP.

The RFP calls for long-range planning to ensure that areas brought into the UGB are urbanized efficiently and become or contribute to mixed-use, walkable, transit friendly communities. The RFP recognizes that local governments remain responsible for the planning and provision of community and neighborhood parks, local open spaces, natural areas, sports fields, recreational centers, trails, and associated programs within their jurisdictions.

[7] Ordinance No. 99-818A, Sec. 3. Amended by Ordinance No. 02-969B, Sec. ll; and Ordinance No. 10-1238A, Sec. 5; and Ordinance No. 11-1252A, Sec. 1).

6. Other Plans, Programs, or Reports

The need for a Parks Master Plan was first recognized in the City's first Comprehensive Plan adopted in 1972. Goals and policies of the Recreation section of the Hillsboro Comprehensive Plan adopted in 1977 served as a guide for the first Parks Master Plan completed in 1985. Several updates of the Parks & Recreation Master Plan have been completed since, most recently in 2005 and 2010. HP&R continues to update planning documents on a regular basis. Listed below are the multiple HP&R documents either recently adopted by the Hillsboro Parks & Recreation Commission or in the process of being prepared.

6.1. Parks & Trails Master Plan and Natural Resource Analysis

The Parks & Trails Master Plan and Natural Resource Analysis was adopted by the Hillsboro Parks & Recreation Commission in 2010. The goals of this Master Plan are to identify ways to develop existing sites to their greatest potential and best use, to identify remaining opportunities to add park land to the park system, and to look for opportunities to partner with others, including developers, schools, public agencies, and community members, to enhance the City of Hillsboro's parks and recreation system. This Plan also supported the efforts of the department to achieve agency accreditation through CAPRA (Commission for Accreditation of Park and Recreation Agencies). Most importantly, this plan aspires to rally community support for parks and recreation, aiding HP&R's efforts to make Hillsboro a model for providing park services, meeting community needs, and creating an innovative, efficient, interconnected, and diverse park system.

6.2. Community Gardens Master Plan

In 2011, a Community Gardens Master Plan was adopted by the Hillsboro Parks and Recreation Commission. The purpose of this Plan was to establish a framework for the city's commitment to the manageable development and operation of both new and existing community gardens. A framework was identified that provides a clear procedure for the establishment of new gardens, outlines partnership and resource needs and opportunities, and provides a rationale for decision making that ensures consistency in the delivery of positive community garden services into the future.

6.3. Indoor Recreation Facilities Master Plan

In 2013, an Indoor Recreation Facilities Master Plan was adopted by the Hillsboro Parks and Recreation Commission. This Plan states that Hillsboro is currently underserved by community recreation centers. The Plan recommends a long-range vision for two new large comprehensive facilities at 53rd Avenue Park and in South Hillsboro as well as a new more specialized and smaller facility to be located in AmberGlen. Additionally, the plan recommends various degrees of remodel and additions to the SHARC, Community Senior Center, Walters Cultural Arts Center and the Jackson Bottom Education Center.

6.4. Hillsboro Trails System Master Plan

The City currently addresses off-street trails and paths in both the Hillsboro Parks and Recreation Plan and through the Transportation System Plan (TSP). The Hillsboro Trails System Master Plan to be completed in 2015 is intended to respond to community needs for connectivity, livability, healthy recreation and active transportation. This Master Plan will identify Hillsboro's vision for a thriving network of off-street trails and paths and their connection with parks, other key destinations, and on-street bicycle and pedestrian facilities. In addition to identifying an interconnected trail and pathway system, this Master Plan will guide the location and extents,

categories, and development guidelines for various types of trails, and assess funding strategies and priorities.

6.5. Rock Creek Trail Alignment Study

The Rock Creek Regional Trail, a multi-use pathway for bicyclists and pedestrians, currently runs about 2-miles in length within the city, with potential for future extension to more than 8 miles when complete. The Rock Creek Trail Alignment Study underway will show a recommended alignment for future extensions of the Rock Creek Trail with Hillsboro. Portions of the trail will include on-street connections that link separated pathways.

