



DATE: January 18, 2012

TO: Honorable Mayor and City Councilmembers

FROM: Neighborhood Services Department

SUBJECT: **APPROVAL OF A COMMUNITY HEALTH COMPONENT FOR THE CROWN HEIGHTS / EASTSIDE NEIGHBORHOOD REVITALIZATION STRATEGY AREA PLAN**

SYNOPSIS

Staff recommends that the City Council approve a Community Health Component for the Crown Heights / Eastside Neighborhood Revitalization Strategy Area Plan.

BACKGROUND

The U.S. Department of Housing and Urban Development (HUD) encourages Community Development Block Grant (CDBG) entitlement grantees to develop comprehensive neighborhood revitalization strategies. The Department seeks to stimulate the development of revitalization strategies by offering certain incentives for entitlement cities, including some greater freedom in the use of CDBG funds.

In March 2004, the City Council approved a Neighborhood Revitalization Strategy Area (NRSA) Plan for the Crown Heights neighborhood as part of an application for federal Economic Development Initiative (EDI) and Neighborhood Initiative (NI) funding. This plan was limited only to the Crown Heights neighborhood. The two grants funded substantial infrastructure improvements in the neighborhood but did not address the social and public safety issues included in the plan.

In 2007, the Neighborhood Services Department contracted with Community HousingWorks (CHW) to update the 2004 Crown Heights NRSA Plan toward submitting the Plan to HUD for approval. Community HousingWorks had served as the consultant for development and implementation of the Calle Montecito NRSA Plan. CHW's initial discussions with residents, representatives from social service agencies that are active in the Crown Heights neighborhood, and City staff made both CHW and the City aware that enlarging the proposed NRSA to include the parks and recreation corridor stretching from Joe Balderrama Park to Crown Heights would enhance the various components in the plan.

The City Council approved the revised Crown Heights / Eastside NRSA Plan in February 2010 and the City submitted the Plan to the HUD Los Angeles Field Office for review. HUD approved the Plan to begin on July 1, 2010, as part of the 2010-2015 Consolidated Plan for Housing and Community Development; the City has since worked with residents and partner nonprofit agencies to implement strategies and activities of the Plan.

In May 2010, the City applied to the San Diego Association of Governments (SANDAG) and was awarded a \$50,000 Communities Putting Prevention to Work (CPPW) grant, known locally as Healthy WorksSM, under the Active Communities Transportation Grant (ACTG) Program. The program objectives for the ACTG Program are to promote pedestrian- and bicycle-friendly communities. The goal of the City's project funded by this grant is to update the Crown Heights / Eastside Neighborhood Revitalization Strategy Area Plan (NRSA) with public health objectives including activities to improve walkability and pedestrian safety so that children from the very low-income Crown Heights neighborhood of Oceanside can walk or bicycle to school and recreation areas safely.

Healthy WorksSM is a countywide initiative making systems and environmental changes promoting wellness and addressing the nationwide obesity epidemic. The program is administered by the County of San Diego Health and Human Services Agency (HHS) and is funded by the American Recovery and Reinvestment Act (ARRA) of 2009. The Healthy WorksSM Program includes the University of California - San Diego, SANDAG, San Diego County Office of Education, Community Health Improvement Partners, and San Diego State University, along with numerous community-based partners. The project is part of the County's "Live Well, San Diego! Building Better Health" initiative, a 10-year vision for healthy communities in the County.

ANALYSIS

In May 2010, the City applied to the San Diego Association of Governments (SANDAG) and received a \$50,000 Communities Putting Prevention to Work (CPPW) grant under the Active Communities Transportation Grant (ACTG) Program. The program objectives for the ACTG Program are to promote pedestrian- and bicycle-friendly communities. The goal of the City's project funded by this grant is to "update the Crown Heights / Eastside Neighborhood Revitalization Strategy Area Plan with public health objectives including activities to improve walkability and pedestrian safety so that children from the very low-income Crown Heights neighborhood and low-income Eastside neighborhood can walk or bicycle to school and recreation areas safely."

The City contracted with Community HousingWorks and Vista Community Clinic for assistance in developing a Community Health Component for the Crown Heights / Eastside NRSA Plan. The team used surveys of residents, discussion with nonprofit agencies active in the neighborhoods, City transportation engineers, County HHS staff and other stakeholders to identify primary issues that restrict safe walking and riding bicycles in the NRSA neighborhoods. Among the primary issues identified were:

- Traffic safety, especially at particular intersections;
- Traffic problems before and after school at Laurel Elementary School; and
- Youth gang members accosting children and youth walking to and from school.

