Map Gresham

June 2014

Opportunity Analysis

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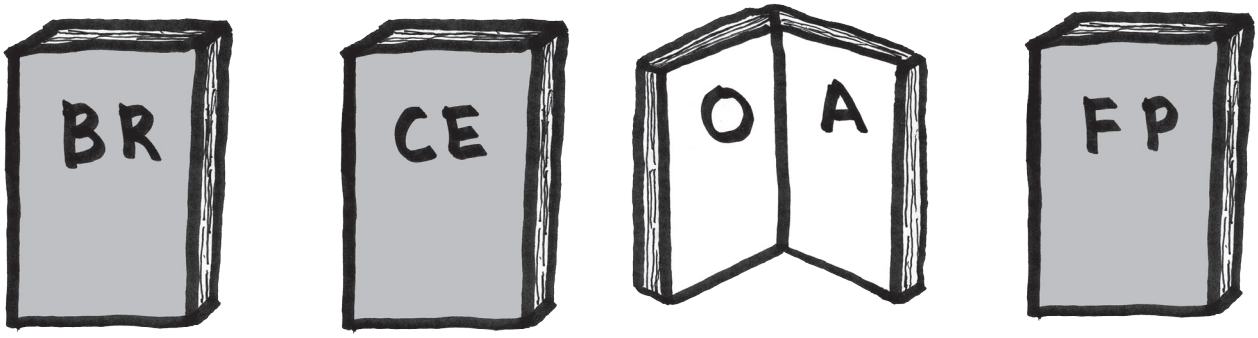


Background Report | **Community Engagement Report** | **Opportunity Analysis** | **Opportunity Framework Plan**

Background Report:

The Background Report draws from literature reviews, case studies, and informant interviews to provide background information and evidence that support the methodology and findings of the Opportunity Analysis and the goals and actions in the Opportunity Framework Plan.

Community Engagement Report:

The Community Engagement Report describes the community engagement efforts completed for the Opportunity Framework Plan, including: interviews, Listening Circles and discussion groups, online questionnaire, technical adviser meetings, Community Celebration, and the City staff consultation open house event. The report concludes with an evaluation of our planning process and engagement methods.

Opportunity Analysis:

The Opportunity Analysis provides a detailed analysis of the opportunity structure in the city of Gresham and throughout its neighborhoods, including demographics and indicators analyzed for this project. The analysis includes maps, methodology, analysis, applicable community engagement findings, and conclusions that inform the recommendations set forth in the Opportunity Framework Plan.

Opportunity Framework Plan:

The Opportunity Framework Plan is the guiding document written for the City of Gresham. The overarching objective of the plan is to improve equitable access to opportunity for Gresham's neighborhoods and diverse populations. The Plan includes a series of nine goals that were created in collaboration with our community partners, technical advisors, and Gresham City Staff.

TABLE OF CONTENTS

Image: Rockwood Sunrise at the Rockwood MAX station.

1.0 INTRODUCTION

The purpose of this report is to provide a detailed analysis of the opportunity structure in the city of Gresham and throughout its neighborhoods. The analysis begins with a summary of demographics at the neighborhood (census tract) level and of West Gresham, which is the focus area of the Map Gresham project.

Section 3.0 includes analyses of key indicators of opportunity. These include: housing, transportation, food access, employment, education & services, parks & recreation, and safety and overall livability. Each section includes:

- a summary of the connection between opportunity, health, and the specific indicator;
- description of the methodology to create maps and analyze the indicator;
- an analysis of the maps and other data sources;
- applicable findings from community engagement efforts; and
- conclusions that inform the recommendations set forth in the *Opportunity Framework Plan*.

The analysis considers the distribution of opportunity indicators across neighborhoods and correlations with demographic characteristics. The analysis focuses on West Gresham, but also discusses trends related to other parts of the city. In addition, CCP identified potential barriers to accessing opportunities.

This report concludes with a discussion on the limitations of the analysis approach (Section 4.0).

2.0 DEMOGRAPHIC ANALYSIS

2.1 Boundaries

In order to provide a more detailed analysis of the existing and past demographic composition of Gresham, CCP chose to examine the residents of Gresham based on three geographic subregions. An analysis of the demographic trends that have occurred in Gresham as a whole and a comparison of the city's demographics to that of the Portland region can be found in the *Background Report* (Section 2.2).

The three subregions identified for analysis were West Gresham, Central Gresham, and South Gresham (Map 1). CCP chose to use census tract boundaries to delineate subregions because the demographic analyses rely on census data.

The subregion of West Gresham generally consists of four neighborhoods, Wilkes East, Rockwood, North Gresham, and Centennial. Central Gresham includes the areas in the Northwest, Central City, North Central, and the western part of the Northeast neighborhood. South Gresham includes Pleasant Valley, Gresham Butte, and Historic Southeast, the eastern sliver of the Northeast neighborhood, and Powell Valley, Kelly Creek, and Mt. Hood neighborhoods. Census tracts and neighborhood boundaries do not align perfectly, but we often characterize neighborhoods by their corresponding census tract data throughout this analysis. We acknowledge the misalignment as a limitation when making statements about neighborhoods.

CCP first chose West Gresham as a subregion for analysis because it was selected by CCP and the City as the primary focus area of the project, based on preliminary analysis of demographic trends, review of existing studies, conversations with City staff, and initial community engagement. The other two subregions were identified later in the process through in depth analysis of demographic trends and existing groupings that professionals and community members within Gresham often refer to.

CCP recognizes that these subregions are not homogenous, and there are some variations in the demographic composition within both the census tracts and the subregions. In particular, the Mt. Hood neighborhood often stands out from the rest of the South Gresham subregion; these differences will be noted where relevant throughout this demographic analysis.

Delineating the city into three subregions allowed CCP to compare the results from the citywide questionnaire completed for the Map Gresham project (refer to *Community Engagement Report* for full discussion) with the quantitative Census. The delineation of these subregions also serves as the basis for analyzing each of CCP's opportunity indicators across the city in a systematic way. These delineations will also be reflected in the final recommendations made to the City of Gresham.

Note that CCP identifies "priority areas" in specific indicator sections. The priority areas tend to be smaller in scale than the subregions and are intended to be the targets of specific improvements.

2.2 Demographic Analysis of Subregions

Much of the demographic analysis presented in this section is based on Esri demographic projections for 2013. These projections are based on a variety of large datasets, including the U.S. Census Bureau's 2010 Census, American Community Survey (ACS), and Housing Vacancy Survey. Other sources of data used in the projections include the U.S. Postal Service, the Internal Revenue Service, the Bureau of Labor Statistics, and Metrostudy. Full metadata is available through the Esri website.

Population Density

South Gresham has the lowest population density of the three subregions (Map 2). Gresham Butte neighborhood has the least dense census tract in the city. Except for the Mt. Hood and Holly Brook neighborhoods, the census tracts in the South subregion have population densities of less than 4,000 people per square mile. The Holly Brook neighborhood is the densest in this subregion with a population density of 7,605 people per square mile. The population densities of census tracts in the Central subregion range from 4,817 to 7,152 people per square mile. The population densities of census tracts in the West Gresham subregion range from 4,887 to 12,008 people per square mile. The most dense tract in the entire city is located in Rockwood.

Ethnicity and Race

Ethnicity

West Gresham has the highest percentage of Hispanic/Latino residents (Map 3). The tract in this subregion with the lowest percentage of residents identifying as Hispanic/Latino is 18.7% and the tract with the highest share is 37.9%. The Central subregion has the second highest share of the Hispanic/Latino population. All of the tracts in this subregion have at least 12.3% of their residents identifying as Hispanic/Latino, with the tract with the highest percentage of its residents identifying as Hispanic/Latino at 28%. The South subregion has the lowest share, with all of the tracts having a Hispanic/Latino population share of less than 19%. The tract with the lowest share is the Pleasant Valley neighborhood (5.5%).

In addition to the highest concentration of Hispanic/Latino populations occurring predominantly in West Gresham, the West Gresham neighborhoods also have the lowest share of the population that identifies as White (non-Hispanic). Some census tracts in West Gresham neighborhoods have a White population share as low as 36%. The census tracts with the highest shares of White population are in the South Gresham subregion, with some census tracts having as high as 80%. The Central Gresham subregion falls in between the West and South subregions in terms of percentage of the population per census tract identifying as White (non-Hispanic).

People of Color

West Gresham has census tracts with the highest shares of people of color, where the highest tracts range from 49%-64%. (Map 4A) The tract with the lowest share of people of color in this subregion has 32%-37%.

The Central subregion has the second highest share of the population of people of color. All of the tracts in this subregion have at least 22% of their residents identifying as a person of color, with the

tract with the highest percentage having more than one in three (38%) of its residents identifying as a person of color. The South subregion has the lowest share of the city's persons of color population of the three subregions. All of the tracts in this subregion have populations that are less than 31% except for the Gresham Butte and Kelly Creek areas which have tracts with less than 21% of its population identifying as people of color. West Gresham, along with having higher rates of people of color, also has higher population densities than, for example, Gresham Butte. (Map 4B)

The Black population in Gresham is most concentrated in West Gresham, however the census tract with the largest share is 16%. (Map 5) The remainder of the city, with the exception of downtown Gresham, has populations with less than 1 in 20 Black residents.

The Asian population in Gresham, similar to the Black population, only reaches a share of 17% in the highest rate census tracts. (Map 6) Higher rates of the Asian population are also concentrated in West Gresham, although the Southwest, Pleasant Valley, North Central, and Hollybrook neighborhoods have up to 11% Asian populations. The remainder of the city is lower than 1 in 25 Asian residents, with the Mt. Hood and parts of Powell Valley and Northeast having less than 2% shares of Asian populations in their census tracts.

Age

Youth

Youth in Gresham (ages 14 and under in 2013) are the most concentrated the Rockwood, Centennial, and portions of Wilkes East neighborhoods in the West Gresham Subregion. In the convergence of the South and Central subregions, the Mt. Hood, Powell Valley, Central City, and parts of the North Central and Northeast neighborhoods have the highest concentrations of youth. Areas with concentrations have block groups where between 24.1%-31.1% of the share of the population is under the age of 14. The remainder of the city's block groups have between 4.7% and 24% population under the age of 14. (Map 7)

Population over 65 years of age

Conversely, there is only one census tract in Gresham with a share of population aged 65 and over that that falls within 16.1%-20%, and that is in the Powell Valley neighborhood. (Map 8) Residents aged 65 years and older are spread pretty evenly throughout the city, with West and South Gresham subregions having the most census tracts (3 each) with only 7%-9% shares of this age group. Bordering the Rockwood neighborhood on the Portland side of the Gresham boundary, there is one census tract with 20.1%-31% people aged 65 or older.

Poverty

According to the founder of opportunity mapping (Kirwan Institute), one indicator is shown to consistently "overlap" with other factors in a number of geographical locations: the percentage of students receiving free or reduced lunches. This means that low school poverty rates are often associated with other positive indicators, such as good access to jobs, healthy environmental conditions, and good access to needed services (Washington County Consolidated Plan).

Since this most accurate measure of child poverty is only available at the school level, we decided to use "percent of households in poverty" at the census tract level as the primary proxy that correlates

with a range of life outcomes and neighborhood conditions throughout our indicator analysis. We include the child poverty map in this report as an additional reference and spatial indicator of poverty.

Median Household Income

The South subregion has the highest household income values, ranging from $52, 379 - $99,517 with the exception of the Mt. Hood neighborhood, whose median household income matches most of the Central subregion, as well as small parts of West Gresham.(Map 9) The highest households incomes are in the Pleasant Valley and Southwest neighborhoods, characterized predominantly by single family homes. West Gresham (Rockwood, North Gresham, and Centennial neighborhoods) have the lowest household incomes in the city along with the Central City neighborhood of the Central subregion. ($24,406-$31,614). This household income is about 43%-55% of the region's median income.

Childhood Poverty

The childhood poverty map shows percent of students participating in the free and reduced lunch program by elementary school catchment area. The lowest rates across the city of Gresham are quite high, the lowest being 53%. (Map 10A) The elementary catchment areas that span the West Gresham subregion have rates as high as 96%, while the Central subregion is between 53% and 86% in some areas.

Household Poverty

The West and Central subregions have the highest shares of poverty, with rates of up to 51% of households living below the Federal poverty line. (Map 10B) The South subregion has the lowest shares of households poverty, ranging between 0%-14%, with the Mt. Hood neighborhood having the higher range of that share.

Education and Employment

Educational Attainment

The West Gresham subregion has the lowest overall educational attainment in Gresham (Map 11). This subregion has the three census tracts with the lowest percentage of the adult population age 25 or older with a Bachelor's Degree or higher in the city (10%, 11%, and 14%). There is only one census tract in West Gresham that has an adult educational attainment rate (Bachelor's Degree or higher) of at least 25%.

The Central subregion has the second lowest overall educational attainment in Gresham. In terms of the share of adults age 25 or older with a Bachelor's Degree or higher, census tracts in the Central subregion range from 20% to 39%. The South subregion has the highest amount of tracts with 30% to 41%of adults having a Bachelor's Degree or higher.

Unemployment

The unemployment rate per census tract for the West Gresham subregion ranges from 10% to 16% (Map 12). The unemployment rate per census tract for the Central subregion ranges from 9% to 14%. The unemployment rate per census tract for the South subregion ranges from 5% to nearly

18%. The high rate of unemployment in the South subregion may be because of the higher share of seniors living in these census tracts.

Vehicles per Household

The areas with the highest number of vehicles per household are concentrated in southwest Gresham, including the Pleasant Valley, Southwest, Gresham Butte and Kelly Creek neighborhoods. (Map 13) Conversely, there are five census tracts in Gresham with a rate of 0.75 vehicles per household or lower. Wilkes East, Rockwood, Central City, Hollybrook, and the western parts of Northeast and Powell Valley neighborhoods have the lowest rates of vehicle ownership per household. These neighborhoods have less than one car per household and are therefore more dependent on public transportation and walking to give them access to city parks.

Households and Home Value

Household Size

The census tracts with the largest average household size range from 3.1-3.4 persons, and are located in the West Gresham subregion. (Map 14) However, Parts of the South subregion have average households sizes ranging from 2.7-3.0 persons. The Central City and western portion of the Northeast neighborhoods have the smallest average household sizes, averaging 2.3-2.4 persons per household.

Share of Renter-Occupied Households

The larger shares of renter-occupied households are in the West and Central subregions of Gresham. (Map 15) This is associated with areas with higher numbers of multi family units. Rockwood, Wilkes East, Central City, and the western portion of Northeast neighborhoods have rates of 58%-74% renter occupied housing units. Mt. Hood in the South subregion of Gresham has up to 57% of renter occupied units, while the remainder of the subregion is under 37%, much of Pleasant Valley, Southwest, and Gresham Butte are less than 21% renter occupied units.

Average Home Values

The highest home values in Gresham are found in the South subregion, with the addition of part of Wilkes East. (Map 16) These home values range from $267,007 - $401,299. However, the Mt. Hood neighborhood largely matches the middle home value range of the rest of the city (parts of Centennial, Rockwood, North Central, and North Gresham neighborhoods), between $209,701 and $233,183. The Central City has slightly higher home values, between the two ranges listed. The lowest home values are in parts of Rockwood, North Gresham, North Central, Northeast, and the western portion of Powell Valley. These average home values are between $188,019 and $209,701.

Health Outcomes

Health outcomes data was obtained through the Coalition for a Livable Future's Equity Atlas 2.0 online mapping tool. Full metadata is available through the Atlas website.

Asthma

Asthma rates in Gresham are highest in census tracts located along major corridors such as Burnside, Division, Sandy/I-84, and Powell. (Map 17) The Central City neighborhood of Gresham has the highest rates, along with neighboring Northeast and Powell Valley, and the Southwest

corner of Rockwood, along Stark. These areas have rates as high as 19.2%. Rates also increase in proximity to industrial uses in the north of Gresham, and are lowest (under 13%) in neighborhoods with proximity to open space, such as Southwest, Gresham Butte, and Pleasant Valley.

Obesity

Obesity in this map is measured by Body Mass Index (BMI), an indicator of levels of body fat based on an individual's weight and height. (Map 18) In general, a BMI below 18.5 is considered underweight, a BMI between 18.5-24.9 is considered normal, a BMI between 25-29.9 is considered overweight, and a BMI of 30 or greater is considered obese. The highest measures of BMI by block group in Gresham is 27.21, indicating that obesity is not a prevalent problem in Gresham. Block groups with BMI measurements above 25, however, make up almost the entirety of Gresham, meaning that the population has high prevalence of overweight residents. The highest rates are in the eastern parts of the central and east subregions, and in small pockets of the Southwest, Northwest, and North Gresham neighborhoods.

Cardiovascular Disease

Rates of cardiovascular disease peak at 3.06% for recorded cases in this dataset. (Map 19) The highest rate census tracts are found in the central and eastern subregions, as well as the North Gresham neighborhood.

Diabetes

Diabetes rates reach 12.84% in some parts of Gresham, and are highest in the Central and West Gresham subregions. (Map 20) This dataset does not include youth under the age of 18, so although the map appears to be associated with areas with higher concentrations of youth, it should be noted that ages under 18 are in fact not captured here. The subregion has the lowest rates of diabetes, with census tracts reaching only 9.87 with the exception of the Mt. Hood neighborhood. West Gresham as a share of tracts has the highest rates of diabetes across Gresham.