6.6. Transportation System Plan

The Transportation System Plan (TSP), last updated in 2004, provides specific information regarding transportation needs to guide future transportation investment in the City and to determine how land use and transportation decisions can be coordinated beneficially for the City. The TSP planning objective is to achieve optimal efficiency for each travel mode (motor vehicle, pedestrian, bicycle, transit) within Hillsboro. All multi-use trail projects, which consist of off-street facilities, were included on the TSP's Bicycle Master Plan project list as they supplement the bikeway network by providing additional connectivity to key destinations and recreational opportunities. Responding to a TSP goal of supporting multi-modal travel, a TSP policy involves linking the regional trails network to Hillsboro's bicycle and pedestrian systems. A TSP update is underway and multiple elements will be integrated with the Comprehensive Plan update.

7. Emerging Issues, Challenges, and Trends

The City faces multiple issues and challenges around recreation. This section examines these issues and challenges, and also explores some emerging trends and opportunities that the City could leverage to improve the provision of recreation services to the community.

7.1. Issues & Challenges

- In the current regulations, private recreation opportunities must be built to City standards and they are only allowed under very specific conditions. Prior to the recent Community Development Code amendments private recreation opportunities were allowed and were developed frequently. However, with no real maintenance plan some of the areas are in need of repair and on-going maintenance. As a result HP&R is sometimes asked to take over the care of the private facilities although there is a cost and time commitment to doing so.

- According to the Indoor Facilities Master Plan, the City has fallen behind the national average in providing indoor recreation facilities for a city of Hillsboro's size.

- Though scholarships and discounts are offered for access to recreation opportunities, these are not available for all interested persons of limited finances.

- Off-street trails and paths not interconnecting with on-street facilities including bike lanes and sidewalks to connect recreation facilities with schools, housing, and employment.

- New housing development often has smaller yard sizes for gardening and general outdoor activities, resulting in greater demands for public and shared spaces.

- Financing the capital repair and maintenance for existing parks and recreation facilities.

- Lack of available land and high development costs for park and recreation facilities overall, particularly in new higher-density areas, are a serious challenge.

- Parks and recreation facilities plans and their goals, policies, and actions are less binding with the development community because they are not referenced in the Comprehensive Plan.

- Designing landscapes and buildings for climate change which will result in higher temperatures, more adverse weather conditions, and water resource shortages in our region.

7.2. Emerging Trends & Opportunities

In addition to the challenges listed above, examining emerging best practices and opportunities can help to identify areas to focus on when crafting goals and policies. Some examples are discussed below.

- *New Major Facilities*
  Demand for new multi-generational recreation facilities.

- *Community Garden Facilities*
  Gardening is not just recreational, it is also a food resource for many people. Many seek to grow their own produce to ensure their food is free of pesticides and genetic modifications. Others enjoy growing surplus produce to share, including donations to local food banks. Community gardens offer affordable, low cost family recreation that stretches family budgets and provides a connection to nature while ensuring fresh, healthy food. Nationwide, interest in gardening continues to gain in popularity; even the White House has a garden plot.

- *Environmentally Responsible Landscape Practices*
  A growing awareness that pursuing sustainable landscape development, operation, and maintenance saves money by finding ways to create and maintain healthy landscapes while reducing energy, water, and chemical use, and supporting a wide variety of beneficial species. Environmentally responsible landscape practices demonstrate a commitment to protecting the environment and the public health of both workers and visitors by eliminating, reducing, and controlling wastes.

- *Waterway Recreation*
  Interest in expanding recreation opportunities along waterways, such as the Tualatin River, to promote health, education, and community wellness.

- *Co-Locating Recreation and Schools*
  The co-location of recreation opportunities on or directly connected to school sites is more commonly being pursued in new development and redevelopment areas. Such co-location is more walkable for children, improves safety, reduces the need to drive between these facilities, and uses land and other resources more efficiently.

7.3. Inter-Relationship with other Comprehensive Plan Sections

An inter-relationship exists between multiple Comprehensive Plan sections. An updated Comprehensive Plan could reflect other section's policies in the Recreation section. For example, a prospective policy in the Energy & Climate Change section could be added to the Recreation section regarding new recreation facilities. Another example is that a prospective policy in the Transportation section could be added to the Recreation section regarding improving roadway pedestrian and bicycle pathways (and not just trail pathways) to connect recreation opportunities with schools and housing.

8. Goal/Policy Questions to Consider

There are a number of policy questions that need to be considered to expand the Recreation section. These questions are listed below.

- Is the approach that private and public developers be required to landscape their developments in order to create a park-like nature in the community still relevant?
- Should the city facilitate private sector development and maintenance of streetscape areas in the public right-of-way for passive recreation?
- How should the city prioritize on-street active transportation connectivity linking the community to recreation opportunities?