The City and its project partners took information gathered from surveys and other sources, including the City's Pedestrian Master Plan and the Bicycle Master Plan, both approved by the City Council, and developed a draft Community Health Component for the Crown Heights / Eastside NRSA Plan. The goal of the project is to increase daily physical activity and thus reduce obesity and the early onset of chronic diseases. Objectives, strategies and activities in the draft Community Health Component are designed to:

- Promote increased walking and bicycle riding by residents and particularly children and youth in the neighborhoods by ensuring that they can do so safely through programs such as the "walking school bus";
- Promote increased recreational activity by residents at Joe Balderrama Park, Ron Ortega Recreational Park, and the Oceanside Boys and Girls Club;
- Improve safety for seniors driving or walking to the Country Club Senior Center;
- Promote increased consumption of fresh fruits and vegetables in partnership with the markets that serve the neighborhoods.

The team will bring the Community Health Component to the Housing Commission and Parks and Recreation Commission for further discussion.

FISCAL IMPACT

The project is for planning only and has been entirely financed by a grant from the San Diego Association of Governments. The grant required a match of one-sixth of the total project cost, not to exceed \$10,000, and has been provided by City staff time committed to the project. The matching staff time was funded by federal Community Development Block Grant funds and did not involve any General Fund support. Any proposed implementation activities or projects that require funding will be brought to the City Council with identified funding sources.

COMMISSION OR COMMITTEE REPORT

The draft Community Health Component was taken to the Parks and Recreation Commission on January 12, 2012, and will be taken to the Housing Commission on January 24, 2012. These commissions will consider and make recommendations to the City Council regarding further development and implementation of projects and activities included in the Community Health Component.

CITY ATTORNEY'S ANALYSIS

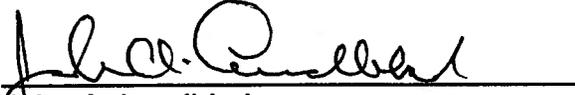
City Attorney analysis does not apply.

RECOMMENDATION

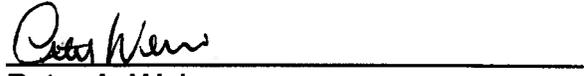
Staff recommends that the City Council approve a Community Health Component for the Crown Heights / Eastside Neighborhood Revitalization Strategy Area Plan.

PREPARED BY:

SUBMITTED BY:



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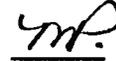
Peter A. Weiss
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ATTACHMENT: Community Health Component for Crown Heights/Eastside NRSA Plan

Community Health Goal: Improve health of residents in Crown Heights and Eastside neighborhoods through increased physical activity and improved access to and consumption of fresh fruits and vegetables

Community Health Initiatives:

1. Reduce traffic hazards in the NRSA neighborhoods to encourage walking
 - a. Brooks and Division streets intersections at bridge over I-5
 - b. Crosswalks on Center Street to Oceanside High School
 - c. Traffic calming in front of Laurel Elementary School
 - d. Additional signage at pedestrian crossings
 - e. Implement recommendations for improvements included in City Bicycle Master Plan and Pedestrian Master Plan approved by the City Council
2. Improve safety for children walking to school
 - a. Increase involvement of parents for children walking or riding bicycles to school
 - b. Increase police patrols along routes before and after school
 - c. Implement programs related to Safe Routes to School including the "Walking School Bus" and bicycle safety classes
3. Improve safety for seniors walking and driving to Country Club Senior Center
 - a. Place new signage directing seniors along Brooks, Maxson and Country Club Lane and away from Brooks/Division Streets intersection
 - b. Revise entry/exit points at CCSC parking lot
 - c. Identify ways to increase number of seniors participating in CCSC programs and nutrition services from NRSA neighborhoods
4. Encourage increased consumption of fruits and vegetables by residents
 - a. Partner with Network for a Healthy California, San Diego Nutrition Network, nutrition programs at community clinics and others to offer classes on healthy eating and healthy cooking
 - b. Increase number and use of community gardens, backyard gardens and patio herb gardens to grow vegetables and herbs for home use
 - c. Explore ways to use San Diego Farm Bureau "Farm to Store" programs in the neighborhoods.
 - d. Work with 99¢ store, Valu+ and mobile food vendors to increase display of fresh fruits and vegetables and to allow signage in stores promoting good nutrition (Five-a-Day, etc.)
5. Identify ways to increase participation in programs of the Oceanside Boys and Girls Club and other programs by youth from Crown Heights
6. Identify programs of San Diego Health & Human Services Agency's *Live Well San Diego Plan* that can be implemented in the NRSA neighborhoods and in the City
 - a. Create opportunities so residents can choose healthy eating, active living, and tobacco- and drug-free lives