2.3 Summary of West Gresham Demographics

From the demographic analysis, it is clear that there are overall trends among the three analysis subregions. As described further below, West Gresham has higher poverty rates, higher shares of the non-White population, lower educational attainment, and a higher share of renters and youth. West Gresham is not homogenous; however, the analysis showed that West Gresham as a whole has the highest potential for its population to lack access to opportunity because its residents are generally the most vulnerable, in comparison to the other parts of the city. For these reasons, West Gresham was the focus area for this project. The analysis provided in this section is based on data from the 2000 and 2010 Censuses and the American Community Survey (ACS) 5-year estimates (2008-2012). For measures included in the 2000 Census but not in the 2010 Census, CCP used the ACS data to approximate 2010 conditions. Refer to Chapter 4 for a complete discussion of the limitations of these data sources. The census tracts included in the West Gresham analysis are 96.03, 96.04, 96.05, 96.06, 97.02, 98.01, and 98.03.

The demographic composition of Gresham's residents has changed significantly in recent years. While all of Gresham has undergone demographic changes in the last decade, West Gresham has experienced the most dramatic changes. Included in this section is an overview of some of the changes in the demographic composition of West Gresham from 2000 to 2010, as well the differences in demographic composition between West Gresham and the rest of Gresham in 2010.

Demographic Composition of West Gresham from 2000 - 2010

From 2000 to 2010 the population of Gresham grew by 13%, and it became slightly more dense (27%). The total number of people living in Gresham increased from 2000 to 2010, however certain sub-populations experience growth while others experienced a decline. The percentage of White (Non-Hispanic) residents declined by nearly 20% from 2000 to 2010. The non-White populations increased during this time, with the Black (non-Hispanic) population more than doubling, and the Hispanic population increasing by 45%, representing the second largest racial/ethnic group in the city. The youth population remained about the same from 2000 to 2010, while the population of residents over age 65 declined slightly.

Table 1: Demographic Composition of West Gresham, 2000-2010

	2000	2010	% Change in Share of Population*
Population	34,866	39,238	13.0%
Population Density	4,931	6,253	27.0%
Percent of Population identified as White (Non-Hispanic)	70.2%	57.2%	-19.0%
Percent of Population identified as Hispanic	18.2%	26.3%	45.0%
Percent of Population identified as Asian (Non-Hispanic)	4.2%	5.9%	40.0%
Percent of Population identified as Black (Non-Hispanic)	2.5%	5.6%	124.0%
Percent of Population under age 18	28.0%	28.0%	0.0%
Percent of Population over age 65	10.9%	10.6%	-3.0%

**Percent Difference calculation is based on relative differences*

The total number of housing units grew by 9% from 2000 to 2010 in West Gresham, however the percentage of single family attached and detached remained constant during that time period. The median home value for owner-occupied units increased by 6% from 2000 to 2010. The percentage of occupied housing units that were renter occupied increased slightly from 2000 to 2010, and the median gross rent increased by about one-third during this time period.

Table 2: Housing in West Gresham, 2000-2010

	2000	2010	% Change in Share of Population*
Housing Units	13,292	14,490	9.0%
Percent of Households that are renter-occupied	51.4%	54.3%	5.6%
Median Household Income (2012 $)	51,048	39,082	-23.4%
Percent of Housing Units that are single-family	67.0%	67.0%	0.0%
Median Gross Rent (2012 $)	900	880	2.3%
Median House Value for Owner-occupied units (2012 $)	203,678	191,735	6.2%

**Percent Difference calculation is based on relative differences*

The percentage of the adult population (age 25 or older) with a Bachelor's degree or higher increased by 8% from 2000 to 2010; however, the share of the civilian population in the labor force ages 16 or older that was unemployed more than tripled (4.9% in 2000 to 14.9% in 2010). The percentage of the population living in poverty increased significantly from 2000 to 2010 (50%), while the change in the percentage of youth living in poverty grew by 30% during that time. The median household income decreased by 23% from 2000 to 2010. Surprisingly, the percentage of households receiving public assistance income also decreased, but by a much smaller amount (8%).

Table 3: Education in West Gresham, 2000-2010

	2000	2010	% Change in Share of Population*
Percent of Population in Poverty	18.0%	27.0%	50.0%
Percent of Population Under age 18 in Poverty	27.6%	36.0%	30.0%
Percent of Households receiving Public Assistance income	5.8%	6.3%	-7.9%
Percent of 25+ Population with Bachelor or Higher	13.0%	12.0%	8.0%
Unemployment Rate for Civilian Population in Labor Force age 16 and up	14.9%	4.9%	204.0%

**Percent Difference calculation is based on relative differences*

Demographic Comparison between West Gresham and the rest of Gresham

For the purpose of analyzing the results of our questionnaire in the most meaningful way given the sample size of 236, we chose to combine the responses of respondents who reside in the Central and South Gresham subregions, and then compare them to the focus area of West Gresham. The results of the questionnaire are summarized in the *Community Engagement Report.* In this section, we provide a brief demographic analysis of West Gresham compared to the rest of Gresham based on data from the 2010 Census and ACS (2008-2012) since we refer to the questionnaire results throughout the analysis of the individual opportunity indicators. Note that ACS data had low margins of error by census tract level for all of the datasets referred to here, with the exception of populations on public assistance, which comes with a "use with caution" warning. (See section 4.0 for a full discussion) The census tracts included in West Gresham are listed in the previous section. The census tracts that make up the rest of Gresham that are referred to in this analysis include 99.03, 99.04, 99.05, 99.06, 99.07, 100.01, 100.02, 101, 104.05, 104.07, 104.08, 104.09, and 104.11.

The population density of West Gresham is 40% greater than that of the rest of Gresham. West Gresham became increasingly diverse from 2000 to 2010. In 2010, West Gresham was much more racially and ethnically diverse than the rest of Gresham. The rest of Gresham's population identifying as White (non-Hispanic) was 81% while that of West Gresham was 57%. In both neighborhoods the Hispanic/Latino population made up the largest share of the non-White population; however the rest of Gresham's Hispanic/Latino population is 46% lower than that of West Gresham.

Table 4: Demographic Composition West Gresham & Rest of Gresham Compared

	West Gresham	Rest of Gresham	% Change in Share of Population*
Population	39,238.00	73,385.00	-46.5%
Population Density	6,253.00	3,720.00	68.1%
Percent of Population identified as White (Non-Hispanic)	57.2%	81.1%	-29.5%
Percent of Population identified as Hispanic	26.3%	14.3%	83.9%
Percent of Population identified as Asian (Non-Hispanic)	5.9%	3.7%	59.5%
Percent of Population identified as Black (Non-Hispanic)	5.6%	2.2%	154.5%

**Percent Difference calculation is based on relative differences, 2010 CENSUS and ACS 2008-2012*

The percentage of the population that is under age 18 was nearly 10% lower in the rest of Gresham compared to West Gresham in 2010, while the senior population was nearly the same. The median household income was 40% higher for the rest of Gresham residents compared to West Gresham residents and the percentage of the population in poverty is about twice as high in West Gresham compared to the rest of Gresham. West Gresham's percentage of youth living in poverty was nearly double that of the rest of Gresham in 2010.

In addition to the rest of Gresham having a higher average median household income and lower percentage of the population living in poverty compared to West Gresham, it also has a higher percentage (54%) of residents who are age 25 or older and have at least a Bachelor's degree. The difference in unemployment rate for civilian youth in the labor force (age 16 or older) between West and the rest of Gresham is 30%, with the rest of Gresham having the lower unemployment rate.

Table 5: Age, Poverty, and Income - West Gresham & Rest of Gresham Compared

	West Gresham	Rest of Gresham	% Change in Share of Population*
Percent of Population under age 18	28.0%	25.3%	10.7%
Percent of Population over age 65	10.6%	10.8%	-1.9%
Percent of Population in Poverty	27.0%	13.6%	98.5%
Percent of Population Under age 18 in Poverty	36.0%	19.9%	80.9%
Median Household Income (2012 $)	39,082	54,743	-28.6%

**Percent Difference calculation is based on relative differences, 2010 CENSUS and ACS 2008-2012*

Table 6: Education - West Gresham & Rest of Gresham Compared

	West Gresham	Rest of Gresham	% Change in Share of Population*
Percent of 25+ Population with Bachelor or Higher	13.0%	20.0%	-35.0%
Unemployment Rate for Civilian Population in Labor Force age 16 and up	14.9%	10.4%	43.3%

**Percent Difference calculation is based on relative differences, 2010 CENSUS and ACS 2008-2012*

The total number of housing units in the rest of Gresham is more than double that of West Gresham, which is unsurprising given the much larger population in the rest of Gresham compared to West Gresham. In 2010 the percentage of housing units that were single family was 14% higher in the rest of Gresham compared to West Gresham while the percentage of renter occupied housing units was 18% lower in the rest of Gresham compared to West Gresham. The median home value in the rest of Gresham was 20% higher than in West Gresham and the median gross rent in the rest of Gresham was 12% higher than in West Gresham.

Table 7: Housing - West Gresham & Rest of Gresham Compared

	West Gresham	Rest of Gresham	% Change in Share of Population*
Housing Units	14,490	29,366	-50.7%
Percent of Housing Units that are single-family	67.0%	76.0%	-11.8%
Percent of Households that are renter-occupied	54.3%	44.1%	23.1%
Median Gross Rent (2012 $)	900	1,015	-11.3%
Median House Value for Owner-occupied units (2012 $)	203,678	242,682	-16.1%

**Percent Difference calculation is based on relative differences, 2010 CENSUS and ACS 2008-2012*

3.0 INDICATORS

CCP decided to focus on seven "indicators of opportunity" based upon the Council Initiatives, established opportunity mapping methods, and research related to the geography of opportunity and social determinants of health (refer to Chapter 3 of the *Background Report* for detail). The indicators include: housing, transportation, food access, employment, education & services, parks, and safety and overall livability. Together, these indicators form the core opportunity structure in Gresham and relate strongly to root causes of disparities in health and well-being. Please see the *Background Report* for a full discussion of the dynamic interaction between the indicators of opportunity, health, and well-being.

CCP used a variety of data types to analyze opportunity; the indicators include a mix of the following:

- predictors of positive life outcomes (correlated with social mobility, earnings, health, etc.)
- proxies that correlate with a range of outcomes (such as poverty)
- indices that aggregate multiple measures
- buffers that show proximity to specific resources

In order to provide a comprehensive analysis of each indicator, data from existing studies and datasets and new sources developed specifically for the Map Gresham project were used. CCP chose to use both quantitative and qualitative data in a variety of forms in order to ensure that the analyses in this report best reflect the lived experience of residents in the Gresham community. Community engagement was an integral part of the Map Gresham project, as such, throughout the analyses you will see references to and pertinent summaries of these community engagement efforts which included listening circles, discussion groups, and an online questionnaire. For details regarding these efforts and an explanation of all community engagement methods utilized in the Map Gresham project please refer to CCP's *Community Engagement Report*.

3.1 Public Involvement

Public involvement is the primary way that local government stays connected with the needs of its residents. In Oregon, State Planning Goal 1 mandates citizen involvement in all phases of a planning process, recognizing that it generates valuable information that can improve the outcomes of planning processes. In the process of participation, residents develop a sense of connection to these outcomes, especially when they can see their input reflected in decisions. The process also builds a sense of community and pride in their city. Conversely, being left out of decision-making results in outcomes that do not always meet the needs of residents, particularly for populations that experience structural and institutional barriers to participation. Engagement is also an opportunity to build the support of the diverse populations and garner the political clout needed to implement plans and programs. At its ideal, civic engagement creates opportunities for broad conversations about people's interests in their places and how they might go about solving a problem, whether for an entire city, a neighborhood, or street.

Public processes are typically open to anyone and everyone to participate, often through town halls, hearings, open houses, and more recently, web-based tools. However, residents with greater access to resources usually demonstrate a greater voice in public decision-making processes, while those from communities that experience less social or proximate access to opportunities have a more difficult time participating with these traditional methods. Federal and State Civil Rights law uses the term "protected classes" to refer to the groups that have historically been under-represented, resulting in disproportionate negative impacts from public decisions. The laws extend protections to people on the "basis of race, color, national origin, limited English proficiency, sex, income, age or disability" (City of Gresham, Title VI Program, 2014). In other words, given the array of structural and institutional barriers, people of color, immigrants, refugees, youth, women, those with disabilities, and people of low income/wealth often remain un-engaged in public processes even when engagement options are offered by government institutions.

To address this need to engage residents, the City of Gresham operates the Office of Neighborhoods and Community Engagement (ONCE). ONCE primarily uses neighborhood associations for engaging the residents of Gresham, providing supports and coordination for input from members. ONCE also coordinates a number of community programs that connect residents to City activities such as: mediation, graffiti removal, neighborhood watch, disaster preparedness promotion, Youth Advisory Committee, and the Sister City Association. Another primary tool for public involvement used in Gresham is Citizen Advisory Committees, which provide recommendations on policy decisions to City Council.

Methods

This analysis of public involvement opportunities is based upon an evaluation of the community engagement process, incorporating feedback from participants (see Chapter 4 of the Community Engagement Report). Our approach to involvement and the evaluation of the planning process each draw upon the experiences of regional projects that successfully involved a diversity of participants and engaged communities that have been historically underrepresented in decision-making (see the "Steps in the Engagement Process" table attached to the *Opportunity Framework Plan*).

We also considered the responses to the citywide questionnaire to indicate possible differences in participation between neighborhoods and populations in Gresham. While proportionate representation by demographic groups is one measure of involvement opportunities, we used the number of engagements that use welcoming intercultural spaces as a better measure of equitable practices.

Analysis

Differences in Participation

By analyzing the demographic characteristics of the 236 respondents to the online questionnaire, we found that the distribution of respondents by race/ethnicity was close to the city's distribution as a whole, although other factors were skewed. Specifically, the questionnaire over-represents seniors (age 65+), females, and residents of owner occupied units. Only about 3% of respondents were age 17 or younger, and 8% were between the ages of 18-24. While about 47% of households in the city are renter occupied, only about 19% of respondents identified as renters.

CCP chose to advertise the questionnaire to Central and South Gresham residents using typical outreach methods, including through the City's website, facebook page, listservs, and/or Earth Day handouts. Using these methods alone, we would expect to hear mostly from the populations that typically participate in city outreach efforts and decision making processes. When looking at the neighborhoods with the most respondents to our questionnaire, we see that Southwest, Historic Southeast, Rockwood, and Gresham Butte neighborhoods made up the greatest share of respondents (in descending order). Southwest, Historic Southeast, and Gresham Butte are all located in South Gresham, which has the highest levels of educational attainment, median household income, and homeownership compared to the other two subregions (see Chapter 2 above). While combined population of the census tracts of the Southwest, Historic Southeast, and Gresham Butte neighborhoods represent about 17% of the city's population, these neighborhoods represented about 40% of all questionnaire respondents.

The share of respondents from Rockwood was much higher than that of other neighborhoods in the city with similar demographics. This is likely due to the strategic and proactive outreach methods employed in Rockwood that served to increase participation in a neighborhood where one wouldn't expect to normally see high participation rates in planning processes.

The trends in response rates suggest that varying degrees of participation in the public process are occurring in Gresham, and participation is at least partially dependent on access to resources. This may be reflective of the limitations of common forms of citywide outreach at reaching groups with less access to opportunities. For example, the City's website may not reach renters and young people as effectively as other populations. Further, our analysis affirmed that there is a correlation between underrepresented populations and areas with lower access to opportunities (as determined in the following sections). Taken as a whole, this evidence suggests a mutually reinforcing relationship between the spatial concentration of underrepresented populations, disparities in neighborhood resources, and lower levels of public involvement in planning processes.

Interest and Desire for More Involvement

Through our engagement in West Gresham, we found that community members from a wide variety of backgrounds are very interested in engaging with the City of Gresham to address community and neighborhood-based issues. For example, during listening circles, participants spoke about their interest to get involved and to remain involved with community planning and decision making. They desire a stronger relationship with the City, as well as new pathways for partnering. For instance, at the City Staff consultation event, Latino Network expressed a great desire to connect Latino residents with various staff efforts occurring in the City's Urban Design and Planning Department.

Barriers to Involvement

We found that a lack of awareness about City processes and/or a capacity to participate in the current processes can be barriers to involvement in civic decision making. For instance, many families who attended the Community Celebration event had never been to City Council Chambers before and were not aware of the importance of and even how to give public comment to City Council.

In addition, some residents that we spoke with expressed that there are language, cultural, or socioeconomic barriers to participating with the City. For example, attending events in the evening can be challenging, particularly for single parents and people that work multiple jobs. To address some of the barriers to involvement, we provided a meal, childcare, and other incentives at all of our listening circles and community events. This allowed busy families, youth, and working adults to participate in the evening events. We held one listening circle entirely in Spanish, and provided translation between English and Spanish at the community event, which was critical to ensuring the participation of residents who would have otherwise not attended. Targeted outreach through community partnerships proved to be effective in reaching youth, people of color, and those of limited English proficiency, with 69 people engaged in listening circles. This amount of engagement would not have been possible without taking active measures to help overcome the barriers to involvement experienced by underrepresented communities.

Ultimately, the youth and adults who presented at the Community Celebration event felt heard and valued speaking in Council Chambers, with City representatives actively listening to their concerns. This initial experience was encouraging to residents and City staff, who both expressed an interest in deepening these relationships and lines of communication. The community energy speaks to the need for increasing the capacity for City staff to build relationships with community members, regardless of the department or program.