9. Recommended Comprehensive Plan Updates

See the draft Recreation Goals and Policies for the full list of recommended Comprehensive Plan Updates. See below for policies proposed to be added to Recreation that are not currently captured in this Comprehensive Plan section.

- Plan, develop, and enhance recreation opportunities to meet the needs of community members of all cultures and incomes, rather than just community members of all ages and abilities.
- Increase recreation opportunities consistent with the city's population growth while maintaining a balance between active and passive recreation, and valued community gathering spaces.
- Promote health, education, and community wellness through expanded recreation opportunities.
- Continue to revise and update recreation plans and programs in response to changing conditions and emerging trends to ensure that the needs of a growing community and diverse population are met.
- Utilize transit to improve connections to recreation opportunities and fill gaps between them.
- Pursue the expansion of greenways, trails, and waterway recreation through and around the city to serve both as recreation resources and viable transportation alternatives. As new development, redevelopment, or other opportunities occur, pursue the creation of public access easements.

- Incorporate public safety measures in the planning, design, and management of greenways, open space, and trails.

- Incorporate the preservation and restoration of wetland, riparian, and upland wildlife habitats to safeguard sensitive environmental areas and wildlife corridors when designing and developing recreation opportunities.

- Integrate the development, operation, and maintenance of outdoor recreation opportunities to reduce energy, water, and chemical use, and support a wide variety of species.

- Advance new development's and redevelopment's payment-in-lieu of provision of public open space for the expansion of public recreation opportunities.

- Require that developer-built recreation opportunities are constructed to city standards.

- Facilitate private sector development and maintenance of streetscape areas in the public right-of-way for recreation.

- Optimize funding for land acquisition and recreation development, and pursue creative and flexible funding strategies for the operations and maintenance of existing and new recreation resources.

- Adopt additional funding methodologies, as needed, to ensure that new development and redevelopment adequately funds the expansion of recreation opportunities.

In addition, the following policy language is recommended to be removed from the Comprehensive Plan's Recreation section based on current policy direction:

- The creation and preservation of private parks and open spaces within developments shall be encouraged.

- Private and public developers shall be required to landscape their developments in order to create a park-like nature in the community.

Recreation

Goals and Policies DRAFT – November 20, 2015

Review History

Date	Reviewed By
7.1.2015	Internal Committee – *Comments Incorporated*
9.15.2015	Internal Committee – *Comments Incorporated*
10.12.2015	Internal Committee – *Comments Incorporated*
10.27.2015	Parks and Recreation Commission – *Comments Incorporated*

Goal 1 Plan, develop, and enhance recreation opportunities to meet the needs of community members of all ages, abilities, cultures, and incomes.

Policy 1.1 Increase recreation opportunities consistent with the city's population growth while maintaining a balance between active and passive recreation, and valued community gathering spaces.

Policy 1.2 Strive to disperse the types and sizes of recreation opportunities throughout the city in proportion to the population of the area.

Policy 1.3 Promote health, education, and community wellness through expanded recreation opportunities.

Policy 1.4 Coordinate with School Districts in the acquisition, development, and maintenance of combined park and school sites wherever desired, feasible, and mutually agreeable to both parties.

Policy 1.5 Coordinate recreation planning, development, and maintenance with other public agencies, the private sector, organizations, property owners, and residents.

Policy 1.6 Continue to revise and update recreation plans and programs in response to changing conditions and emerging trends to ensure that the needs of a growing community and diverse population are met.

Goal 2 Create a citywide network of safe, interconnected recreation opportunities.

Policy 2.1 Improve on-street active transportation connectivity linking the community to recreation opportunities.

Policy 2.2 Utilize transit to improve connections to recreation opportunities and fill gaps between them.

Policy 2.3 Pursue the expansion of greenways, trails, and waterway recreation through and around the city to serve both as recreation resources and viable transportation alternatives. As new development, redevelopment, or other opportunities occur, pursue the creation of public access easements.

Policy 2.4 Incorporate public safety measures in the planning, design, and management of greenways, open space, and trails.

Goal 3 Strive for recreation opportunities that preserve and promote ecological health.

Policy 3.1 Incorporate the preservation and restoration of wetland, riparian, and upland wildlife habitats to safeguard sensitive environmental areas and wildlife corridors when designing and developing recreation opportunities.

Policy 3.2 Integrate the development, operation, and maintenance of outdoor recreation opportunities to reduce energy, water, and chemical use, and support a wide variety of species.