- b. Encourage, inform and empower residents to take responsibility for their own health and that of their family members
 - c. Encourage the City and nonprofit social service and health agencies to implement programs that address Section B of the plan *Supporting Healthy Choices*:
 - 1) Encourage healthy eating
 - 2) Advance active living
 - 3) Support tobacco- and drug-free lives
 - d. Encourage the City and nonprofit social service and health agencies to implement programs that address Section C of the Plan, *Pursuing Policy Changes for a Healthy Environment*
 - 1) Promote access to healthy foods
 - 2) Call for active communities
 - 3) Favor tobacco- and drug-free environments
7. Implement programs as appropriate and feasible of California Healthy Cities and Communities designed to promote healthy eating and active living
- a. Explore program ideas included in *Fresh ideas for community nutrition and physical activity* (Center for Civic Partnerships (2002) Sacramento, CA: Public Health Institute)
 - b. Explore policy ideas included in *From organizational practices to public policies: Local strategies to increase healthy eating and physical activity* (Center for Civic Partnerships (2003) Sacramento, CA: Public Health Institute)
8. Work with the City Parks and Recreation Division and the City (citizen advisory) Parks and Recreation Commission to identify ways to increase family-based recreation programs at Joe Balderrama Park and Ron Ortega Recreation Park.
- a. Establish and promote a *Healthy Oceanside* program for the City
 - b. Work with nonprofit partners to identify grant opportunities to support additional recreation and healthy lifestyles programs for residents of the neighborhoods

Appendix 1: Excerpts from City Pedestrian Master Plan and Bicycle Master Plan

A. Oceanside Pedestrian Master Plan (approved by City Council in)

1. Overall Vision Statement for the Pedestrian Master Plan (page ES-3)

"In the future, Oceanside will see major improvements in its walking environment by making pedestrian facilities safer, connected, and accessible. All natural areas (including beaches, rivers and open spaces) will be well connected with urbanized areas where citizens live, learn, work, shop and play. Improved pedestrian environments will support policies such as smart growth, transit and lower greenhouse gas emissions as well as healthy lifestyles. Pedestrian improvements will enhance neighborhood quality and promote walking as a practical, cost-effective and attractive means of transportation that also supports tourism and commercial districts."

2. School Aged Pedestrians (page 3-7)

According to SANGIS, the City of Oceanside has 21 elementary schools and 6 middle schools located throughout the city. Figure 5 depicts the location of the schools within Oceanside. In the years 2000 to 2008, the City of Oceanside had 189 collisions involving children ages 17 and under. Of these accidents, 4 resulted in a fatality.

Typically, elementary school children are more likely to walk to school based on close proximity of their home to the school. Table 8 (below) shows the elementary schools with the highest number of collisions over the nine-year time period (2000-2008). School children are at a greater risk for injury when involved in a pedestrian-vehicular collision. Children are often smaller and less visible to drivers, particularly in areas where there is heavy landscaping or parked cars. In particular, elementary school children are generally developmentally unable to assess the safety of a situation and perceive speeds and distance in order to judge whether it is safe to cross a street. This poses a great challenge and disadvantage for children.

Nationwide efforts have traditionally focused on providing cities with the attractive benefit of promoting walking as a way to encourage active lifestyles among students. However, creating a safe, inviting pedestrian route for school children can be approached in a number of different ways.

3. (Table 8) Elementary Schools - Number of Collisions 2000-2008 (page 3-8) within ¼ mile distance from each school

- South Oceanside Elementary - 7
- Ditmar and Mission Elementary Schools - 6
- E.G. Garrison, Laurel and Temple Heights Elementary Schools - 2

4. Neighborhood Quality Goals (page 3-41)

Though not a primary issue and solution topic, neighborhood quality is often the result of a variety of environmental and social elements that have been brought together to create a quality living and working environment. If a public environment has been provided that is safe, accessible, connected and walkable, a quality neighborhood is almost assured. Research has demonstrated a link between the physical environment and the degree of social interaction in a community (and social interactions correlate with better health status). Streets and neighborhoods that promote pedestrian activity provide opportunities for the development of social networks. The physical environment of neighborhoods is also known to correlate with the incidence and/or fear of crime and violence. Certain building designs, the presence of trees and green space, good street lighting and community gathering places are all known to provide residents with a greater sense of security and to serve as an actual deterrent to crime and violence. People like places that are more than just walkable, as pedestrians they also enjoy places that are more “stayable,” “lingerable,” “standable,” and “sittable”.