Lastly, a key barrier to meaningful involvement in planning processes and decision-making throughout the US is funding. A generous donation from Kaiser Permanente's Community Benefits program enabled CCP to provide incentives to participants at the community celebration, as well as the other shared learning events that we co-hosted with our partners. This essential resource allowed us to engage about 350 residents, as well as City Staff and technical advisors to directly shape the content of the *Opportunity Framework Plan.*

3.2 Housing

Housing choice is fundamental to opportunity because it is the foundation for a healthy and productive life, and where one lives matters in terms of access to the resources that meet basic needs. The impacts of housing on individual and community health vary based on several dimensions including: ownership, availability, price/affordability, quality of the housing structure/property, and location/neighborhood context, as described in Chapter 6 of the *Background Report*. The nature of the housing market and other structural factors like the economy make it challenging for many families to maintain stable housing.

In 2013, the City of Gresham updated its housing policy recognizing that "housing is, without question, the most fundamental component of any community" (Section 4.800, Gresham Housing Policy). There are critical actions that the City can take in order to "advance the health and vitality of [Gresham]."

Home ownership

Home ownership is the primary source of wealth for most Americans and contributes to neighborhood level stability, yet it is difficult for lower income households to attain homeownership. Historic and institutionalized discriminatory practices in the housing market add to the challenges for people of color (see *Background Report*).

Gresham has an affordable for-sale housing supply relative to many parts of the metro area (single-family detached homes are 19% less expensive on average). This means that purchasing power is higher in Gresham than in many parts of the metro area in that households can afford larger or better quality homes for their money. Furthermore, the 2012 Housing Study found that Gresham could likely support more for-sale housing at higher price levels, given that many homeowners are currently paying less than 30% of their income for housing. This lowers the stock of for-sale housing that would be affordable to lower income households based on the 30% income standard. In addition, Gresham's ownership housing units are increasing in price (2012 Housing Study), making it even more challenging for lower income households to own homes.

Availability and affordability of rental housing

People who cannot or choose not to own homes must rent, making the availability of rental housing that is affordable to a range of incomes a necessity in all communities. The presence of subsidized or "intentionally affordable" market-rate housing does not guarantee that residents will be able to afford their rent, many residents are cost burdened, meaning they end up paying more than 30% of their income towards housing. Reducing cost-burdened households may improve health outcomes by freeing up resources for health care and healthy food, rather than trading these needs for rent checks (Cohen, 2011).

According to the 2012 Housing Study, the number of rental units supplied in Gresham currently meets overall demand, but there is a prevalence of market-rate units which the lowest income households stretch their budget to rent. The study concluded that there is an unmet need for 5,300 rental units that are priced for the two lowest rent brackets, $0-$380 and $380-$620. Roughly 12.8% of the City's rental stock is "affordable housing", defined as housing operated by the Housing

Authority or non-profits specifically to provide housing to a low-income target population. Like most communities, Gresham does not have enough subsidized affordable units to meet demand (2012 Housing Study).

In comparison to the region, Gresham has more renters, more families, larger households, falling relative incomes, and growing diversity as counted by foreign-born populations. Anticipating that these trends continue into the future, there will be a sustained demand for inexpensive rental housing and the need for larger units to accommodate families and multi-generational living (Housing Study, 2012).

Quality of housing

The physical structures of homes can have negative health impacts (Thomson, et al., 2003), and low-priced rental housing on the market is often poorly maintained. Low income households are disproportionately affected by poor housing quality as they have fewer choices to move elsewhere, and fewer resources to cope with health problems. Conversely, well-maintained housing that is affordable has positive impacts on the health of families and residents. Therefore, there is a need to ensure that existing and new rental units are safe and high-quality.

The 2012 Housing Study found that rental housing quality is an issue in the Rockwood neighborhood, which generally has an older and degraded housing stock and depressed property values compared to other parts of the city. Rockwood also has a high concentration of multifamily rental housing, much of which dates to the 1960's and 1970's. While there is much variety in this housing stock, some of the rental properties have experienced low levels of upkeep, which reflects and reinforces low achievable rents in the area.

The 2012 Housing Study concludes that maintaining the existing stock in good condition is important since depressed property values deter investment in new, high quality housing development. Therefore, an important step towards renewing the housing stock in the Rockwood area will be encouraging the rehabilitation of older properties by investors, including non-profit housing agencies or the regional housing authority.

In 2007, the City Council voted to create a Rental Housing Inspection Program to complete mandatory inspections of residential rental properties to ensure that property owners maintain minimum standards of fire, health, and life safety. In addition to the mandatory and random inspection completed by staff, there is also a complaint driven process where tenants call the program, and an inspector is usually able to make it to the property within 48 hours. The City recently changed the program so that properties that are kept in safe and habitable conditions can receive "Habitability Achievement Awards" at the bronze, silver, or gold levels which remove the property from random, mandatory inspection selection for 1, 2, or 3 years respectively. An objective of the program change was to help staff focus more time on properties that need improvements, while rewarding owners that keep their properties up to standard through fewer mandatory inspections.

Location and neighborhood context

There is evidence that the social context of an individual's housing situation such as poverty rate of the neighborhood directly affects health and well-being (Cohen, 2011). Studies have shown that residents who moved from areas of highly concentrated poverty to areas of low concentration of poverty experienced improved psychological and physical health. (Orr, et al., 2003) However, many families choose to stay in place when offered the chance to move to "higher" opportunity areas. This reflects the importance that many families place on living near friends and family, or in areas that are culturally familiar and comfortable to them. This kind of "social capital" can have a protective influence in areas of concentrated poverty (Briggs, 2005).

Many of the health effects based on neighborhood context are related to the inability to access resources, which is the basis of this opportunity mapping project (PolicyLink & Kirwan Institute, 2012). The remainder of this report focuses on how housing location affects access to healthy food, parks, jobs, education, services, and transportation options, which in turn further affects opportunities to access resources.

> "The opportunity to choose where one lives is essential to endowing individuals and families across a spectrum of race, ethnicity and disability with the opportunity to have a choice in the selection of schools, access to job opportunities and an ability to engage as full equal members of their community."
>
> - Massachusetts Fair Housing Plan

Methodology

Based on this background, we have developed maps using the following measures to assess the distribution of housing opportunity in Gresham:

- Minority Ownership Gap (Map 21)
- Renter Occupied Households with Multi-family Housing (Map 22)
- Cost burden (paying over 30% of household income on housing) (Map 23)
- Subsidized Housing (Map 24)
- Year Build of Gresham Structures (Map 25)

Map 21 was created to address the oversight in the 2012 Housing Study around home ownership numbers by race/ethnicity. This map uses Equity Atlas 2.0 calculations for gaps in minority homeownership across the subregion. The Equity Atlas states the gap was calculated by the following formula: minority households as a percentage of all households minus minority home owning households as a percentage of all home owning households. If minority homeownership rates were equal to or greater than the minority population size, the gap would equal 0 or less. Positive numbers indicate a minority homeownership gap, (the larger the number the greater the gap). The underlying data source for this map was the 2010 U.S. Census.

Map 22 was created using 2010 U.S. Census Data. CCP created this map to inform future discussion around current access to rental units, as well as to analyze associations between location of rental/multifamily housing and demographic indicators such as race or income. In order to map multifamily housing, we used data from the Metro RLIS multi-family housing inventory. We used multi-family as a proxy for the more precise location of rental housing within tracts, although it

should be noted that 20.5% of renter occupied units are single family detached or single family attached homes.

Map 23 was created using data from the Department of Housing and Urban Development (HUD) Comprehensive Housing Affordability Strategy (CHAS) data set. These data are used by local governments to plan how to spend HUD funds. Through HUD's online mapping tool, we exported the housing cost burden indicator by the census tract level. We then mapped this data and displayed the burden in Gresham. While the 2012 Housing Study noted the prevalence of cost-burdened households in Gresham, CCP found it important to show where the shares of these households were in the City.

The base layer of Map 24 is concentration of Section-8 voucher holders by tract. Home Forward, the Housing Authority that manages Section-8 vouchers in Gresham, provided CCP with this data set. The range of concentrations in the legend reflects the range across Multnomah County, and not solely in Gresham. Therefore, we labeled each tract with the percent concentration of Section-8 voucher holders. Additionally, to provide a picture of where subsidized or non-profit run affordable housing units are located, we mapped Home Forward (Portland Housing Authority) and Human Solutions (a large, non-profit developer of affordable housing in Gresham property locations. This data was pulled from a list of property addresses compiled by each agency. CCP geocoded the compiled list of addresses.

Map 25 is an analysis of the year that building structures in Gresham were constructed, focusing on buildings built prior to annexation, and post-recession. This data is based on Metro tax-lot data. When comparing this map to the location of multi-family housing, much of West Gresham housing was built prior to annexation. This means that they were not subject to city building code or regulation. Older structures exist throughout Gresham.

Analysis

<u>Minority homeownership gap (Map 21)</u>
This map reflects the disparity in homeownership rates between whites and minorities (defined as anyone except non-Hispanic whites). No homeownership gap means that there is no statistical difference between the percentage of households that are minorities and the percentage of homeowners that are minorities in those areas. Positive numbers (purple to dark purple) indicate a minority homeownership gap, meaning that the percentage of minority homeowners is lower than the percentage of minority households. The larger the number (i.e. the darker the purple), the greater the gap.

The Equity Atlas has calculated this gap across the subregion at the block group level. The method of calculation results in a tendency for larger minority homeownership gap numbers to occur in areas that have larger overall minority populations. This means that some census block groups that appear on the map as having a low minority homeownership gap do not necessarily offer robust homeownership opportunities for minority populations; rather they have very low overall minority populations.

The gap between minority and white homeownership in Gresham is evident in the map Homeownership Gap. Aside from the Central City, Rockwood has the lowest ownership rate of occupied households of Gresham's 16 neighborhoods. Additionally, the minority ownership gap is highest in these two areas, as well as the Centennial neighborhood (see map). These areas are also home to the highest concentrations of people of color in the City of Gresham, indicating that the gap reflects a true lack of ownership by people of color in these areas,

Ownership/rental rates (Map 22)

The Housing Study notes that the Rockwood neighborhood has experienced degradation over a period of decades and is currently characterized by a high concentration of low-cost rental housing, a high poverty rate, and depressed property values. "In terms of unit concentration, West Gresham neighborhoods extending to the Central City have the highest number of affordable units. The Northwest neighborhood has the most units, followed by the Rockwood neighborhood. Southern and eastern neighborhoods and North Gresham have fewer affordable units. This roughly matches the pattern of rental housing in general." (Housing Study)

Cost burden (Map 23)

The lowest income households struggle to find housing of any type that keeps costs at less than or equal to 30% of gross income. Housing expenditures that exceed 30% of household income have historically been viewed as an indicator of a housing affordability problem. (HUD) Some households choose to devote larger shares of their incomes to larger, nicer homes; however these households often still have enough income left over to meet their other, non-housing expenses. For households with limited incomes, housing costs (mortgage payments or rent payments) that exceed 30 percent of their limited incomes is an indicator of an affordability problem, and this expenditure can be harmful to their health and well being. Many renters are currently paying more than 30% of gross income for rent, as shown in the map. When comparing the locations of high housing cost burden in Gresham to median household income (Map 9), one notices the maps are inversed. The census tracts with the lowest households incomes throughout Gresham are also the areas with rates of housing cost burden at 42% and higher. There is not a single census tract in Gresham that does not contain cost burdened homes (one bordering the Wilkes East neighborhood in Portland), and the largest number of census tracts with 54.3% cost burdened and above are in West Gresham.

A finding noted in the 2012 Housing Study was that there is not currently a shortage of rental housing in Gresham, but a prevalence of market-rate units which the lowest income households stretch their budget to rent. A theme of the Latino Network Listening Circle was that residents are paying more than they are comfortable paying for rent, despite the HUD designation of the units as "affordable" based on median income numbers. 24% of questionnaire respondents that are renters answered that they disagree or strongly disagree with the statement "I am able to pay my rent or mortgage comfortably," while only 3% of homeowners disagreed or strongly disagreed.

Location of subsidized housing (Map 24)

West Gresham residents indicated that they desire affordable access to more housing types, including condominiums and duplexes. One interview respondent noted that the city lacks housing that can serve as a "next step" for folks who currently live in low-rent/ low-quality housing, but wish to upgrade to better conditions or larger housing. This type of housing is commonly referred

to as "workforce housing." This is housing available at the 50%-80% area median income, where renters (or owners) pay only up to 30% of their income on housing costs.

Currently, the highest amount of Section-8 voucher use is in the Rockwood neighborhood (as a percentage of total households). West Gresham has the majority share of Section-8 use across the City, with the central city closely following. Most affordable housing units constructed by either Home Forward or Human Solutions are along the MAX line. Often, housing built on frequent transit lines can receive waivers such as less parking per unit, which keeps construction costs lower. There is also a cluster of smaller housing units at the intersection of the Kelly Creek and Mt. Hood neighborhoods in Southeast Gresham. There are very few instances of affordable complexes with more than 110 units within the City of Gresham.

Median age of structure (Map 25)

The housing pattern in the city of Gresham reflects the different periods of economic and real estate cycles, as well as shifting demographics since its incorporation as a city in 1905. The most recent cycle of housing development, since 1990, is clustered on the southern side of town and the fringes of Gresham, largely consisting of new single-family unit development. Additionally, newer multi-family development is scattered through the central city, mostly along major corridors.

Through the Listening Circles, residents expressed concern over the quality of housing in West Gresham, indicating that some units are deteriorating or not maintained by property managers. The housing stock in West Gresham is a concentration of older units, and therefore many landowners are unable to charge the amount of rent necessary to make needed upgrades. Additionally, community members noted that in addition to structural upgrades, they are also interested in amenities such as garden space, common community rooms, and childcare services in their apartment complexes.

Although the city operates a model rental inspection program, residents reached through community engagement noted that there are not enough rental inspections in their area. They feel that this is important to maintaining healthy and safe homes. Some members note that they have difficulty getting their landlords to address acute problems of mold and vermin in their apartment, despite repeated complaints from many residents in the building. Of the 45 renters who responded to the questionnaire, 63% agree or strongly agree that the manager/owner of my home is responsive to maintenance issues. Also, we heard from community members that some residents are weary of filing complaints because they fear eviction or raised rents (due to improved conditions). This indicates that the RHIP could better advertise the program, especially in large rental units. Additionally, trainings or other resources that give residents the information they need about tenant rights are valuable, and should be made available in a variety of formats and languages.

Homelessness

Gresham residents perceive Gresham to have a homelessness issues, noting they feel unsafe in parks or on trails after dark and commonly citing "transient" populations as their source of unease. Homelessness rates are rising in the United States, and the issue is no longer confined to central cities. While homelessness is not strictly a housing issue, the housing first model operates under the

belief that homeless families are served best when they can quickly move into permanent housing, then receive rent subsidies and stabilization services to resolve issues that led to their homelessness such as unemployment, drug or alcohol addiction, and mental health issues.

Community Engagement

West Gresham

Compared to respondents from the rest of Gresham, West Gresham respondents were less likely to live in a single-family residence (67% v. 87%) and own their home (60% v. 81%). West Gresham residents were less likely to agree or strongly agree to the following statements compared to respondents in the rest of Gresham:

- I feel safe in my home (73% v. 89%)
- My home meets my needs (69% v. 90%)
- There are enough bedrooms (84% v. 91%)
- I am able to pay my rent/mortgage (68% v. 83%)

When asked about their neighborhood, West Gresham residents were slightly more likely to agree or strongly agree with the statement: My friends and/or family live nearby (56% v. 51%). West Gresham residents were less likely than respondents living in the rest of Gresham to agree or strongly agree with the following statements:

- I feel safe in my neighborhood (44% v. 80%)
- I feel comfortable asking my neighbors for help (57% v. 66%)
- There are a variety of stores and services (52% v. 70%)
- I like the way it looks (such as scenery, architecture, or landscaping) (35% v. 75%)

Accordingly, West Gresham respondents were much more likely than respondents in the rest of Gresham to disagree or strongly disagree with the following statements:

- There are a variety of stores and services (30%v. 13%)
- I like the way it looks (such as scenery, architecture, or landscaping) (38% v. 6%)
- I like my neighborhood the way it is (44% v. 16%)

While aesthetic concerns may not be as pressing as other livability issues, the low appeal towards how West Gresham neighborhoods look to residents compared to the rest of Gresham signifies potential problems related to investment and community pride. The final question about "liking the neighborhood the way it is" affirms that there is more dissatisfaction with West Gresham compared to other neighborhoods.

Renters vs. owners

Renters were less likely than owners to agree with all but one statement regarding their housing situation and neighborhood. The largest differences were:

- I feel safe in my home (78% of renters agree or strongly agree v. 87% of owners)
- My home meets my needs (57% of renters agree or strongly agree v. 93% of owners)
- There are enough bedrooms for my family/roommate to live comfortably (78% of renters agree or strongly agree v. 92% of owners)

- I am able to pay my rent/mortgage comfortably (58% of renters agree or strongly agree v. 77% of owners)
- There are things that I like to do for recreation (59% of renters agree or strongly agree v. 74% of owners)
- My friends and family live nearby (47% of renters agree or strongly agree v. 56% of owners)
- I feel comfortable asking my neighbors for help (41% of renters agree or strongly agree v. 69% of owners)
- I like the way it looks (45% of renters agree or strongly agree v. 69% of owners)
- I like my neighborhood the way it is (33% of renters agree or strongly agree v. 57% of owners)

Interestingly, the difference in responses of renters and owners was very small for the statement "I feel safe in my neighborhood", since the statement "I feel safe in my home" had a larger difference. The results suggest the need for improved rental housing in terms of more bedrooms per unit and affordability. The large difference between renters and owners for the statement "My home meets my needs" reflects a relative lack of choice for renters since it is assumed that people with these feelings would move to a unit that meets their needs if they could. In addition, the low level of agreement to "I like my neighborhood the way it is" among renters suggests the need for improvements to areas around rental housing, particularly in terms of aesthetic quality and access to recreation based on the other questionnaire responses.