Goal 4 Optimize funding for land acquisition, recreation development, operations, and maintenance.

Policy 4.1 Pursue new development's and redevelopment's dedication of land, or a payment-in-lieu of provision of public open space, for the expansion of public recreation opportunities.

Policy 4.2 Require that developer-built recreation opportunities are constructed to city standards.

Policy 4.3 Facilitate private sector development and maintenance of streetscape areas in the public right-of-way for recreation.

Policy 4.4 Adopt additional funding methodologies, as needed, to ensure that new development and redevelopment adequately funds the expansion of recreation opportunities.

Policy 4.5 Pursue creative and flexible funding strategies for the operations and maintenance of existing and new recreation resources.

Section 9. Recreation.

(Amended by Ord. No. 3630/6-86.)

(I) **Goal**. To design a parks and recreation facilities plan and provide a recreation program that:

(A) Provides a variety of open spaces, parks, recreation facilities and recreation programs.

(B) Links open spaces, parks, recreation facilities, and school, via a pedestrian and bicycle trail system.

(C) Promotes and encourages a physically fit and healthy community.

(D) (Deleted by Ord. No. 3630/6-86.)

(II) **Policies**.

(A) The amount of park acreage and the numbers and type of recreation facilities and recreation programs shall increase with the population growth of the planning area.

(B) Recreation facilities and programs shall be designed to meet the recreation needs of citizens of all ages and physical capabilities.

(C) The development of parks, recreation facilities and programs shall be coordinated with other public agencies, including schools, in order to efficiently use public lands and facilities for recreation.

(D) The types and sizes of parks and recreation facilities shall be dispersed in park planning neighborhoods throughout the planning area in proportion to the population of the neighborhood.

(E) Floodplains may be used for park and recreation facilities requiring large areas of land. The development of the parks and recreation facilities shall be consistent with the provisions of the Floodplain Ordinance and shall avoid wildlife nesting, feeding and mating habitats.

(F) A pathways plan shall be developed to link open spaces, parks, recreation facilities and schools within the planning area.

(G) The donation of land for public parks within new development shall be encouraged.

(H) The creation and preservation of private parks and open spaces within developments shall be encouraged.

(I) Private citizens and groups shall be encouraged to assist in the development and maintenance of the City's parks, recreation facilities, and programs.

(J) Private and public developers shall be required to landscape their developments in order to create a park-like nature in the community.

(K) The preservation of some natural areas will be considered when designing and developing parks.

(L) In Station Community Planning Areas, usable open space shall be provided to mitigate higher overall residential and employment densities and to provide for public and private local parks and recreation opportunities in station communities. Open space requirements shall be identified in implementing districts for each Station Community Planning Area. (Added by Ord. No. 4454/8-96.)

(Subsections (A) through (K) Amended by Ord. No. 3630/6-86.) (Subsections (L) through (U) Deleted by Ord. No. 3630/6-86.)

(III) Implementation Measures. (Added by Ord. No. 3130/6-80.)

(1) The City shall prepare and adopt a Parks Master Plan, based on the relevant goals and policies contained in the Hillsboro Comprehensive Plan. The Parks Master Plan shall establish park standards and definitions, define the need for park land, and set forth objectives for achieving the park needs of the planning area. (Added by Ord. No. 3130/6-80 and Amended by Ord. No. 3630/6-86.)

(2) The City shall prepare and adopt a Recreational Facilities Plan, based on the relevant goals and policies contained in the Hillsboro Comprehensive Plan. The Recreational Facilities Plan shall define the need for various types of physical facilities necessary to provide opportunities for residents of Hillsboro, establish facility standards and definitions, and set forth objectives for achieving the recreational needs of the planning area. (Added by Ord. No. 3130/6-80 and Amended by Ord. No. 3630/6-86.)

(3) The City shall prepare and adopt a Pathways Plan, based on the relevant goal and policies contained in the Hillsboro Comprehensive Plan. The Pathways Plan shall define the need for pathways, evaluate the resources available for pathways, establish pathway standards and definitions and set forth objectives for achieving a pathways network in

the planning area. (Added by Ord. No. 3130/6-80 and Amended by Ord. No. 3630/6-86.)

(4) The City shall prepare and adopt a specific plan for parks and recreation services within Station Community Planning Areas. The specific plan shall define the need for park and recreation facilities and pathways; set forth objectives for achieving a parks network; and establish accessibility and design standards for parks within the Station Community Planning Areas. (Added by Ord. No. 4454/8-96.)