B. Oceanside Bicycle Master Plan (approved by City Council in 2008)

1. Signage (page 1-4)

According to the *Manual of Uniform Traffic Control Devices* (MUTCD), Bicycle Route Guide (MUTCD Sign Type D11-1) signs should be provided at decision points along designated bicycle routes, including signs to inform bicyclists of bicycle route direction changes and confirmation signs for route direction, distance, and destination. These signs should be repeated at regular intervals so that bicyclists entering from side streets will know that they are on a bicycle route. Similar guide signing should be used for shared roadways with intermediate signs placed for bicyclist guidance. Shared Lane symbols or “Sharrows” are an optional signage method for roadways where maximum posted speed limits are 35 MPH to alert motorists to the expected presence of cyclists, as well as to direct cyclists to the proper distance out from the curb to avoid car doors.

2. Bicycle collisions (page 2-3)

The single most frequent cause of all crashes was wrong-way/sidewalk riding. Child cyclists were more likely than adults to ride in this manner, but this was also the most frequent cause of collisions for adult cyclists. There appears to be nothing more likely to reduce the frequency of car-bike crashes than increased enforcement and education efforts to facilitate proper and legal cycling practices of riding with traffic on the roadway, regardless of whether or not Class 2 or 3 bike facilities exist.

3. Education (page 4-13)

Expand the Safe Routes to School program and encourage all schools to get involved. Encouraging schools to participate in the Safe Routes to School Program may increase the number of children that ride their bikes or walk to school. Inactivity among children is a health issue, one that must be taken seriously. In the age of computers, the Internet and enhanced video games, outdoor activity has taken a back seat to indoor entertainment. Bicycling to school is a way to get children active and to introduce exercise into their daily routine. Many parents feel that riding a bike on the street is unsafe and do not allow their children to ride to school. Bicycle safety education is important and can be incorporated into after-school activities for both children and parents.

4. Excerpt from Recreational Trails Element of City of Oceanside General Plan

GOAL 4: Safe bicycle use within the City for recreational and commuter users.

OBJECTIVES: The City should:

- a. Calibrate traffic signal control loops to sense bicycle riders and/or provide curbside push button controls.
- b. Sponsor community-wide safety and education programs to encourage citywide bicycle use.
- c. Implement a comprehensive signage program for all classifications of bikeways.

5. Excerpt from Circulation Element of the City of Oceanside General Plan (p. 3-9)

The 1995 Circulation Element does not clearly state any recommended facilities needed to complete the bicycle system. Instead, there is a list of general objectives to apply to bicycle facility needs and a Bicycle Circulation Master Plan Map. In comparison with existing facilities, the following are the planned (Class 3 bicycle routes) facilities that have yet to be completed:

- Brooks Street between Mission Avenue and I-5
- Division Street between I-5 and Grant Street
- Grant Street between Division Street and Wisconsin Avenue
- Wisconsin Avenue between Grant Street and Pacific Street

6. Class 3 Bikeways Costs (page ES-6)

Class 3 routes costs are the lowest of all facility types because the only physical improvement to be installed is route signage. The cost range is \$1,500 to \$5,000 per mile. The cost used in Chapter 5 was \$0.70 per linear foot, or approximately \$3,500 per mile. Shared Lane Symbols or "Sharrows" have already been purchased by the City at a cost of \$600 for the stencil. Cost for the installation of each symbol is \$75. These Shared Lane symbols are an optional addition to the standard bike route signage along Class 3 routes.

7. Existing Class 3 Bicycle Routes (page 3-12)

- a. Brooks Street/Division Street/Grant Street/Wisconsin Avenue between Mission Boulevard and Pacific Street: utilizes(NRSA) residential streets and an I-5 crossing without on/off ramps to connect
- b. Mission Boulevard with access to the beach area, Brooks Street Swim Center, Park & Ride, Country Club Senior Citizens Center
- c. Center Street with access to St. Mary Star of the Sea Elementary School, beaches, Coastal Rail Trail, (NRSA) residential areas