Conclusions

Good quality affordable housing is still in high demand in Gresham, especially at the lowest income levels. The lack of affordable housing in the subregion leads to the displacement of residents due to rising rents and the need for some households to move around frequently to find the cheapest housing. Housing instability causes stress and related adverse health outcomes. It also impacts school performance for children, as moving schools multiple times leads to poor performance and educational outcomes (Cohen, 2011). The provision of affordable housing is critical in ensuring stability for individuals and families. Further, stable and affordable homeownership may positively impact mental health by increasing the control that homeowners have over their physical environment and minimizing the disruptions associated with frequent, unwanted moves.

Rehabilitating current housing stock is critical to providing safe and healthy units; however, in order to prevent displacement of vulnerable residents, additional development of new affordable units is needed, along with tenant protections and subsidies for redeveloped housing. The Rental Housing Inspection Program is actively addressing problem properties through its recently implemented "Habitability Achievement Awards" that allow the program to focus the random selection. RHIP is also a good venue for tenants to seek information about their rights This is important so that residents are able to comfortably file complaints without fear of eviction or raised rents (due to improved conditions). It is important that programs such as these work effectively to maintain the livability of the existing housing stocks, given the projected needs of the Gresham population, and the current lack of housing at lower price levels.

3.3 Transportation

Transportation is a key component of opportunity and "a basic ingredient for quality of life indicators such as health, education, employment, economic development, access to municipal services, residential mobility, and environmental quality" (Bullard, 2004).

The City of Gresham is responsible for the construction and maintenance of streets, sidewalks, and bicycle facilities in the public right-of-way. TriMet provides transit service to Gresham in the form of 9 bus routes and the Blue MAX line (with nine stations in Gresham). There is also approximately eleven miles of off-street, multi-use trails in the city.

Gresham residents seek a balanced transportation network. A key objective of the Gresham Transportation System Plan (TSP) is to create a balanced transportation system where pedestrians, bicyclists and motorists have equal opportunity to get around. One goal in the TSP is related to livability: tying the quality and location of transportation facilities to broader opportunities such as access to good jobs, affordable housing, quality schools and safe streets.

For residents who do not have a car or a driver's license, it is fundamental to have access to a transit system that provides frequent and reliable service, as well as a safe pedestrian network. As in any city, Gresham has a sizeable population of people that do not have access to a vehicle or cannot drive, and are therefore dependent on transit and other modes to get around. For example, the average number of households without a vehicle available is approximately 9% in Gresham, yet some areas have an average of up to 24% (Map 26). According to the 2008-12 ACS estimates, between 2% and 17% of employed residents over the age 15 use public transit to get to work, depending on the census tract (Map 27). In addition, approximately 10% of Gresham residents are between the ages of 12 and 18, an age group that relies heavily on transit for independent travel. As the population ages, more and more people will need to use transit. Therefore, this analysis adopts a transit dependency perspective.

Transportation to employment is particularly concerning. As noted in Section 2.2 of the *Background Report*, 84% of workers need to commute within and outside the City of Gresham. Access to the subregional job market is discussed further in Section 3.4 of this report.

Methodology

The Kirwan Institute's methodology, as well as local examples of opportunity mapping, incorporates transportation as a key measure of opportunity. Example measures include:

- Access to Public Transportation within .25 mile of stop
- Mean commute-to-work time
- Density of Sidewalks
- Density of Curb Cuts

Based on input about important indicators to map in Gresham, we focused on transit and walkability. Existing maps of the transit network did not seem to represent residents' experience with bus route frequency. Therefore, in order to better understand the frequency of transit service

in the city of Gresham, we created a map that divides the transit network into three categories (Map 28):

- High frequency routes run between 15 to 30 minutes on weekdays and weekends.
- Medium frequency routes run every 30 minutes on weekdays and weekends.
- Low frequency routes run every hour and do not provide service on the weekends.

There is limited data on curb cuts and sidewalks for Gresham. Therefore, we used the CLF Equity Atlas walkability index as a proxy for pedestrian accessibility at the census tract level (Map 29). The data is based on the City of Gresham's layer of the sidewalk network, created using 2005 aerial images. The use of out-of-date information is a limitation of the maps using the walkability index, although GIS staff are currently updating the sidewalk layer, which will provide a more accurate representation of walkability in the future.

Analysis

Frequency

As shown on Map 28, bus lines 4, 9 and 20 are high frequency; lines 21 and 77 are medium frequency; and lines 25, 80, 81, 84 and 87 are low frequency. The three high frequency lines run from Gresham transit center all the way to Portland City Center, line 20 extends to Beaverton and line 4 to North Portland, Saint Johns. Besides these three frequency bus lines, the Blue Max line also provides frequent service and connects Gresham residents with Portland City Center, Beaverton, Hillsboro, and the Portland International Airport.

North-south connectivity

Map 28 shows that north-south transit service in Gresham is lacking in terms of connectivity and frequency. There is only one medium frequency line that runs north-south from the Gresham Transit Center. It connects with the cities of Fairview and Wood Village and the north section of the Wilkes East and North Gresham Neighborhoods. Line 87 on 181st and 182nd is the only north-south line through West Gresham neighborhoods (Centennial and Rockwood). It currently has low frequency, running every hour on weekdays from 5:35 am to 5:37 pm with no service on the weekends.

The map affirms perceptions that north-south routes are infrequent. During the community engagement process, many people expressed that north-south routes are inadequate for connecting people to job opportunities in the north and other uses along main streets such as high schools and businesses. Residents who live in West Gresham face challenges when commuting north-south or using north-south routes to connect to east-west lines. This issue came up during multiple interviews and all of the Listening Circles, as well as in the questionnaire results. For example, one of the most common write-in comments regarding what changes would improve experience with transit was the need for more north-south routes and higher frequency (especially on nights and weekends).

Concerns of non-riders

Based on the questionnaire, it appears that people who do not ride transit regularly are most concerned about safety and convenience. When asked why they do not ride public transit, the most common responses of the 181 respondents who checked that they do not ride transit at least once a week were:

- I do not feel safe riding transit (33%)
- Routes don't go where I need to go (32%)
- I don't like riding transit compared to other ways of getting around (31%)

West Gresham respondents were more likely than respondents from the rest of Gresham to check: "I don't feel safe waiting" (42% v. 22%) and "too many transfers" (32% v. 24%). The questionnaire results suggest that non-transit riders would be more likely to take transit if there were more direct routes to destinations, making it more convenient. In addition, it appears that safety concerns among non-riders are more related to bus stops in West Gresham and on transit itself in other parts of Gresham.

Concerns of riders

For residents who do take transit, the most common destinations identified were: work (50%), entertainment (48%), and shopping (44%). About 74% of transit riders said transit gets them to where they need to go adequately (n=54). The most common responses when asked what kinds of changes are needed to improve experience with transit include:

- more frequent service (43%)
- cheaper tickets (43%)
- covered bus stops and MAX stations (41%)
- more bus/MAX service at night (39%)
- more bus/MAX service on the weekends (37%)

A much higher share of questionnaire respondents in West Gresham ride transit at least once a week compared to the rest of Gresham, possibly reflecting the higher levels of transit dependency indicated by census data. When asked what kind of changes would improve the experience with transit, transit riders in West Gresham were more likely than respondents from the rest of Gresham to check: covered bus stops (56% v. 24%), longer transfer ticket times (40% v. 28%), more bus/MAX service at night (40% v. 32%), and better sidewalk access to stops (44% v. 16%). Conversely, West Gresham residents were less likely to check: increase the number of stops (12% v. 20%). West Gresham respondents were more likely to answer yes to the question: "Does transit get you to where you need to go adequately?" (84% v. 64%).

These results suggest that some neighborhoods need more route coverage compared to West Gresham, but that West Gresham residents have a wider range of other concerns besides coverage. Consistent with feedback from other engagement methods, West Gresham residents express the need for: more shelters at bus stops, better sidewalk connectivity to stops, longer transfer ticket times, and more night service.

Pedestrian access and walkability

In addition, pedestrian access to transit stops is another challenge that many residents face in West Gresham (Map 29). In the Centennial neighborhood, for example, residents living on the west side of 182nd do not have sidewalks on which to walk to bus stops to catch bus lines 4 and 87.

Concerns about pedestrian access to transit relate to low levels of walkability overall. When asked about their neighborhood, about 40% of respondents to the questionnaire agreed or strongly agreed that it is easy to get to places by foot. Conversely, about 37% of respondents *disagreed* with the statement that it is easy to get to places by foot. Bicycle accessibility appears to be incrementally better but still low, as 50% of respondents agreed or strongly agreed that it is easy to get to places by bike.

Even though Gresham provides some opportunities for walking and biking, Map 29 shows that there are many gaps in the network. There are sidewalks that do not have nearby intersections with pedestrian crossings, making pedestrians walk longer distances to find a safe pedestrian crossing.

When comparing the sidewalk network to the year structures were built, areas developed before annexation from the county to the city have fewer sidewalks (based on the City's 2005 layer). Based on gaps in the sidewalk network, as well as demographic indicators, West Gresham appears to have the highest need for walkability improvements. It has low vehicle ownership rates, low income households, and a high concentrations of youth, compared to other parts of Gresham. The older parts of Central Gresham also need improvements based on similar infrastructure gaps and demographic indicators.

In addition, during the community engagement process, some residents expressed safety concerns while walking to and from parks and transit stops, due to lacking street lights, safe crossings, and quality sidewalks. Furthermore, Rockwood was annexed from the county in 1984, and newer parts of the city are more likely to meet street standards compared to these areas .

Conclusions

The analysis indicates that many improvements are needed for the transit system. The findings from community engagement provide a more nuanced view of specific issues and thus possible solutions such as improving transit frequency and connectivity to important destinations throughout Gresham, as well as making bus stops safer and more convenient to walk to in West Gresham neighborhoods in particular. It is critical that the transit network provides convenient connections to job centers, shopping centers, and entertainment.

There also appears to be a need for a more well-connected sidewalk and bicycle network, particularly to better serve transit riders. Supporting pedestrian and bicycle activity through more and safer infrastructure would help address health issues occurring in Gresham that are associated with physical exercise (e.g., obesity and diabetes). For this reason and other benefits, it is important to engage residents in active transportation by providing streets with wide sidewalks and bicycle infrastructure that connect residents to local parks, schools, libraries, grocery stores and social services. These improvements would make active transportation more attractive, at least for short trips within the city limits.

3.4 Food Access

Over the past decade, food access challenges faced by urban populations have received increased attention as scholars, policy-makers, and the media began to take an interest in identifying 'food deserts' (areas devoid of supermarkets). At the federal level, First Lady Michelle Obama and the US Department of Agriculture have lent strong support to address food deserts. Locally, Multnomah County's 2010 Food Action Plan notes that "while the Portland region does not appear to have extreme food deserts, there are areas with poor access to full-service grocery stores, including some areas with higher poverty or otherwise confounding factors like lack of transportation" (Multnomah County, 2010, p. 18).

Many recent initiatives are aimed at reducing the distance between the supermarkets and the places where people live. However, this framework risks overshadowing other barriers that can prevent people from acquiring nutritious food, regardless of supermarket proximity. For example, the concept neglects food access associated with affordability. A 'food mirage' occurs when low-income people cannot afford to purchase food from existing stores in their neighborhood (Breyer & Voss-Andreae, 2013). In addition to over-priced produce, household poverty and inadequate transportation are other common barriers to accessing healthy affordable food (see Chapter 7 of the *Background Report*). Research has shown that barriers to food access can contribute to adverse health outcomes such as obesity (White, 2007).

In addition, the focus on the location of supermarkets tends to imply that the solution to food insecurity is to attract corporately owned supermarkets into low-income neighborhoods, despite evidence showing that these neighborhoods are often better served by small independent grocers, co-operatives, or other community food assets (Raja et al, 2008; Short et al., 2007). Food justice advocates go even further by asserting that the food desert label is stigmatizing (Bare, 2013) and that large corporations exploit it in order to benefit from public subsidies and other incentives (Fields, 2013). Consequently, advocates have increasingly shifted their focus away from "food deserts" and toward the issue of access to affordable, healthy food more broadly.

Previous studies suggest that a food mirage exists in the Rockwood area. A survey conducted by the Ecumenical Ministries of Oregon in 2013 reported that among the 235 residents of multifamily units in Rockwood who they surveyed, "respondents indicated that on average they were traveling 6.3 miles to get their groceries with 59% of respondents traveling at least five miles." Further, of the "top five grocery stores that people shop at only one is located within the Rockwood neighborhood" (EMO, 2013).

Methodology

Our analysis affirms the findings in the literature that urbanized neighborhoods can face barriers to food access regardless of whether or not there are full-service grocery stores nearby. Informed by this literature and food access studies that have been conducted in other cities, CCP used the following indicators to identify areas of Gresham where barriers to food access are greatest and where efforts to improve food access should therefore be prioritized:

- households poverty rates,
- access to transportation, and
- the location and affordability of full-service supermarkets.

We assigned each census tract a rank of "high" or "low" for each group of indicators.

To identify areas of high poverty, we used census tracts with greater than 20% of households in poverty based on 2008-2012 ACS data, in accordance with US Census standards. To determine transportation access for each census tract, we considered the average number of cars per household and sidewalk density. We then overlaid public transit routes (categorized by low, medium, and high frequency of service) and determined transportation access as a whole for each census tract. The number of cars per household was calculated using 2008-2012 ACS data. Census tracts with less than one car per household were determined to have low vehicle ownership, whereas census tracts with greater than one car per household were deemed to have high car ownership. Walkability was determined using a sidewalk density measure from the Equity Atlas, which was normalized to Multnomah County, and by examining how well the existing sidewalk network connects with affordable grocery store locations.

The affordability indicator is based upon a market basket survey that CCP conducted on April 13th, 2014. The survey involved recording the availability and price of 20 selected items at each supermarket in the Gresham area. These items were selected from US Department of Agriculture market basket survey lists and were intended to reflect a healthy diet as well as different cultural food preferences. For each item in each store, the lowest available price (excluding discounted sale prices) was recorded. In addition, the weight of each item was also recorded to ensure that fair comparisons were made. The results of this survey allowed us to determine which supermarkets offer a full-range of healthy food options (greater than 90% of items on the list) in addition to the relative cost of the same set of items at each store. We then calculated the average cost of the entire market basket list, and identified "affordable supermarkets" as those with a market basket cost that is below the city's average. Once the affordable supermarkets were identified, we created half-mile and quarter-mile buffers around each using the existing road network, and overlaid these buffers on the map in order to gauge each census tract's proximity to an affordable supermarket.

Using these indicators, we generated a series of typologies (Figure 1) to help identify the areas in Gresham where people are more likely to face greater barriers to food access - areas where improvements to food access should consequently be prioritized. We recognize that there are residents in every neighborhood who are affected by barriers to food access, but because our analysis suggests that populations that are most likely to face these barriers are more concentrated in certain parts of the city, we identified these as higher priority areas for food access improvements.

For instance, areas shown to be characterized by high-levels of poverty and low levels of car ownership were considered to be of the greatest priority if they are not in the proximity of an affordable grocer. In contrast, areas shown to have low levels of poverty and high rates of vehicle ownership are considered to be of the least priority for improving food access regardless of their proximity to an affordable grocer because residents in these areas are more likely to be able to

afford to shop at more types of stores and more likely to be able to drive to grocery stores in other neighborhoods to acquire food. In other words, it is assumed that residents with access to vehicles and higher incomes have fewer barriers to food access, and thus more choices and ability to acquire healthy food.

Figure 1: Food Access Improvement Priority Areas (Shown in Maps 30 and 31)

# Households in Poverty	Number of Cars per Household	Walkability / Transportation	Proximity to an Affordable Grocer	Food Access Priority
LOW	HIGH	LOW or HIGH	LOW or HIGH	**LEAST PRIORITY**
LOW	LOW	HIGH	HIGH	**LEAST PRIORITY**
HIGH	HIGH	HIGH	HIGH	**LOW PRIORITY**
HIGH	LOW	HIGH	HIGH	**LOW PRIORITY**
LOW	LOW	HIGH	LOW	**MEDIUM PRIORITY**
HIGH	LOW	LOW	HIGH	**MEDIUM PRIORITY**
HIGH	LOW	HIGH	LOW	**HIGH PRIORITY**
HIGH	LOW	LOW	LOW	**HIGH PRIORITY**

Due to the limitations of ACS data at small scales, we decided to use the census tract level rather than block group level. Using census tracts masks variation in rates within those geographical areas (see Section 4.0 below). However, one way that we were able to fine-tune our analysis within census tracts was by distinguishing all industrially-zoned land with each census tract and grouping it among the "least priority" areas where food access improvements are needed. Another limitation with our data is that census tracts do not align perfectly with neighborhoods, which makes the task of discussing food access needs by neighborhood challenging. One other possible limitation is that our study was not designed to measure differences in the quality of food available from different grocers. Given the subjective considerations that go into making such determinations, differences in produce quality is difficult to gauge, yet 84% of our survey respondents indicated that freshness/quality is a very important consideration that determines their food procurement choices. The inability to measure quality could thus pose a limitation to our methodology. We did, however, hear people's impressions regarding the quality of food at different locations at our listening circles and discussion groups.