Access to Local Food

Background Report 2nd DRAFT

Review History

Date	Reviewed By
12.1.2015	Internal Staff Review, including Parks – *Comments Incorporated*

1. Introduction

Local food is connecting food producers and food consumers in the same geographic region in order to improve the health of individuals, the local economy, environment, and increase resiliency in a particular place. Until recently, access to food was not considered as part of local planning and zoning in cities. However, the health and planning fields are now working together to show the importance of access to local foods and the impacts it has on health.

Hillsboro is a diverse and growing community with an expanding population, increasingly dense development, and shrinking yard sizes. With current economic conditions and a rapidly growing interest in sustainability and gardening for food, the Hillsboro community has expressed an interest in greater access to local food. Oregon and southern Washington have an abundance of fertile valleys for growing food to supply those in nearby urban areas. Many urbanites also seek to grow food on their own property or in community gardens. Gardening is an affordable, low-cost family recreation that stretches family budgets and provides a connection to nature while ensuring fresh, healthy food. Locally produced food has a smaller carbon footprint than food grown elsewhere and trucked from far distances. Local foods are consumed sooner after picking, retaining more of their nutritional value and making people healthier. Healthy food in schools is a critical step in learning lifelong food habits.

This Access to Local Food background report is one of a series of papers identifying recommended policy questions and updates to the Hillsboro Comprehensive Plan. The intent of this report is to examine the City's efforts as they relate to land use and transportation planning, and evaluate these efforts against relevant policies, goals, and regulations as well as emerging issues and trends. The outcome of this report is a series of policy questions and recommendations to inform the update of the Promoting Health, Wellness and Safety section of the City's new Comprehensive Plan. This background report was prepared by City of Hillsboro Planning staff, and will be refined and reviewed through a process including a Citizen Advisory Committee, the Planning Commission, and City Council.

2. Background

Hillsboro has a deep history as an agricultural hub in Washington County. For as long as history has been recorded the area has been reaping generous crops from rich soil. The arrival of the railroad in the early 1870's was great catalyst for the city. Farmers could export their crops, and farm and forest businesses developed near the rail line south of town.

Hillsboro continued to grow throughout the 20th Century to its current population of over 95,000 people. During this growth the City transitioned from a farming community to a full-service city. As Hillsboro has grown eastward over the past several decades, little farmland remains. Yet there is an

abundance of agricultural land not far beyond much of the city limits, largely due the region's Urban Growth Boundary. Other than accessing local food in select supermarkets around the city, Hillsboro residents can grow food in their yard or a community garden, purchase local food directly from nearby farms, shop at one of the city's multiple Farmers' Markets, and/or purchase a Community Supported Agriculture share.

2.1. Urban Agriculture

Urban agriculture is the practice of cultivating, processing, and distributing food in or around a village, town or city. Urban agriculture can also involve animal husbandry, aquaculture, agroforestry, urban beekeeping, and horticulture. Common in private yard spaces within residential neighborhoods, urban agriculture is more frequently seen where there is available land on private property and occasionally on public property.

A popular form of urban agriculture, community gardens are spaces containing multiple garden plots that are rented to people for the purpose of gardening. Each gardener is responsible for his/her own plot, agrees to abide by garden rules and policies, and helps maintain common areas such as pathways. Produce raised is the property of the individual gardener. Community gardens provide multiple benefits including nutritious, affordable, flavorful food that reduces family food budgets, opportunities for recreation, exercise, therapy, and education, inter-generational and cross-cultural connections, and connections to the environment and sustainability. Community gardeners donate large quantities of produce to local food banks and mercy operations.

Hillsboro's first community garden was created in the mid-1970's at the Washington County Fairgrounds. A few years later, these gardens were closed when the site was developed for another purpose. Over the years, community gardens were considered at other locations, but the right site was never found. In 2000, the development of community gardens was listed as a community goal in the Hillsboro 2020 Vision and Action Plan. Calvary Lutheran Church responded to the plan offering a quarter acre site on their property if the city partnered in its development and administration. In 2006, a community garden with 32 plots opened at Calvary. In another partnership, a large area on Sonrise Church property was developed for community gardens during 2009 and 2010, creating 84 plots. The Orenco community garden site at the Orenco Presbyterian Church opened in 2011, with a total of 50 plots. The David Hill community garden, located on the Hillsboro School District's Miller Education Center West property, opened in 2013, with a total of 50 plots.