8. Recommended Class 3 Bicycle Routes (page 4-4)

- a. San Diego Street/Bush Street/Civic Center Drive/Archer St between North Cleveland Street and Canyon Drive Oceanside Public Library, City Hall, commercial, residential
- b. Loretta Street/Langford Street/Laurel Street/San Diego Street between SR-76 and Canyon Drive SR-76, Joe Balderrama Recreation Center, Laurel Elementary, residential, commercial

9. Highway Crossing Opportunities (page 2-27)

- a. Civic Center Drive/Bush Street Bridge and I-5
This overpass has low traffic volumes and adequately wide lanes with sidewalks on both sides with no existing bicycle facilities. The overpass has tall railings and fencing and no freeway on- or off-ramps. It primarily connects two neighborhoods.
- b. Division and Brooks Streets and I-5
This freeway crossing connects to neighborhoods and has low traffic volumes, tall railings and fencing, and adequately wide lanes with a sidewalk on the north side. Currently there are no existing bicycle facilities, but is programmed to be a Class 3 bike route. The lack freeway on- or off-ramps makes this a good crossing opportunity particularly because it connects adjacent neighborhoods to the Boys and Girls Club, Senior Citizen Center, Center City Golf Course and the Ron Ortega Recreation Park.

10. Priority Class 3 Projects (page 5-6)

Priority 1. Brooks Street/Division Street/Grant Street/Wisconsin Avenue between Mission Boulevard and Pacific Street: Utilizes residential streets and an I-5 crossing without on/off ramps to connect Mission Boulevard to the beach area. Access to Brooks Street Swim Center, Ron Park& Ride, Country Club Senior Citizens Center, St Mary Star of the Sea Elementary, beaches, Coastal Rail Trail, residential areas. Cost estimated at \$7,300

Priority 2. Hunsaker Street and Cassidy Street between California Street and Broadway: Utilizes residential streets and an I-5 crossing with only a southbound on/off ramp to connect California Street to the Coastal Rail Trail Coastal Rail Trail, I-5, beaches, South Oceanside Elementary, residential areas. Cost estimated at \$6,800.

Priority 3. San Diego Street/Bush Street/Civic Center Drive/Archer St between North Cleveland Street and Canyon Drive Access to Oceanside Public Library, City Hall, commercial, residential areas. Cost estimated at \$5,700.

Priority 21. Loretta Street/Langford Street/Laurel Street/San Diego Street between SR-76 and Canyon Drive. Access to Joe Balderrama Recreation Center, Laurel Elementary, residential areas, commercial areas. Cost estimated at \$7,600

Community Health

OBJECTIVES	ACTIVITIES	RESPONSIBILITY	FUNDING	BENCHMARK / OUTCOMES
Reduce traffic hazards that impede walking and bicycle riding in neighborhoods	Identify hazards with recommendations on ways to mitigate the hazards	City traffic engineers with assistance from resident associations	NRSA CDBG funding for infrastructure improvements	Increased number of people walking in neighborhoods; increased perception of safety for children
Improve safety for children walking to school	Develop "walking school bus" program in Crown Heights	Neighborhood Association	N/A	Increased perception of safety for children walking to school
Improve traffic conditions around Laurel Elementary School	Implement traffic controls before and after school Increase traffic enforcement after school Offer pedestrian and bicycle safety classes at the school	City traffic engineers; OUSD staff; OPD motor officers; parents	NRSA CDBG funding for infrastructure improvements; OPD budget	Reduced complaints of traffic issues around Laurel School; Increased perception of safety by staff at Laurel School
Improve safety for seniors walking or driving to Country Club Senior Center (CCSC)	Install new direction signage along Brooks, Maxson and Country Club Lane; Re-stripe entry/exit signage and arrows at CCSC	City traffic engineers	NRSA CDBG funding	Increased perception of safety by seniors coming to CCSC
Increase opportunities and safety for bicycle riding in neighborhoods	Implement recommendations in City Bicycle Master Plan including "sharrow" markings	City traffic engineers; OPD motor officers	NRSA CDBG funding	Increased number of children, youth and adults riding bicycles
Improve access to and consumption of fresh fruits and vegetables	Work with local grocery stores to increase displays of fruits and vegetables and to add nutritional messages stores	Resident associations, City staff, CHW and VCC staff persons working in the neighborhoods	None	Improved access to wide range of fresh fruits and vegetables that are affordable to low-income families
Increase amount of "home-grown" vegetables available to and used by residents	Identify locations for community gardens Provide gardening and culturally appropriate healthy cooking and eating classes	Resident associations, City staff, HHSA and Network for Healthy California	None	Increased number of families raising vegetables in community gardens Increased use of fresh fruits and vegetables in home cooking