Due to the limitations of using geospatial data alone, we presented our preliminary maps to stakeholders in order to help us obtain more fine-grained analysis. We obtained input from our technical adviser at Ecumenical Ministries, community leaders, and advocates. We also presented

our food access maps at the Food Access Discussion Group and two community listening circles (one hosted by the Rockwood Neighborhood Association and the other hosted by the Latino Network). The Food Access Discussion Group was attended by 14 participants each of whom work on food access issues, including emergency food providers, food justice activists, local business developers and food retailers, public health workers, urban planners, academic scholars, and urban farmers. At each of these events, we asked stakeholders about the aspects of our maps that reflect Gresham's experience and what needs to be improved. Subsequently, we revised our maps to reflect the ideas, suggestions, and feedback that we received.

Analysis

The results of this process suggest that areas of Gresham where the greatest concentration of barriers to accessing healthy affordable food are located in specific parts of the Rockwood, Centennial, and North Central (west of 223rd) neighborhoods. Census tracts in these neighborhoods are characterized by elevated levels of poverty and low rates of vehicles per household. Although one grocery store is located in the Rockwood neighborhood and one is located on the border of Wilkes East and North Gresham, we determined that these grocery stores have higher than average prices. Consequently, residents of these neighborhoods are likely to travel further away in order to access healthy food that they can afford. Based on our analysis, we have identified these neighborhoods as the highest priority areas for food access improvements. (Map 30)

The results also suggest that elevated barriers to food access also exist in the neighborhoods of Wilkes East (south of Halsey) and North Gresham (south of Halsey and West of 193rd). Therefore, we identified these areas as high priority for food access improvements. Demographic indicators show that census tracts in the neighborhoods of Wilkes East, North Gresham, Rockwood, and Centennial have higher concentrations of Black and Latino residents than elsewhere in the city, which is consistent with literature that has noted that food access barriers tend to be greater in neighborhoods with higher concentrations of communities of color and linked to racial and ethnic segregation. One census tract in the North Central neighborhood that we have identified as a high priority area has roughly average concentrations of Black and Latino residents when compared with the rest of the city.

Many of the affordable supermarkets in the city are concentrated in and around downtown Gresham and in the eastern neighborhoods of Powell Valley and Mt. Hood. These areas also scored relatively well in terms of public transit and walkability, and we therefore, deemed them to be among the areas of least priority for food access improvements. Neighborhoods located in the south of Gresham (Hollybrook, Southwest, Pleasant Valley, Gresham Butte, and Kelly Creek) are shown to have a dearth of grocery stores, but because they are characterized by low rates of household poverty and high vehicle ownership, these were determined to have relatively high food access.

Map 31 shows the food access priority areas again, with an overlay of community food assets including the farmers' market, farms, farm stands, community gardens, and locations to acquire emergency food such as food pantries. This maps helps us to understand where existing community food assets are located in relation to need.

Community Engagement Findings

The evidence from our maps corroborates the results from our online questionnaire, as well as other studies on food security that have been conducted in Gresham. For instance, our questionnaire suggests that many people living in the Rockwood, Wilkes East, and North Gresham neighborhoods may face barriers to accessing food in their neighborhood. Even though there are grocery stores located in these neighborhoods, the survey showed that of the 48 respondents from these three neighborhoods, only 9 respondents reported that they most frequently shop for groceries at either of the two supermarkets located in those neighborhoods, whereas 17 reported that they most frequently shop at Winco which is further away. Our survey suggests that residents from West Gresham are not only traveling long distances to acquire food, but they are also less likely to drive (73% v. 92%), than residents in other parts of the city and they are more likely to walk (8% v. 2%) or use public transit (10% v. 2%). On average, among respondents who rely primarily on public transit it took them 34 minutes to travel to the grocery store, whereas the average drive time to the grocery store is shown to be about 8 minutes.

Affordability and freshness appear to be the motivating factors that lead people to travel further distances in order to purchase food. In West Gresham, 84% of respondents stated that freshness/quality was a 'very important' consideration in their food purchasing choices, and 69% of respondents from these neighborhoods told us that price was 'very important'. In contrast, only 40% of respondents in West Gresham said that convenient location was a very important consideration in determining their food acquisition choices. This was also confirmed in listening circles where we were told that many participants will make trips to multiple destinations throughout the city in order to acquire fresh food at prices that they can afford.

Participants in the listening circles also expressed a preference for more small open-air markets, and indicated that they would grow more of their own food if they had more space to do so. These findings are consistent with the *Rockwood Food Assessment* which found that when asked what healthy food places they would most like to see in their neighborhood, 37% of Rockwood respondents answered "Farmers' Markets," and 20% answered "Community Gardens".

Conclusions

Our analysis suggests that there are inequities in food access between the neighborhoods of Gresham. The greatest concentration of barriers to accessing healthy affordable food are located in specific parts of West Gresham. Although there are supermarkets in these neighborhoods, many residents travel further away and make trips to multiple stores in order to acquire fresh food at the prices they can afford. Most commonly, residents of West Gresham prefer to shop at Winco, which is a workers' co-op.

Residents in West Gresham neighborhoods also have lower rates of car ownership and are more likely to take public transit when shopping for food when compared to the rest of the city. Some residents of West Gresham enjoy acquiring food from their own gardens, or from small open-air markets, but our informants also noted that there are not adequate options available for them to do so in their neighborhoods.

3.5 Employment

When discussing "opportunity", many people commonly think in terms of jobs and social mobility. The "American Dream" is based on the belief that everyone, regardless of background, has the opportunity to achieve prosperity and success through hard work. In addition, employment is fundamental to health and well-being. Employment generates income that can pay for health-supporting resources and contributes to positive self-esteem, while being unemployed contributes to financial burdens and low self-esteem (Grieb et al, 2013). To maximize well-being, it is important that people have access to jobs that provide a wage that meets household needs, often referred to as "living wage" or "family wage". Family wage is considered to be the income level needed to support one adult, one preschooler, and one school age child, which is $47,244 for Multnomah County based on 2010 wages (CLF Equity Atlas). Beyond sufficient pay, a "good job" also offers safe working conditions, benefits, flexibility, job security, and the option for full-time work.

The availability of jobs is a function of the regional and national economy. Currently, job market demand in the U.S. tends to be divided between the low-skilled service industry and the highly professional and technical industry (Portes, 2005). A recent analysis of employment patterns in the Portland region since the recession found that most of the job growth has been in high and low wage jobs, with a corresponding decline in jobs with middle income wages (Kaylor, 2014).

In essence, residents of a metropolitan area operate within "an interconnected web of opportunities that shape their quality of life" (Kirwan, 2013). Regional economic indicators are important in determining potential pathways to upward social mobility such as job opportunities for various segments of society (Portes, 2005). Evaluating job opportunities for a given population requires matching sectors and occupations experiencing job growth with workforce characteristics related to education, skills, and work experience.

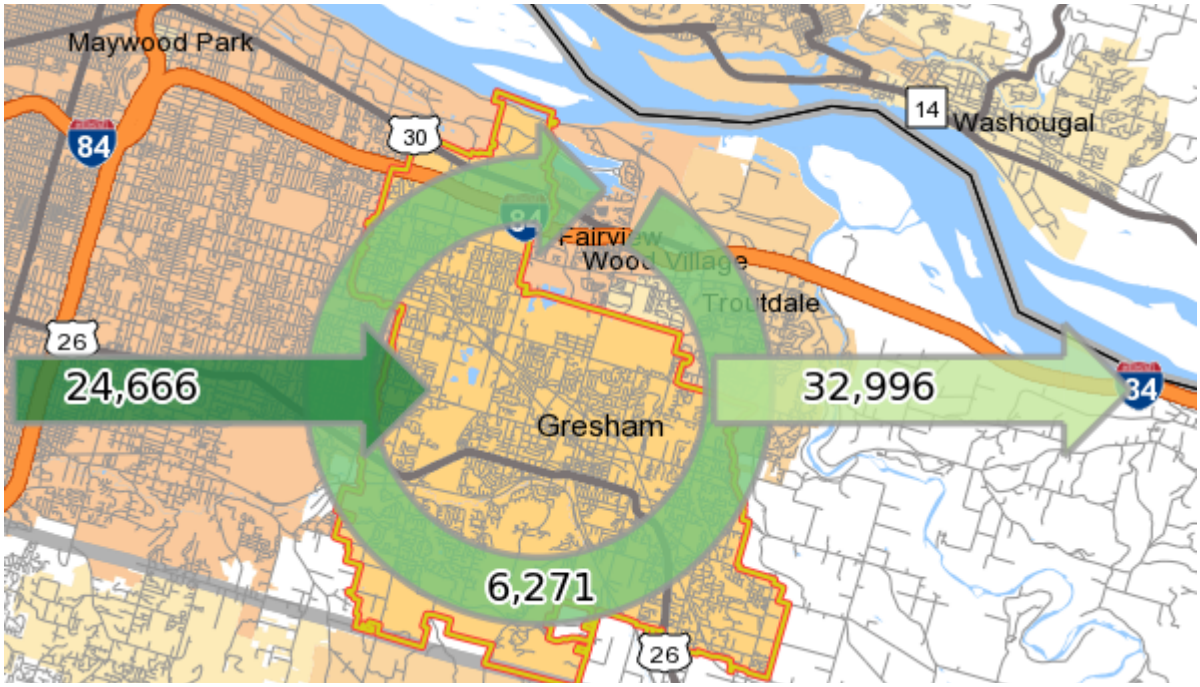
As described in the Chapters 3 and 8 of the *Background Report*, the separation between job opportunities and the populations with low employment rates is referred to as "spatial mismatch" (Chapple, 2006). The spatial mismatch contributes to longer commutes, which affects health and results in higher transportation costs. The phenomenon is particularly striking for low-skill jobs and people with lower education levels (Stoll et al, 1999). Furthermore, not having access to a vehicle seriously limits the availability of job opportunities (Barnes, 2000). Many entry-level and low-skilled jobs are either not accessible by public transit or require employees to work when public transit is not operating such as nights and weekends (Sanchez, 2008).

Given that many job seekers have transportation challenges, it is important to consider the local job market when analyzing employment opportunities in a given area. The city of Gresham has about 31,000 jobs as of 2011. The three sectors with the highest shares of Gresham's jobs are manufacturing (18.2%), health care and social assistance (16.0%), and retail trade (12.2%).

To analyze commute patterns between places, the US Census Bureau developed the "On the Map" online tool, which models the flow of workers based on data from various sources. According to their estimates for 2011 (the most recent year data is available), Gresham has about 39,000 employed residents, of which 45% commute to Portland for their primary job, 16% work in

Gresham and the remaining travel to other locations for their primary job. "Primary" is defined as the highest paying job held by individuals with more than one jobs. Using primary jobs rather than all jobs for this analysis avoids double counting of employed residents. Of the 31,000 workers in Gresham, 24% and 20% live in Portland and Gresham, respectively. It is estimated that about 6,200 people live and work in Gresham (for their primary employment).

Figure 2: Inflow/Outflow



Source: US Census Bureau, 2013

Economic development

The City of Gresham has identified three complementary industries that show potential for increasing the number of good jobs in Gresham. These include: manufacturing, clean technologies, and professional services. To support their strategy, the City has two incentive programs: Enterprise Zone (property tax abatements for new investment in Gresham) and New Industries Grant Program in the Rockwood Urban Renewal Area (URA). In addition, the City partners with workforce development and the business community. They also provide a Small Business Center and work with local businesses to understand their needs.

Workforce

As described in Chapter 8 of the *Background Report*, the share of adults (age 16 and over) classified as unemployed but in the labor market in Gresham is about 11.9%, increasing by five percentage points from 2000 to 2010. Gresham has low educational attainment levels relative to the three-county region overall, as approximately 18% of adults age 25 or older have a bachelor's degree or higher, compared to 38% for the region.

Stakeholder feedback

A key theme from community engagement was the need to increase employment and wages for Gresham residents, particularly in the Rockwood area. Adults need to earn a family wage to address the problems associated with high childhood poverty rates. As noted during the Food Access Discussion Group, the best way to improve food security is through increasing employment. One stakeholder that we interviewed summarized the importance of employment to community prosperity by noting that helping the underemployed find work is not just about jobs, but also about building pride.

In particular, the questionnaire findings support the need for more good jobs that match educational levels, skills, training, and preferences within a reasonable commute distance from Gresham. The workforce side of this equation addresses this issue through helping people gain additional skills, in addition to providing other forms of assistance to match people with employers. For example, Human Solutions is targeting these sectors: construction, health care, manufacturing, and education. Workforce development is discussed further in Section 3.5 of this report.

On the other side are economic development initiatives to create jobs and businesses. While the City has a trade sector strategy to attract, retain, and grow businesses in the manufacturing and clean technology industries, several stakeholders called for more direct incentives to businesses that will employ Gresham residents.

Methodology

Input received during community engagement strongly informed the methodology we used to analyze employment opportunities. Since transportation is a necessary ingredient for accessing employment, our approach to analyzing job opportunities by neighborhood focused on spatial proximity and physical access to good jobs and to jobs that match educational levels. Section 3.5 Education and Services, analyzes the distribution of employment assistance resources.

Transit access to regional jobs (Maps 32- 35)

We began with a map of transit access to family-wage jobs in the region as a proxy for opportunities to physically access good jobs using public transportation. This method recognizes the regional nature of the job market, takes a transit-dependence lens, and factors out minimum wage employment when considering opportunity. We created Map 32 using data from the Equity Atlas 2.0. The index created for the region is based on the number of family-wage jobs in the Portland region that are accessible via transit (bus or train) within 60 minutes of travel time. Each neighborhood has a value from 0 to 5, with 0 having the least access and 5 having the most. Family wage jobs are defined by the income level needed to support one adult, one preschooler, and one school age child ($47,244 for Multnomah County, based on 2010 wages).

To further analyze transit access to jobs, we created three maps using the US Census Bureau's "On the Map" online tool. The regional transit network is overlaid on each of these maps. Note that only bus routes going through Gresham are displayed to factor out the need for transfers, which adds time to commutes. In reality, transit riders could access most of the job centers in the region by transit, although it would take at least one transfer to reach some of them, such as the Tigard,

Milwaukie, and Northwest Industrial areas. Also note that the map does not show the bus routes operated by the City of Sandy that serve commuters in Gresham, Sandy, and Estacada.

For Maps 33 and 34, we set the "home area" as the city of Gresham and show the top 50 census tracts where Gresham residents currently go to work (for primary and supplemental jobs). The value of each census tract is the share of all jobs held by Gresham residents that are located in that tract.

Map 33 shows the jobs paying more than $3,333 per month, to show where residents currently holding "good jobs" are commuting to, as a proxy for current and future employment opportunities. Of the estimated 14,686 jobs held by Gresham residents that pay more than $3,333 per month, 64.5% are within the top 50 tracks that are shown on this map. In other words, the other 35.5% of high paying jobs are located in tracts not highlighted on this map.

Map 34 shows the jobs paying less than $1,250 per month to shed light on possible challenges with transit access to jobs for low income residents. Of the estimated 10,098 jobs held by Gresham residents that pay more than $1,250 per month, 55.1% are shown on this map. The other 44.9% of low paying jobs are located in tracts not highlighted on this map.

For Map 35, we set the "home area" as the seven tracts making up West Gresham (96.03, 96.04, 96.05, 96.06, 97.02, 98.01, and 98.03). This map shows the distribution of jobs held by West Gresham residents, providing additional insight for the focus area. Of the estimated 14,879 jobs held by West Gresham residents, 51.8% are shown on this map. The other 48.2% of low paying jobs are located in tracts not highlighted on this map.

Job distribution in Gresham (Maps 36A-36K)

To analyze the local employment market, we mapped out the distribution of jobs as of 2011, using the US Census Bureau's "On the Map" online tool and setting the "work area" as the city of Gresham. We created a map of all jobs, followed by maps of specific job types to provide a more nuanced view of the existing local job market. The Kirwan Institute method factors in job growth to show areas of higher opportunity, while the City of Portland took into account the concentration of jobs within a one mile radius of a given tract, weighting family wage jobs heavier. These approaches were beyond the scope of this project due to data and time restrictions. Rather, our approach assumes that job growth will generally occur in the areas where jobs are already concentrated, and looking at maps of job distribution provides a sense of proximity to jobs. The maps of the highest paying and lowest paying jobs provide a sense of where "good jobs" occur in the city.

Limitations

The On the Map analysis is based on modeling and estimates from data that is about three years old, and should therefore be interpreted generally and with caution. The interpretation of the maps of job distribution within Gresham is based on visual comparisons of concentrations, rather than statistical calculations.

It would be beneficial to analyze job change overtime to provide a sense of where job opportunities are more likely to occur, consistent with Kirwan's method. To analyze the interaction of housing

and transportation costs and give a better picture of cost burden on households, it would be useful to use a method similar to the Housing and Transportation Affordability Index (http://htaindex.cnt.org/map/).