The Hillsboro Parks and Recreation Community Garden Program consists of the four organic, pesticide-free gardens mentioned above which combined host over 200 community gardeners cultivating a total of nearly two acres of organic food production. As the administering agency, Hillsboro Parks and Recreation develops agreements with the property owners, constructs the gardens and related infrastructure, allocates plots and collects fees, establishes rules and policies, and ensures that rules and policies are followed for these gardens on non-City owned sites. Gardeners are expected to participate in the overall administration of the gardens to help ensure smooth operations. Volunteer garden managers act as a liaison between the gardeners and the Hillsboro Parks and Recreation. Outside of the City administered Community Garden Program, the Intel Jones Farm

campus developed community gardens for their employees in 2010 and several other local churches operate their own programs.

2.2. Local Farms

Multiple farms are located within 5 miles of Hillsboro. These farms provide opportunities to pick your own or purchase berries, apples, peaches, pears, and vegetables. Many other food products ranging from eggs to nuts are also available at these nearby farms.

2.3. Farmers' Markets

A Farmers' Markets is a food market at which local farmers sell fruit and vegetables and often meat, cheese, and bakery products directly to consumers. Hillsboro Farmers' Markets, Inc., an Oregon non-profit, runs four of city's five Farmers' Markets. The mission of Hillsboro Farmers' Markets, Inc. is to "support farmers, artisans and other family-owned business entrepreneurs and educates consumers on farm practices, sustainability, and the nutritional and economic value of buying locally." Funded through vendor fees, the generous support of market sponsors and invaluable hours of volunteer time, Hillsboro Farmers' Market, Inc. receives no regular city, state or federal funding although the City of Hillsboro has provided small sponsorships to demonstrate support.

Established in 1982, the downtown Hillsboro Saturday Farmers' Market is one of the longest running Farmers' Markets in the Northwest. Open from May through October, this market hosts over 100 vendors and 8,000 shoppers. In 2001, Hillsboro Farmers' Market, Inc. and Orenco Station retailers joined to host the Sunday Farmers' Market at Orenco Station. The market runs from May through October and has approximately 65 vendors and 6,000 shoppers. There are two additional, smaller markets run by the Hillsboro Farmers' Markets, Inc. in partnership with two hospitals. The Tuality Hospital Farmers' Market has been in operation since 2008 and is open in July and August. The Kaiser Hospital Farmers' Market beside the Westside Medical Center has been operating since 2013 and is open from June through August. The Hillsboro Tuesday Night Market, not affiliated with the Hillsboro Farmers' Markets, Inc., offers a variety of fresh produce from mid-June through the beginning of September in downtown Hillsboro.

2.4. Community Supported Agriculture

Community Supported Agriculture (CSA) has become a popular way for consumers to buy local, seasonal food directly from a farmer. A farmer offers a certain number of "shares" to the public. Typically the share consists of a box of vegetables, but other farm products may be included. Interested consumers purchase a share (aka a "membership" or a "subscription") and in return receive a box (bag, basket) of seasonal produce each week throughout the farming season. Advantages for farmers include getting to spend time marketing the food early in the year before their 16 hour days in the field begin, receiving payment early in the season which helps with the farm's cash flow, and having an opportunity to get to know the people who eat the food they grow. Advantages for consumers include eating just-picked food with all the flavor and vitamin benefits, getting exposed to new vegetables and new ways of cooking, developing a relationship with the farmers who grow their food, and learning more about how food is grown. Hillsboro residents have access to several CSA programs provided by local farms with pick-up sites within the city or a home delivery option.

Not all CSA producers offer delivery straight to subscribers' homes. CSA producers sometimes distribute food at set locations where subscribers can come to pick up their food and/or return used

boxes or containers. These distribution points can be located at major employment centers or in other areas in the community convenient to subscribers.

3. Hillsboro 2020 and Hillsboro 2035

3.1. Hillsboro 2020 Vision and Action Plan

The City began its visioning project, called Hillsboro 2020, in 1997. The Hillsboro Vision and Action Committee reached out to more than 1,500 citizens to create a common vision for the City, along with strategies and actions to implement this vision. The resulting Vision Action Plan was adopted by City Council in 2000, and subsequently updated in 2005 and 2010. The Hillsboro 2020 Vision and Action Plan was organized into a series of focus areas, strategies, and actions. The actions most related to access to local food are listed below, with a brief summary for each action.

Focus Area	Action	Summary
Strengthening and Sustaining Community	6.8	Determine the feasibility of expanding the size and duration of local farmers markets.
Enhancing Neighborhoods and Districts	17.5	Identify site(s) for and develop city-wide community garden(s), to be maintained by community residents.
Preserving the Environment	28.2	Facilitate links between producers and consumers to support the local economy and minimize the carbon footprint.
	28.3	Create a public outreach program to raise sustainability awareness and promote environmentally-responsible processes, products and programs.
	28.5	Use peer-based outreach to promote the use of sustainable products and processes in our business community.

3.2. Hillsboro 2035 Community Plan

In 2015 the City updated its vision in the Hillsboro 2035 Community Plan. The Hillsboro 2035 Community Plan identifies multiple initiatives directly and indirectly related to access to local food.

Focus Area	Initiative	Action
Health, Wellness and Safety	1. Promote community wellness through expanded services, information, and access to healthy food and activities.	A. Facilitate access to fresh, healthy food at farmers' markets, co-ops, restaurants, clinics and other neighborhood locations.
		B. Expand the number and geographic availability of community gardens.
		C. Conduct an education campaign to promote healthy eating and fitness.

		E. Expand wellness initiatives in schools, and incorporate fresh local food in lunches.
Education and Community Involvement	Initiative 4: Expand efforts to make Hillsboro a welcoming home to all people.	B. Host art and food-based community events, including events on the eastside of Hillsboro, to bring people together.
Economy and Infrastructure	Initiative 2: Encourage and support the growth of emerging industries, small business and the spirit of entrepreneurship.	D. Develop a food innovation center with commercial kitchen incubator space.
Livability and Recreation	Initiative 3: Expand Hillsboro's inventory of community events, festivals and family activities citywide.	A. Extend seasonal access to farmers markets with a focus on exploring year-round and indoor options.

4. Existing Comprehensive Plan

The City's first Comprehensive Plan adopted in 1972[1] and the current Hillsboro Comprehensive Plan adopted by the City Council[2] in 1977 makes no reference to food access. Like the Comprehensive Plan, the Community Development Code does not specifically reference many food uses and activities beyond those typically related to private gardening. This has been interpreted to mean that a resident may use his or her property to garden (including produce, orchards, and bees), but it also may be interpreted to allow for a community garden. School gardens, whether for teaching or consumption purposes, could be allowed as accessory uses on school sites (which are zoned Public Functions).

The Comprehensive Plan's more recently added sections include language on access to local food. For example, the Downtown Framework Plan section includes a policy to create a model for environmentally sustainable efforts in the downtown community with an implementation action to support a community garden program by identifying available sites, either non-profit or public, and suggests including maintenance by residents of the neighborhood as a means to provide gathering spaces and promote local food production and networks. Similarly the Hillsboro AmberGlen Community Plan section includes a goal to create a model for environmentally sustainable community development with an associated policy to identify opportunities to integrate private development with public infrastructure and open space to maximize efficiencies related to stormwater management, irrigation, energy production, bio-waste, and local food production. An AmberGlen Community Plan action is to investigate the feasibility for local food distribution and community gardens in the plan area focusing on food quality, creation of gathering places and a shared civic identity, support for the local economy, and marketing to local restaurants.

[1] Resolution No. 704-1-72
[2] Ordinance No. 2793-4-77

5. Regulatory Context

5.1. Statewide Planning Goals

The statewide planning goals do not specifically reference access to local food. Agricultural uses are seen as rural and separate from "urban" land uses, which are defined as any use inside the Urban Growth Boundary. Nonetheless, many of the statewide planning goals do speak to livable, healthy communities and economies in which local food systems (production, distribution, processing, sales, and consumption) play a part.

5.2. Metro Regulations

Metro currently has few policies and plans that address urban food. They do have programs that address food waste as part of the region's recycling goals and have expressed interest in supporting the regional foodshed economy. A food shed is generally defined as "the area of land and waters within a region from which food is produced in order to deliver nutrition to a population base." However, there are no policies or plans that directly address access to local food.

5.3. Washington County

Washington County does not appear to have a plan (other than the regulations outlined in the community development code) directly related to access to local food. Senate Bill 960 which was passed in 2011 allows for additional "agritourism" uses on exclusive farm use and agricultural forestry districts. Washington County did publish a paper on the topic in February of 2014, however it is not clear if the county moved forward with adopting new regulations.