Analysis

Transit access to jobs:

Map 32 shows that no census tracts in Gresham are in the top quintile for transit access to family wage jobs in the region. It also shows that the census tracts with lowest transit access to family-wage jobs are located in southern Gresham, which has the least transit service but also the highest rate of vehicles per household compared to other parts of the city. Conversely, the highest access neighborhoods are located along the MAX line. The MAX provides frequent service to Downtown Portland, where many of the region's high paying jobs in the financial and professional sectors are located. This skews the picture of employment opportunity for Gresham residents for several reasons:

1) Transit access is based on a 60-minute travel time one-way, which is high relative to what many would consider a healthy and reasonable commute time. Reducing the travel time would make Downtown Portland jobs out of reach, lowering the concentration of jobs accessible from areas around MAX stations.
2) The map does not take into account the frequency of transit or what days of the weeks and times the routes operate. While many family-wage jobs may be typical "9 to 5" jobs, those that have shifts during non-peak hours would be more difficult to access using transit. Therefore, the actual number of jobs accessible by transit is likely less than the map suggests.
3) The educational attainment of most Gresham residents does not likely match the qualifications of the high-wage employment opportunities in Downtown Portland, as less than one-fifth of the adult population has a Bachelor's degree or more. Every MAX station in Gresham is located in a census tract with lower than average educational attainment levels, compared to the city (ranging from about 5% to 18% with a bachelor's degree or more, based on 2008-12 ACS estimates). This means that the actual number of family wage jobs that are attainable for most Gresham residents, especially people living near a MAX station, is lower than the map suggests.

While there are limitations with this map, it highlights the importance of transit in terms of job access. For example, the lack of transit access may partially explain the high unemployment rates in South Gresham, relative to what would be expected based on other demographic indicators.

Of the 54 people who ride public transit at least once a week that completed our survey, 50% said they use it to go to work, the most common destination of the options provided. When asked about barriers to employment, transit riders had substantially higher rates than non-riders for "Transportation difficulties" (43% of riders v. 6% of non-riders) and "The hours or shifts were difficult for me to make" (21% v. 4%). These findings support other feedback obtained during interviews and shared learning events regarding the need for improved transit access to jobs, including increased frequency, better north-south connections, and expanded evening and weekend

service. For example, based on personal experiences and their community organizing efforts, the Multnomah Youth Commission expressed a need for better transit access to internships and jobs located throughout the region, because trips often involve at least one transfer, long wait times, and scary street crossings.

In particular, stakeholders repeatedly noted that it is difficult to use transit to access job opportunities in the Columbia Corridor, and many businesses along 181st/182nd would benefit from increased frequency. Many of the region's jobs in the manufacturing sector and related industries are found along the Columbia River, north and west of residential areas in Gresham. The manufacturing sector is known for offering skilled jobs that do not require an advanced degree but offer good compensation.

This concern is reflected clearly on Map 33, which shows that a significant share of high paying jobs held by residents are located in the Columbia Corridor, as well as the Northwest Industrial district of Portland. This trend is particularly striking for West Gresham residents (Map 35). In addition, approximately 6.8% of low-paying jobs held by residents are located within the two census tracts north of Gresham, along the Columbia (Map 34). Transit service between Gresham and the Columbia Corridor area to the immediate north consists of one low frequency bus route. Transit service to the other areas farther west would require at least one transfer.

Compared to higher paying jobs, those paying less than $1,250 are more concentrated in Gresham and Outer East Portland. Medium and high frequency lines serve most of the local tracts, with the exception of south and east Gresham. About 10% of low paying jobs are located in Downtown Portland and the Inner Eastside. While there is good transit access to these regional job centers, the commute likely exceeds 60 minutes for most Gresham residents, particularly if transfers are involved.

The Tigard/Tualatin area and Milwaukie/Johnson City area employ a notable share of residents from both income categories, as well as from West Gresham. However, there is no direct transit connection with Gresham. Employment opportunities in these areas are likely limited to residents with vehicle access.

Our analysis also shows that high paying jobs held by Gresham residents are more spatially concentrated than for low-paying jobs, based on the percentage of jobs in the top 50 census tracts (64.5% for high paying jobs v. 55.1% for low paying jobs). The deconcentration of low paying jobs, likely associated with the service sector, contributes to the challenge with providing effective transit service for populations that are more likely to be transit dependent.

<u>Nonspatial barriers to employment</u>

The limitations of the map also serve as a reminder that emphasizing spatial factors may over-simplify access to employment opportunities at the expense of structural factors that have stronger explanatory power in social and economic outcomes (Chapple, 2004), as described in Section 5.2 of the *Background Report.* For example, national trends defined by de-industrialization and a service-oriented economy are contributing to the shrinking of the middle class, which greatly affects the quality and availability of job opportunities, regardless of where one lives in the region.

Furthermore, there are non-spatial barriers to employment that are not reflected in the above maps. About 31% of the 236 respondents said they have not experienced any barriers to employment (35% of those identified as "white alone" and 16% of people of color). The most common barriers to finding or keeping employment were (n=162):

- There are not enough jobs available in the industry/occupation that I want to work in (22%)
- The job did not pay enough to support me (20%)
- Transportation difficulties (15%)
- The job did not offer benefits (13%)
- My education level or training did not meet the requirement (13%)

About 12% of respondents who have experienced at least one barrier said they have experienced job discrimination, and six more wrote in that they have specifically experienced age discrimination. With the exception of transportation, the other common barriers experienced by respondents are structural factors, mainly requiring non-spatial solutions. While not identified as a top concern, childcare poses a challenge to some working parents and can be barrier to employment and the education needed to advance in careers, as described further in Section 3.6.

Distribution of Jobs in Gresham

Jobs are concentrated in two main parts of Gresham: North and Central (Map 36A). The distribution of jobs has not substantially changed since 2002 (Map 36B). Specifically, the northernmost census tract (102), which is only partially in Gresham, and the central tract (100.01) have the highest concentration of jobs.

Manufacturing jobs are concentrated in the north, healthcare and social assistance jobs are mostly in the central and northwest portions with several other pockets throughout, and retail jobs are mainly in the city center area (Maps 36C, D, and E). Jobs paying $1,250 or less per month are most highly concentrated in the central city area (Map 36F), likely associated with the retail sector. The highest concentration of jobs paying $3,333 or more per month is north of I-84 (Map 36G).

The distribution and concentration of jobs in Gresham are reflected in the questionnaire results. Less than one-third of survey respondents agree or strongly agree that their neighborhood is close to employment opportunities. This question had the lowest rate of agreement for all neighborhood-related questions. Furthermore, West Gresham residents were less likely than respondents living in the rest of Gresham to agree or strongly agree with the statement "There are a variety of stores and services (52% of West Gresham respondents v. 70% of respondents from the rest of Gresham). Accordingly, West Gresham respondents were more likely to disagree or strongly disagree with that statement (33% v. 13%). In sum, there is a perceived lack of stores and services in West Gresham, relative to other parts of the city.

Conclusions

Neighborhoods with highest transit access to family-wage jobs in the region are located along the MAX line, which provides frequent service to Downtown Portland. When taking into account educational attainment levels and the availability/frequency of transit service, the map does not accurately reflect lived experience in Gresham.

Half of the respondents to the questionnaire report that they have experienced at least one barrier to employment. Most are non-spatial in nature, and relate to the lack of good jobs that match educational levels, skills, and preferences.

Transportation difficulties were reported by 15% of all respondents who had at least one barrier and by 43% of transit riders. The mapping analysis shows that a significant share of jobs held by residents (as of 2011) are located in the Columbia Corridor, as well as the Northwest Industrial district of Portland. This is consistent with community feedback calling for improved transit access to employment areas to the north, through increased frequency and expanded evening and weekend service.

There are several job centers in the region, where residents currently work, that have little or no direct transit access from Gresham. This reinforces that transit dependent workers have fewer employment opportunities and face more challenges with long commutes.

A key theme from community engagement was the need to increase employment and wages for Gresham residents, particularly through creating jobs and businesses in Gresham. Less than one-third of survey respondents agree or strongly agree that their neighborhood is close to employment opportunities. The perceived lack of stores and services in West Gresham presents an opportunity for economic development in the form of more local-serving businesses.

3.6 Education and Services

Education is a fundamental building block to obtaining a living wage job. Jobs with living wage benefits have virtually disappeared for those without a high school diploma (Christenson & Thurlow, 2004). Further, workers without high school diplomas make less than high school graduates (Day & Newburger, 2002). Education is also a fundamental social determinant of health (see Section 3.1 of the *Background Report*).

The quality of education at the K-12 level, as well as early life learning in preschool, is an important building block for future educational success. Adequate investment in education not only helps improve quality of life for individuals, families, and communities, it stimulates the economy and minimizes costs on downstream interventions to address poverty and its related effects (poorer health, crime, destabilization of communities, etc.).

Educational attainment is also important at the community level. Living in neighborhoods with a higher percentage of adults with college degrees gives students higher expectations for their education and work prospects. Neighborhoods with adults that have college degrees offer social networks that can lead to better jobs (Orfield & Lee, 2004; Chapple, 2006).

Not all adult education is focused on obtaining higher level degrees. Workforce development and certificate programs are an important way for adults to gain skills and reenter the workforce. These programs help people access living wage jobs through skill building, job search assistance, and specialized training.

Social services are an important part of a community as they provide a safety net for families facing shocks, as well as resources to achieve good health, to find good jobs, and to succeed in school. These services and programs are especially helpful to disadvantaged and vulnerable populations, including the elderly. Some organizations provide "wrap-around services" that help remove barriers to accessing education and employment, such as childcare and linkages to health services. Possible barriers include: physical (transportation relative to location), affordability, ability to afford/access childcare, convenience, cultural relevance, and availability of services in one's own language. For these reasons, these services need to be distributed throughout the city and to match the populations that are in need with appropriate and adequate access in terms of transportation, price, and quality of service.

In order to map opportunities related to education and services, we compared neighborhood demographics (including education needs) to the physical locations where services are provided. Services that we were interested in analyzing included workforce development and adult education, quality of K-12 education, libraries, wrap-around services, and healthcare and medical providers. The following discussions include the methods and analysis for each of these sub indicators.

Workforce Development and Adult Education

A primary provider of workforce development in Gresham is Mt. Hood Community College (MHCC). With the increase in poverty levels in East County, many students coming to MHCC are chronically unemployed or underemployed. In response, MHCC emphasizes workforce development, basic adult skills, English as a Second Language (ESL) and credit recovery, and provides an orientation center, job fairs, career coaching, and other support programs. As part of Oregon's Career Pathways Initiative, MHCC provides many certificate programs. A descriptive study of a cohort of initial career pathway completers showed success in the programs like those offered at MHCC. Of 640 completers in the Metro subregion (including MHCC, PCC, and Clackamas CC) who were not employed prior to completing the pathway, 50.3% entered employment within four quarters with an average wage of $19.40/hour, above the $11.43/hour subregional average entry-level wage, as well as the $18.77/hour subregional median wage. Additionally, MHCC offers nursing and health care courses.

Oregon's Career Pathways Initiative is focused on ensuring that Oregonians are able to easily prepare for, access, and complete short-term certificate programs of less than one year that lead to either immediate employment in occupations in demand by employers, or provide a seamless "pathway" to the next highest level of a degree or certificate related to the occupation. Employment and continued education are the dual objectives of Career Pathways.

Service agencies such as Human Solutions or state agencies such as Work Source Oregon also provide services aimed at helping people gain skills and training to begin or advance in their careers. While based in Portland, Human Solutions offers employment programs at their Rockwood office. The only Work Source center in Gresham is located in Rockwood, near the border of Rockwood and North Central neighborhoods.

A promising initiative for increasing employment levels and earnings among Gresham residents is the East Metro STEAM partnership. This partnership seeks to develop and align resources through collaborative partnerships that support meaningful and sustainable opportunities for students and their families in sciences, technology, engineering, industrial and technical arts, and math.

<u>Methodology</u>

In order to display the need for adult education resources throughout Gresham, we adapted the methodology of Kirwan Institute to calculate a measure of priority. For this map, we chose three indicators that reflect the environment in which adult education resources are most needed. These indicators were calculated by census tract with data from the ACS (2008-12):

- number of adults with less than a bachelors degree;
- number of unemployed adults;
- number of households on public assistance.

These indicators were analyzed relative to the other census tracts within Gresham by standardizing through the use of "Z-scores." A Z-score is a statistical measure that quantifies the distance (measured in standard deviations) a data point is from the mean of a data set. The use of Z-scores allows data for a census tract to be measured based on its relative distance from the city average. The corresponding level of priority is determined by sorting all census tracts into quintiles based on their index scores. Therefore, the top 20% of scores were classified as lowest priority for adult education resources, while the lowest 20% of scores were classified as highest priority.

Analysis

The greatest need for adult education services, based on the analysis of the three indicators noted above, is West Gresham extending south to the Centennial neighborhood, and Central Gresham (Map 37). These areas are characterized by higher rates of unemployment, a population of adults with lower levels of educational attainment, and homes with families on public assistance. We have identified these areas as highest priority for targeting adult and continuing education and employment services.

Our analysis identified five providers of these types of services. These include Human Solutions, Oregon Work Source and MHCC (two locations in Gresham), as well as El Programa Hispano (see Section 2.4 of the *Background Report* for information on each). The main campus of Mt. Hood Community College is the least accessible to Gresham residents by transit. If residents do not live in close proximity to the highest frequency routes, it is likely they have to transfer bus lines at least once to reach the college. Additionally, the college campus is not easily accessible to the region because the MAX line does not extend out to the college. There is a need for a MHCC presence in the Rockwood neighborhood, where adults need easier access to educational and training opportunities that will feed them into living wage jobs in Gresham or throughout the region.

We also discovered, through research and community engagement, that there are additional barriers to accessing such resources that are non-spatial. These include cost of MHCC courses and certificate programs, as well as the capacity for MHCC to meet the need. Based on interviews with service providers, the current provision of workforce development services does not meet the demand (number of people seeking services) or need (number of unemployed and underemployed in the area). Ironically, MHCC faces budget cuts due to declining enrollment overall, suggesting an improved economy but also that the cost of education may not outweigh other options for possible students (Portland Tribune).

K-12 Education

Student poverty rates play a significant role in educational achievement and student outcomes. Studies show that socioeconomic conditions strongly predict student achievement. Schools with a high percentage of students in poverty have lower average test scores, fewer students in advanced courses, limited curricula, less qualified teachers, less access to serious academic counseling, fewer connections with colleges and employers, more deteriorated buildings, higher levels of teen pregnancy, and higher dropout rates (Williams & Collins, 2001). Several studies have found that non-school factors (ie poverty rates, building conditions) combine to explain about two-thirds of the variation in student achievement, versus factors related to the classroom (ie teacher experience, class size).

There are many links between neighborhoods, housing choice, and school quality that in turn affect the opportunity for low income students to access high-quality schools. Perceived school quality affects housing choices, and school demographics tend to be a signal of school quality. Schools with higher rates of low-income students are perceived as low-quality. Housing choice, in turn, affects neighborhood demographics through the concentration of poverty, or exclusionary practices which create barriers to constructing affordable housing in wealthy areas characterized by single family homes. Since students are typically assigned to public schools based on their place of residence, neighborhood demographics largely shape school demographics. (Poverty & Race Research Action Council)

There are many ways noted above in which cities indirectly affect school quality of which Gresham should be aware of. Factors such as the provision of stable housing options, providing housing options throughout the City so there is equal access to quality schools, and providing wrap-around services on school sites so that families are able to access their needs in a neighborhood location are just a few ways in which the city might influence school quality. Additionally, quality K-12 education is a critical opportunity pathway, providing the educational foundation for advanced degrees and training, as well as employment and good health. Repeatedly, studies show that education is the most foundational social determinant of health. In these ways, we think Gresham can influence school quality. Given that these are holistic approaches, we do not have a specific recommendation for Gresham around schools, rather promote improving other opportunity structures, such as housing.

Libraries

Libraries serve as hubs for many communities. They are a place where people can go to enrich their lives by reading, learning, and connecting with their neighbors. They are safe community spaces that are welcoming to people of all economic levels, beliefs, race/ethnicities, and personal and physical characteristics (Multnomah County Library Website). Additionally, they are a place where youth and adults can seek new knowledge sources and research assistance. They are locations that promote both K-12 and adult education.

Gresham has two County branch libraries: one in the central city and one in Rockwood. The Rockwood Library has staff that is fluent in many languages spoken in the community. They offer events and services such as Russian Storytime and Homework Hour. Additionally, the Rockwood Library serves free lunch for children ages 1-18 during summer months on Monday through Friday.

<u>Methodology</u>

Metro's RLIS dataset includes County library locations. We overlaid the library layer on the Adult Education Priority Areas map. We included Fairview-Columbia and Troutdale Libraries as well as the two Gresham libraries. It is likely that Gresham residents in certain parts of the city travel to these other Multnomah County Libraries.

<u>Analysis</u>

The Rockwood and Gresham Libraries are both in proximity to the high and highest priority areas of adult education needs, with the exception of the Centennial neighborhood. However, through community engagement, observations, and discussions with staff, it should be noted that the

Rockwood Library is operating over capacity. It is a small library in comparison to others in the Multnomah County system. The computers are often full, and the programming is well utilized. Librarians and other staff note that a larger space would allow the library to better serve the people in Rockwood.

Services

Wrap-around Services

Many advocates recognize that stable, quality housing is a springboard for low-income individuals and families to become self-sufficient and upwardly mobile. More recently, the need for wrap-around resident services has been recognized as an additional step that government and nonprofits can take within subsidized housing in order to ensure resident success. Now, many Community Development Corporations (CDCs) who historically have built, maintained, and run affordable housing projects are combining their physical business with other initiatives which support their residents needs. These wrap-around services strive to improve residents' lives and alleviate poverty, while also enhancing building and neighborhood conditions. (Bratt, 2008) Such people based services, when combined with quality and affordable housing, are effective at alleviating poverty in the long-term. Human Solutions and Home Forward operate housing-plus models within Gresham.

Other services, such as quality and affordable healthcare, childcare, and community development organizations, are important to maintaining health and well-being throughout neighborhoods. Place-based programs, such as Schools Uniting Neighborhoods (SUN) Community Schools and Head Start, provide resources for low-income residents who need additional support to lead healthy and successful lives. The Multnomah County SUN program operates 11 schools within Gresham city limits as part of subregion 6. Multnomah County SUN School subregions 5 and 6 span East Portland and Gresham, with 23 additional SUN school locations. These serve as hubs where the school and partners from across the community mobilize and provide resources for opportunities such as educational support, skill development, recreational activities, and resources for physical and mental health care.

Head Start is a federal program that promotes school readiness for children from low-income families by providing comprehensive services. In addition to preschool classes, Head Start offers wrap-around services, such as health and nutrition, home-visiting, family support staff, and other learning opportunities, for parents and children as identified by parent needs and desires. Additionally, Early Head Start is a program that offers support for expecting and new mothers with infants aged 0-3. Early Head Start participants meet with their family worker once a week, and attend monthly sessions with other families participating in the program. There are 4 Head Start centers located in the City of Gresham, with 12 total centers operated by the Mt. Hood Head Start program in the surrounding areas.

Our community engagement findings indicate that child care is a barrier to employment or educational opportunities for some adults. It is among the top in terms of concerns for adults interested in or enrolled in MHCC job training programs. Six respondents (4%, n=181) identified "I could not find childcare that meets my needs" as a barrier to employment that they have

experienced. Three transit riders indicated that they use transit to get to daycare (6%, n=54). Two respondents wrote in that daycare is a challenge, when asked if transit gets you to where you need adequately.

Furthermore, Mt. Hood Head Start and Early Head Start always have a wait list and the capacity if not sufficient for the program to meet the need in Gresham and surrounding areas. It is possible that either the State or US government will provide universal preschool in the future, based on current policy discussions. Currently, however, there are limited opportunities for education and early childhood care that is affordable to low-income families. We did not explore other available child care resources in Gresham as this data is not collected comprehensively, and many families seek informal care through friends, family, and neighbors. The City of Gresham should consider additional work in this area, as the amount of youth and families in Gresham is increasing. Early childhood education is a fundamental social determinant of health and strategies to increase the availability and accessibility of such services for low-income families is critical for the future success of Gresham's youth.

Healthcare and medical providers

Health care that is available for people who are uninsured, or face other barriers to care is important to meet the primary and urgent care needs of low income populations. Affordability is not the only measure of access to health care, however. Having access to care that is delivered with respect and compassion, as well as the presence of the health promotion and public health measures advocated at these clinics, is an important piece for healthy neighborhood outcomes. Places, such as the Wallace Medical Concern clinic in the Rockwood Building in West Gresham, that care about the community's health and provide services that reach out to meet the community's need. These include clinics that are open in the evenings, as well as Mobile Medical Clinics where patients are visited and cared for in their own neighborhoods.

Access to health care was not a direct topic in this project. With the passage of the Affordable Care Act in 2010 and the ongoing implementation of the Act in the state of Oregon, access to health care is increasing across the country. Additionally, Oregon's health care reform is transforming the health system through the coordinated care model. This means that providers are measuring performance, coordinating across the spectrum of health services, focusing on primary care and prevention, and managing chronic conditions. These networks of providers, called coordinated care organizations, include all types of health care providers such as physical health care, addictions and mental health care, and sometimes dental care. CCOs are local and serve the state's neediest population - those covered under the Oregon Health Plan (Medicaid)

During our community engagement efforts, we did hear that Gresham residents lack adequate mental health and addiction services that have historically been located in central cities. There is a lack of such services in Gresham, as most County health services are located in downtown Portland. Given the demographic shifts in Gresham, as well as increasing homelessness and poverty, it will be important that the County evaluates its service provision to ensure it is meeting the needs of its most vulnerable populations. Models, such as the mobile clinic operated by Wallace, are innovative solutions that address the lack of clinic space, or accessibility issues of different populations.

Methodology

In order to map health and wrap-around services in Gresham, we utilized the 211info database, the Equity Atlas, the Head Start website, and the SUN school website. 211info is a non profit service that acts as a "front door" to nonprofit, government, and faith-based programs. Their call center provides multi-lingual assistance in searching for and giving out information about health and social services. From this database, we categorized services as Adult Education/Employment, Health/Human Services, Youth Services, and Community Services (ie Meals on wheels, hot food pantry's, youth centers).

Additionally, CCP geocoded locations of Head Start locations operated by Mt. Hood Community College Head Start and locations of Multnomah County SUN Schools. We pulled the "Locations of Community, Public, and School-Based Health Clinics for Uninsured or Low-Income Patients by operating hours per year" dataset from the Coalition for a Livable Future's Equity Atlas 2.0. The capacity of the health clinics varies, and some may not be able to accommodate new patients. The points on the map give a partial indication of clinic capacity based on the numbers of hours each clinic operates per year. Any overlap between each of these datasets, mostly repetition between the 211info database and the other service datasets, were eliminated. These two datasets were the most complete available for the City of Gresham. We recognize that we might have left some clinics accessible to low-income residents off of the map because of the lack of a better data set.

The base layer is the same layer created to characterize food access priority areas. This was chosen because this index characterizes census tracts whose populations are most vulnerable and require additional support from services such as those displayed in the map.

Analysis

Service providers in Gresham cluster around existing transit routes, primarily around the Blue MAX line (Map 38). The highest density of services is in the downtown central Gresham neighborhood. Head Start locations are in higher priority areas, with the exception of the Head Start located on the MHCC Campus. This location is not easily accessible by transit as noted above. The highest capacity clinic that serves low-income and uninsured patients is located in downtown Gresham. West Gresham has 3 clinics in the medium range of hourly service capacity. SUN Schools are located throughout Gresham, with the exception of South and South East Gresham. However, given the number of children served at each SUN school (around 150), the need is far from met, especially in West Gresham where there are higher rates of poverty, and higher concentrations of youth.

Data Limitations

There are limitations to the data displayed in these maps. First, services are based on a dataset generated at a point in time, and might not reflect current service environment in Gresham. The Equity Atlas notes that its dataset may not include all clinics that accept uninsured of low-income patients, but is based on data available through the 211info database and Oregon Health Authority. Geographic proximity, as noted above, does not necessarily translate into access to free or reduced cost medical care. Additionally, not all services are located in a building, as in they do not necessarily provide all services out of a specific location, but rather are mobile providers that move throughout the community. Lastly, the services displayed may not reflect the comprehensive set of

services available to people in Gresham as services are defined differently, do not have a web presence, or did not surface during community engagement and outreach.

Conclusions

The greatest need for adult education services, based on the analysis of the three indicators noted above, is West Gresham extending south to the Centennial neighborhood, and Central Gresham. Mt. Hood Community College needs additional resources and a branch location in West Gresham to improve accessibility of adult education and workforce training programs, in terms of transportation, affordability, and proximity to wrap-around services. Additional library space is also needed in West Gresham to meet demand, as the existing Rockwood Library is operating over capacity.

Service providers in Gresham cluster around existing transit routes, primarily around the Blue MAX line. Head Start locations are in higher priority areas, with the exception of the Head Start located on the MHCC Campus. SUN Schools are located throughout Gresham, with the exception of South and South East Gresham. However, given the number of children served at each SUN school (around 150), the need is far from met, especially in West Gresham where there is higher rates of poverty, and higher concentrations of youth.

There is not enough capacity for the Head Start and Early Head Start programs to meet the need for preschool. The City of Gresham should consider additional work in this area, as the amount of youth and families in Gresham is increasing and early childhood education is critical for the future health and success of Gresham's youth.

Our community engagement findings indicate that childcare is a barrier to employment or educational opportunities for some adults, and that Gresham lacks the level of mental health and addiction services needed to meet demand. These issues should also be the focus of additional work.

3.7 Parks

Parks are valuable resources that provide a variety of opportunities that affect community health and livability in communities. Parks provide a place for people of all ages to gather, explore nature, hold community events, and engage in physical activity. Research suggests that a connection to nature influences how children learn and grow (Louv, 2005), and that children with access to safe parks engage in more physical activity than those that do not have access (Babey et al, 2008).

A study published in 2002 found that independent of age, sex, marital status, functional status, and socioeconomic status, living in communities with walkable green spaces increased the longevity of senior residents in urban areas (Takano et al., 2002). This suggests that while parks provide important benefits to all communities, certain populations may derive additional benefits from having access to parks in their neighborhood. Therefore these two population groups, children, and seniors should be carefully considered when assessing access to parks. In addition to the physical health benefits, spending time in city parks has been found to have restorative and stress relieving effects (Chiesura, 2004).

In addition to the personal and social health benefits of parks, they also serve as economic assets to communities. A study by the Trust for Public Land's Center for City Park Excellence found that there are seven attributes of parks that contribute to increased economic benefits in a community. These seven attributes include property value, tourism, direct use, health, community cohesion, clean water, and clean air. Many of the other economic benefits of parks are explained in the City of Gresham Parks Master Plan.

Access to nature can mean many things, such as having street trees on your block, living within walking distance of a park, being able to swim in a river or lake, or having the ability to visit subregional natural areas. Locating housing in proximity to parks or natural areas and providing transportation connections to these spaces increase opportunities for recreation and enjoyment of nature, contributing to good health and quality of life. However, it is important to consider the quality of the pedestrian network, availability of parking, and level of transit service when assessing physical access to parks and natural areas. Other important factors related to the ability for residents to use and enjoy parks are perceptions of safety, maintenance levels, the type and condition of amenities available, and the ratio of acres of park per 1,000 people (Moeller, 1965).

Simply analyzing the location of parks based on neighborhood does not provide a clear illustration of the distribution of parks. When prioritizing where to locate new parks or to prioritize parks and recreation programming or facilities maintenance, it is important to understand where the highest concentrations of population are, and more importantly to the issue of parks, where the highest concentration of youth populations are.

Access to parks, trails, and other forms of open space are highly valued in the Pacific Northwest, and Gresham is no exception to this rule. Accordingly, there are a variety of parks, trails, and natural areas for Gresham residents to utilize and benefit from. The City's park system is comprised of both undeveloped and developed parks. As of 2007, the City of Gresham owned 1,865.1 acres of developed and undeveloped parks and natural areas, ranging in size from less than one acre to over

300. The vast majority (nearly 90%) of these areas are greenways, trails, open space, and natural areas, many of which are undeveloped and therefore do not contain facilities such as sports fields, picnic tables, or shelters (City of Gresham Comprehensive Parks Plan, 2007). The city also manages three community gardens, and provides disc golf courses, and special use areas for facilities such as golf courses.

In the third chapter of the Parks Master Plan the City states the community priorities for the Gresham parks system. These statements were developed based on feedback from the plan's public involvement process and included engagement with City staff and residents.

- Establishes and maintains parks, natural areas, recreational facilities for citizen use and enjoyment, helping to create Oregon's most livable City.
- Improves community connectivity through trail development.
- Provides quality, enjoyable, and, most of all, safe play opportunities for residents.
- Provides nearby access to basic recreation amenities, including playgrounds, picnic areas, and sport courts at neighborhood and community parks.
- Develops parks more fully to support a variety of recreational experiences, creating new opportunities for play, physical development and socialization.
- Acquires and develops additional park land in underserved and economically disadvantaged areas to provide a geographically and socially accessible and balanced park system.
- Provide more recreation programs and special events that foster community gatherings and social interaction, provide opportunities for lifelong learning, promote personal health and community wellness, and enhance community livability.
- Provides green places of renewal that connect us to nature and wildlife.
- Provide inclusive, innovative, quality recreation services that promote community pride and identity.

Because the City of Gresham has historically been unable to provide recreation services, nongovernmental organizations such as private clubs, non-profits, and commercial operations have had to fill the need (Gresham Comprehensive Plan, 2005).

> "Given that Gresham is the fourth largest city in Oregon, the provision of so few programming options is highly unusual. The city does not currently provide most of the programs that are typically offered by comparable communities."
>
> - City of Gresham Parks Master Plan, 2009

Methodology

We have chosen to map the distribution of city parks in order to assess whether all neighborhoods and subregions of the city have equal access to city parks, while showing buffers around park access points to demonstrate residential areas and transit stops within walking distance (see Map 39). These maps are based on the premise that living in proximity to a park or having transit access to a park provides a practical measure of the degree to which people can connect with nature in

their daily lives and have a space for physical activity and mental relaxation, regardless of their socioeconomic or car ownership status.

Due to the limited time constraints of the Map Gresham project, only parks maintained or owned by the City were analyzed, however CCP recognizes that there are many other open spaces and natural areas in Gresham that residents highly value and utilize on a regular basis. Parks shown in these map include those that are open to the public, and are both developed and undeveloped. Only two parks used in this analysis are not owned by the City (John Deere Field and Vance Park), but agreements state that the City is responsible for their maintenance (Existing Conditions Report, Comprehensive Parks and Recreation, Trails, and Natural Areas Plan, 2007).

CCP has chosen to only focus on what the city calls "Neighborhood Parks" and "Community Parks." The differences between these two parks are provided below, however in CCP's analysis of parks we analyze the two together and use the term "city park" since they provide access to opportunity, and when thinking about community understanding of parks, most residents do not differentiate between these two park types.

The following description of neighborhood and community parks was taken from the City's Parks Master Plan adopted in 2009.

> "Neighborhood parks are designed primarily for informal, non-organized recreation. Located within walking and bicycling distance of most users, these parks are generally two to eight acres in size and serve residents within a ½-mile radius. Neighborhood parks provide access to basic recreation opportunities for nearby residents, enhance neighborhood identity, and preserve neighborhood open space. Neighborhood parks often include amenities such as playgrounds, turf areas, picnic tables, and benches.
>
> Community parks accommodate larger group activities, provide a variety of accessible recreation opportunities for all age groups, offer environmental education opportunities,
> serve recreational needs of families, and create opportunities for community social activities. Community parks provide opportunities for organized and informal recreation, both active and passive. Community parks attract people from the entire community, and generally include facilities such as sports fields, gardens, large play areas, pools, or recreation centers. Community parks require support facilities, such as parking and restrooms. They are located in areas with good vehicular access. These parks may also include significant natural areas and trails. The minimum size for community parks is typically 10 acres."

Access to parks can be assessed in several different ways. Based on our literature review and community engagement process, we decided to base our analysis of park access on several measures:

- distribution of parks across neighborhoods
- transportation networks available for accessing parks by walking and utilizing public transit
- number of acres of city park in each neighborhood
- share of the neighborhood's total square footage that is taken up by a city park
- share of Gresham's total city park acreage within each neighborhood
- number of acres of city park per 1,000 people per neighborhood
- number of amenities available at each park
- concentrations of youth and transit-dependent populations

Map 39

On this map we overlaid the sidewalk network and and city parks. We created buffers around the access points to each city park based on the street network, given the limitations with sidewalk data. The buffers demonstrate residential areas that are within walking distance of the entrance to the park. (Map 39) Dark purple buffers represent a quarter mile from park access points and light purple buffers represent a half mile. A half mile walking distance to a park is a commonly accepted maximum distance for residents to walk, although this distance may be too large for some residents, such as the elderly or disabled. This half mile measurement is consistent with previous parks access analyses conducted by the City of Gresham.

Map 40

This map provides an analysis of access to parks specifically for transit dependent residents. On this map, we overlaid city parks with transit routes to indicate various levels of public transit accessibility. Instead of buffers around the park access points, buffers (quarter mile and half mile) were created around transit and rail stops in order to show which city parks are within a reasonable walking distance from bus or MAX stops. Esri's Network Analyst tool was also used to create quarter mile and half mile buffers around transit and rail stops that are of medium or high frequency (run on evenings and weekends). This was done to give a clearer picture of the accessibility of city parks to transit dependent riders on weekends and evenings, when low frequency routes are not running but are likely the most popular time for youth and families to want to access parks. The parks in bright green on Map 40 represent the city parks that are not within a half mile walking distance to transit and rail stops during times when the low frequency routes are not running.

All parks data for these map was provided by the City of Gresham and was based on GIS data made available in February, 2014. For details regarding the transit layers refer to section 3.4 for a description of these data layers.

Data Limitations

CCP recognizes that not all infrastructure is created and maintained equally. The quality of sidewalks and presence of crosswalks and signaled street intersections are very important factors to include when assessing a population's access to parks. Due to the lack of availability of this type of data at the time of map creation and the very short time-frame of this project, CCP did not display these elements on maps but they should be considered in analyses of park access in the future. In addition, the focus of this analysis is city parks and recreation facilities, not access to open spaces, trails, and natural areas.