6. Other Plans, Programs, or Reports Regulatory Context

6.1. Community Gardens Master Plan

In 2011, a Community Gardens Master Plan was adopted by the Hillsboro Parks and Recreation Commission. The purpose of this Plan was to establish a framework for the city's commitment to the manageable development and operation of both new and existing community gardens. A framework was identified that provides a clear procedure for the establishment of new gardens, outlines partnership and resource needs and opportunities, and provides a rationale for decision making that ensures consistency in the delivery of positive community garden services into the future. The Community Garden Master Plan has provided a useful framework, but is in need of an update to reflect new policies, prices, and development goals.

7. Emerging Issues, Challenges, and Trends

The City faces issues and challenges around providing access to local foods. This section examines these issues, and also explores some emerging trends and opportunities that the City could leverage to improve its overall work involving access to local foods.

7.1. Issues and Challenges

- The cost of fresh produce continues to increase.

- Food deserts are located throughout the city and gaps in the active transportation network reduce access to local food.

- In higher density neighborhoods there are insufficient existing community garden plots to meet demand, and lack of urban agriculture opportunities being considered on public and private lands.

- Lack of urban agriculture created as part of new development's open space requirements.

- Cultural, income, age, and ability barriers for Hillsboro residents wanting to access local food at farmers' markets and other marketplaces offering locally-grown food.

7.2. Emerging Trends and Opportunities

In addition to the challenges listed above, looking at emerging best practices and opportunities can help to identify areas to focus on when crafting goals and policies. Some examples are discussed below.

- Growing popularity of locally-grown food and urban agriculture.

- Growing awareness that local food purchases keep more money in the local economy, and increase economic prosperity and employment opportunities.

- Growing awareness that locally-grown food, as compared to food products transported great distances is more nutritious and has a reduced greenhouse gas footprint.

- Urban agriculture improves community resiliency in the face of natural disasters.

- Developers including some form of food production—a farm, community garden, orchard, livestock operation, edible park—in planning a new neighborhood attract new buyers, increase values, and help build community.

8. Goal/Policy Questions to Consider

Several questions need to be considered to inform the Access to Local Food draft goals and policies. These questions are listed below.

- Should there be City support to ensure that marketplaces offering locally-grown food are found within walking distance in all city districts and neighborhoods?

- Should there be City support to expand the development and administration of urban agriculture throughout the City on private and publicly-owned land?

- Should there be City support for developers to expand urban agriculture as part of new development?

9. Recommended Comprehensive Plan Updates

Based on the issues outlined in this report, the Access to Local Food section should include the following to advance the health of individuals, the local economy, environment, and increase the city's resiliency:

- Improve access to locally-grown food for community members of all ages, abilities, cultures, and incomes.
    - Facilitate the interim use of vacant and underdeveloped public and private parcels throughout the city for urban agriculture.
    - Pursue opportunities for new development and re-development to expand urban agriculture.
    - Ensure that marketplaces offering locally-grown food can be located throughout the city.
    - Improve active transportation connections to urban agriculture and marketplaces offering locally-grown food.
    - Coordinate the expansion of access to local food with other public agencies, the private sector, organizations, property owners, and residents.

Access to Local Food

Goals and Policies DRAFT – December 3, 2015

Goal 1 Improve access to healthy, locally-grown food for community members of all ages, abilities, cultures, and incomes.

Policy 1.1 Coordinate with public agencies, the private sector, organizations, property owners, and residents to expand access to local food.

Policy 1.2 Retain and expand farmers markets to encourage community building, support local agriculture and foster economic development.

Policy 1.3 Ensure that farmers markets and local food outlets can be located throughout the city.

Policy 1.4 Support the co-location of farmers markets and local food production uses with new or existing public facilities, parks, schools, and other community gathering places.

Policy 1.5 Accommodate itinerant or periodic uses related to local food production and distribution, such as sites for Community Supported Agriculture pick-up.

Policy 1.6 Integrate opportunities for urban agriculture into new development, re-development, and existing residential development, particularly mixed-use and multi-family.

Policy 1.7 Facilitate the interim use of vacant and underutilized public and private parcels throughout the city for community member initiated and managed urban agriculture, where appropriate.

Policy 1.8 Improve multi-modal transportation options to urban agriculture and marketplaces offering locally-grown food.

Define:
Community Supported Agriculture
Local Food Production
Locally-Grown Food
Multi-Modal Transportation Options
Urban Agriculture