Table 3: City Parks by Neighborhood

Neighborhood Name	Acres of City Park	Percentage of Land in City Park	Share of Gresham's total city park acreage	Project population 2015*	Acres of Park per 1,000 people
Mt. Hood	31.5	5.3%	12.5%	4,278	7.4
Centennial	37.6	3.3%	14.9%	9,095	4.1
Central City	10.7	2.4%	4.2%	3,402	3.1
Historic Southeast	8.8	2.5%	3.5%	3,233	2.7
North Gresham	14.1	1.0%	5.6%	5,398	2.6
Rockwood	36.6	3.3%	14.5%	15,934	2.3
Kelly Creek	22.7	2.1%	9.0%	9,957	2.3
Powell Valley	15.8	2.1%	6.3%	7,523	2.1
North Central	31.3	1.9%	12.4%	18,850	1.7
Wilkes East	7.5	0.9%	3.0%	5,248	1.4
Gresham Butte	10.8	0.5%	4.3%	7,888	1.4
Northwest	8.1	1.0%	3.2%	6,232	1.3
Southwest	10.7	1.0%	4.2%	8,373	1.3
Northeast	3.9	0.6%	1.5%	6,578	0.6
Hollybrook	2.5	0.6%	1.0%	4,417	0.6
Pleasant Valley	0.0	0.0%	0.0%	n/a	n/a
Average	15.8	0.0	0.1	7760.4	2.3
**Based on 2015 estimates from Population Research Center Parks Assessment, 2007*					
***Line denotes parks above city average*					

Other measures

The remainder of the measures are size and quality-related factors that we analyzed by comparing figures across neighborhoods, rather than by mapping (see Table 3). This table is derived from a study completed by the Population Research Center at Portland State University in 2007. Note that

the population projections in this table may not be as accurate as if more recent figures were used; however, it provides the most current population figures by neighborhood available.

Table 3 shows the number of acres of city park in each neighborhood (based on the twenty-four parks included in this analysis) along with the share of the neighborhood's total square footage that is taken up by a city park, and the share of Gresham's total city park acreage within each neighborhood. The fifth column of the table displays the projected population of each neighborhood in 2015. [footnote: CCP acknowledges that this is an estimate based on research conducted in 2007 by the Population Research Center at Portland State University and these numbers may not reflect the true populations of these neighborhoods; however, this was the most accurate data available.] The sixth column of the table provides the number of acres of city park per 1,000 people per neighborhood and was calculated by dividing the number of total acres of city park (column 2) by the projected population (column 5).

Analysis

Physical accessibility of parkland

While the twenty-eight city parks (includes Gradin Community Sports Park) are generally spread throughout the city, the purple buffers show that some households in Gresham do not live within a reasonable (½ mile) walking distance to a city park (see Map 39).

Public transportation options are available to residents; however, the routes do not necessarily provide adequate service for individuals and families to access city parks. For example, the frequency of service on many of the north-south routes is not as high as the east-west routes. This poses a barrier to families who are transit-dependent or youth who do not have access to a car and need to travel north-south to access a park in their neighborhood, particularly since the low frequency routes do not run on the weekends and this is likely the most common time that residents want to go to the park. Map 40 highlights the disparity in access to city parks for residents who are transit dependent and don't live within walking distance or do not feel comfortable walking to their nearest city park.

When taking into account a quarter to a half mile distance from each high or medium frequency transit or rail stop within the City of Gresham, seven parks, are inaccessible to residents who are transit dependent and do not live within walking distance to these parks or do not feel safe walking to their nearest city park. These parks are in neighborhoods of Gresham with high rates of vehicle ownership and relatively low youth populations in comparison to the rest of the city. Knowing that parks in these neighborhoods are not frequently accessible to transit dependent riders, it's important for the city to keep in mind that focusing improvements to the quality or type of amenities available only at these parks, provides benefits that are not accessible to all residents and could therefore contribute to inequitable outcomes.

Walkability

While sidewalk quality was not displayed in this map, CCP's community engagement strategies yielded public comments regarding an inability for some families to walk to parks due to unsafe sidewalk conditions. Community members also stated that even though a park may be present in

their neighborhood, they do not always feel safe walking to these parks and feel more street lighting would help increase feelings of security.

As described in Section 3.4, the Pleasant Valley, Southwest, Gresham Butte and Kelly Creek neighborhoods are considered to have the highest levels of mobility and choice. Conversely, transit-dependent populations are most likely concentrated in the Wilkes East, Rockwood, Central City, Hollybrook, and the western parts of Northeast and Powell Valley neighborhoods. Because people in these neighborhoods are more restricted in their ability to access a range of parks and recreation due to transportation and affordability challenges, there is a greater need for sidewalk improvements in order for people to have safe access to their neighborhood parks.

Quantity of parkland

Another way of describing how much parkland residents have access to is to compare the area of parkland in each neighborhood relative to the neighborhood's total square footage, Gresham's total city park acreage, and the neighborhoods projected population. As shown in Table 4, three neighborhoods (Centennial, Rockwood, and North Central) contain nearly 50% of the city's entire acreage of city parks. Centennial, Historic Southeast and Rockwood, have the greatest percentage of their neighborhood's land designated as a city park. Pleasant Valley neighborhood has no city parks within its boundaries, and four other neighborhoods have less than one percent of their neighborhood's total square footage devoted to a city park (Wilkes East, North Gresham, Gresham Butte, and Hollybrook).

Table 4: Total City Parks, Gresham

	Acres of City Park*	2010 Population	Acres of Park per 1,000 (existing level of service including other agencies)	Historic NRPA** Guidelines	Proposed City Standard***
Total City Parks	252.4	105,594	2.39	10	3.5

**Based on City of Gresham parks dataset, includes City and Neighborhood Parks*

***National Recreation and Parks Association*

****Based on City Parks Master Plan, 2009*

When factoring in population size, there is a large disparity in the acreage of city parks per 1,000 people. The city's existing level of service for parkland and open space is 19.0 acres per 1,000 people; however the vast majority of this is made up of open space, greenways, conservation areas, and trails (City of Gresham Comprehensive Parks Plan, 2007).

Many cities have adopted a standard number of acres of parkland per 1,000 people and strive to have about 10 acres per 1,000 people (National Recreation and Park Association). Gresham's adopted standard of service for city parks (neighborhood plus community) is 3.5 as adopted by City Council in 2009 (table 5).

When looking at the citywide total of parks that are accessible to the public and were used in this analysis, the city has 252 acres of parkland. Based on Gresham's citywide population (105,594 according to the 2010 Census) the city provides about 2.4 acres per 1,000 people but does not meet their standard, or that of National Recreation and Parks Association. Five of the city's 16 neighborhoods have greater than 2.4 acres of park space per 1,000 people. Mt. Hood, Centennial, Central City, Historic Southeast, and North Gresham have the greatest number of acres of city park per 1,000 people. Mt.Hood residents currently have 7.4 acres of park space per 1,000 people while residents in half of the city's neighborhoods (North Central, Wilkes East, Gresham Butte, Northwest, Southwest, Northeast, Hollybrooke, and Pleasant Valley) have less than 2 acres of park space per 1,000 people. Two neighborhoods, Mt.Hood and Centennial, contain 27% of the city's park space. The Hollybrook, Northeast, Southwest, and Northwest neighborhoods have the lowest ratios of parkland per 1,000 residents, not counting Pleasant Valley (which has none).

Demographics

Simply analyzing the location of parks based on neighborhood does not provide a clear illustration of the distribution of parks among Gresham's population. When prioritizing where to locate new parks or to prioritize parks and recreation programming or facilities maintenance, it's important to understand where the highest concentrations of population are, and more importantly to issue of parks, where the highest concentration of youth populations are.

Youth populations

It is important to consider the youth population when planning, maintaining, and programming for parks. The highest concentrations of youth (based on the census tract's share of the population that is under age 18) are in North Gresham, the southern part of Northwest, Rockwood, Wilkes East, the northern half of Centennial and Kelly Creek neighborhoods, the southeast subregion of Powell Valley, and the southeast portion of Gresham Butte. Of these neighborhoods, Northwest lacks sufficient parkland relative to its overall population size, while Rockwood and Centennial have a sizeable amount of parkland.

Quality of parks

Even though West Gresham neighborhoods have average to above average amount of park space, CCP's community engagement efforts surfaced sentiments from community members about the quality of the parks.

For example, some community members in West Gresham stated that they do not always feel safe spending time in the parks and called for increased youth programming to increase the presence of adults and families in the park. In addition, these residents of West Gresham felt that some neighborhood parks have better quality amenities (e.g., playfields, parking, playgrounds…etc.) or are better maintained than other parks in the city.

Table 4 below shows the total number of amenities per park of those used in this analysis. As to be expected, none of the undeveloped parks have any amenities. Of the developed parks, however, there is a large disparity in the number of amenities per park. The average number of amenities per park for the developed parks is 6.2, and 10 of the parks listed have 6 or more amenities.

While looking at the number of amenities in each park is helpful, different amenities are likely rated at different levels of importance to community members and are maintained at different frequencies. For example, some communities might have a high need for sports fields such as soccer fields and basketball courts but have no interest in a jogging path. The City can increase the utilization and access to parks by conducting community outreach to determine which types of amenities to prioritize in which locations when the availability of funding is limited. For example, during our community engagement in West Gresham some community members expressed that they wanted more shelter and picnic table facilities at parks to protect people from the weather. Only two parks in Gresham have sheltered picnic tables, and neither of these are located in West Gresham. The parks in West Gresham appear to have a high number of amenities in comparison to the rest of the city, however our community engagement efforts suggest that it is likely the quality, type, and access to these high amenity parks that leads residents to suggest that there are many opportunities for improvement. For example, while John Deere Field (West Gresham) and Gradin Community Sports Park both have a soccer field, the one at John Deere Field is not irrigated, fenced, or maintained to the same degree as that of Gradin Community Sports Park.

The City strives to meet a standard of providing basic amenities for recreation, such as playgrounds and sports fields within a half mile of most residents (Chapter 4, Parks Master Plan, 2009). A needs assessment of the City's recreation facilities found that the City has a, "significantly lower level of service in the provision of basic recreation amenities, such as playgrounds and outdoor basketball courts. Unlike the comparable communities, the City of Gresham provides no recreation/community centers or swimming pools."

According to the 2007 Existing Conditions Report, the developed areas of community parks are part of the city's most aggressive maintenance schedule, and neighborhood parks generally receive a similar level of maintenance. This means that they should be receiving very frequent maintenance services (*1996 Parks, Recreation and Open Space Master Plan)* . Unfortunately, due to significant budget cuts to the City's Parks and Recreation Department, there are only three maintenance staff in charge of all of the city's parks, open spaces, natural areas, greenways, and trails. Therefore the City's capacity to provide maintenance is severely limited and the City is currently providing maintenance at the, "lowest level of service possible...the result has been a large number of deferred maintenance projects and the steady deterioration of City assets." (Parks Master Plan, 2009).

Factoring in quality and maintenance of parks and amenities is therefore critical in gaining an understanding of which areas of the city might have better access to parks based on actual use and enjoyment.

Table 5: Development Status and Number of Amenities per Park

Park Name	Development Status	Number of Amenities
Red Sunset Park	Developed	14
Rockwood Central Park	Developed	12
Main City Park*	Developed	11
Butler Creek Park	Developed	8
Pat Pfeifer Barrier-Free Park	Developed	8
Vance Neighborhood Park	Developed	7
Gradin Community Sports Park	Developed	7
Kane Road Park	Developed	6
North Gresham Park	Developed	6
Yamhill Neighborhood Park	Developed	6
Bella Vista Park	Developed	5
Davis Park	Developed	5
Kirk Park	Developed	5
Aspen Highlands Park	Developed	4
Hall Park	Developed	4
Cedar Park	Developed	3
Thom Park	Developed	3
Hollybrook Park	Developed	2
John Deere Field	Undeveloped	1
Columbia View Park	Undeveloped	0
East Gresham Park	Undeveloped	0
Jenne Butte Park	Undeveloped	0
South Central Neighborhood Park	Undeveloped	0
Southeast Community Park	Undeveloped	0
Southeast Neighborhood Park	Undeveloped	0
Southwest Community Park*	Undeveloped	0

*Denotes parks accessible to transit riders using high and medium frequency routes

Questionnaire results

The questionnaire results suggest that there may be less enjoyment of parks in West Gresham compared to other areas, as 63% of respondents living in West Gresham agreed or strongly agreed with the statement that there is at least one park that they enjoy in their neighborhood, compared to 70% of respondents from the other 12 neighborhoods. This "approval rating" indicates room for improvement in the quantity and quality of parks throughout Gresham, but particularly in the western portion.

Other survey results and engagement efforts related to feelings of safety and walkability suggest the need for targeted improvements to ensure accessibility to parks by transit and/or foot. For example, only 44% of West Gresham respondents agreed or strongly agreed that they felt safe in their neighborhood compared to 80% for respondents in the other neighborhoods. Similarly, 53% of West Gresham responded agreed or strongly agreed that there were things they like to do for recreation in their neighborhood compared to 77% for respondents in the other neighborhoods. Less than half (about 42%) of respondents from both West Gresham and the other neighborhoods felt that they could easily get to places by foot, suggesting the citywide there are opportunities to increase the walkability of neighborhoods and therefore increase access to parks by modes of transportation other than automobile.

In 2007, the City of Gresham conducted community involvement activities as part of the Parks Master Plan revision process. The details of the findings of these efforts can be found in Chapter 3 of the Parks Master Plan, however a few key findings are repeated here.

- The top two priorities for spending tax dollars include developing walking/biking trails and upgrading neighborhood parks.
- In all public involvement forums, respondents emphasized the need to develop previously acquired and undeveloped parks, and to improve and maintain the current park system before acquiring new park land. However, there was some support for preserving more natural areas. In addition, 100% of respondents at the Community Open House indicated that more parks are needed.
- Preserving natural areas and the environment, improving health and fitness, and providing opportunities to socialize were recognized as the top benefits provided by parks, recreation facilities, and trails.

Conclusions

The analysis of access to parks in Gresham shows that there are city parks in a variety of qualities and sizes distributed throughout Gresham's neighborhoods. There are disparities in the amount of parks per neighborhood and the type of infrastructure and amenities in each of Gresham's parks. The community engagement conducted for this project shows that while parks exist in most neighborhoods, it is the quality, safety, and physical accessibility by foot that reduces the actual accessibility of these parks. It is clear, however, that transit dependent riders have limited access to parks beyond a reasonable walking distance to their homes, especially on evenings and weekends. Moving forward, as the City prioritizes their limited funding for facilities improvement and maintenance, the City must keep in mind that prioritizing improvements to the quality of parks highlighted on Map 40 and are minimally accessible to transit dependent riders may further

contribute to an inequitable distribution of resources and parks amenities. Since not all residents can benefit from improvements to these specific parks. Furthermore, given the budget constraints of the city and significant funding cutbacks to the City's park staff and programming made in recent years, the City must be creative and look to other agencies and organizations to help provide a parks system that meets the needs of the city's residents.

3.8 Safety and Livability

Safety plays a key role in community livability. The impacts of both the lived experience of crime and the perceived fear of crime have lasting effects on a neighborhood, often with residents looking to local municipalities to address crime. As early as the 1930s locally based crime has been theorized as an expression of "social disorganization." Considered an historic benchmark in the understanding of crime in communities, the Chicago School researchers Clifford Shaw and Henry McKay described social disorganization and resulting delinquent acts as a product of a community's ineffectiveness to transmit moral values to its residents through social networks such as family, friends, neighbors, and churches (Carey, 1975). In this theory, urbanization and the anonymity of urban life was often perceived to be the social disruption that caused criminal behavior and delinquency. As a response, many practitioners and local authorities demanded policies to reinstill traditional moral values through institutionalized social controls such as policing and schools (Lewis, 1996).

Critics have suggested that this explanation for crime and who commits crime is a privileged perspective that assumes that there is a fixed, or dominant set of moral values that define social organization. This perspective is quickly disproved when evaluated in the context of historic and institutionalized policies that have actively discriminated against Americans because of their race or ethnicity. In other words, in order to understand relationships between neighborhood-based crime to race or ethnicity, one must consider the causes and effects of structural social inequality (Sampson and Wilson, 2005).

Additionally, when looking at safety and the impact that crime has on safety at the neighborhood level, it is important to recognize that there is a "spatial dependence" between proximate neighborhoods. Namely, that a neighborhood does not exist as an isolated island on its own without any social, economic, or physical connection to other parts of a city or surrounding institutions that make up that place (Morenoff, Sampson, and Raudenbush, 2001). For example, the Gresham city boundary with Portland at 162nd does not eliminate the social and economic ties that residents have with one another on either side of the boundary. People continue to meet friends, do errands, and live life regardless of *where* the neighborhood boundaries are drawn.

In our research to date, safety and concerns about the effects of social disorganization in Gresham are a set of complex institutional, infrastructural, and social factors interacting with one another. The following analysis evaluates residents concerns along with the local government response to address community needs. The framework that we provide below is meant to help understand the complexity of safety in Gresham neighborhoods and the spatial inequalities of social indicators that perpetuate crime.

Methodology

We took a people based approach in order to understand how safety and crime relate to community livability. We asked residents about their safety perceptions and experiences of their neighborhoods. The following is an analysis of these stories along with public safety data made available through the City, providing insight into the ways inequality impacts neighborhood livability.

Analysis

Through CCP community engagement efforts, the common thread that surfaced across groups and individuals from diverse racial, ethnic, and economic backgrounds was the concept of local community control. Listening circle and discussion group attendees, City staff, and local officials value the ability for people from Gresham to have a voice to shape their city through multiple means including policies, regulations, and city-provided services. This fervent interest in civic engagement from across different demographic backgrounds indicates a strong civic pride in Gresham, and suggests an opportunity to guide community-wide energy towards collective action in order to solve this complex problem.

Interviewees

Interviews with key City officials from Urban Design and Planning, City Council Office, the Office of Government and Management, and other agencies elevated community safety as a primary concern and a perennial challenge for any growing city. Interviews suggested that there is a tacit awareness that crime may be linked to the increasing prevalence of poverty in Gresham, and an additional consciousness of the changing racial and ethnic demographics in Gresham, particularly in West Gresham. Many interviewees articulated that it is imperative to "dig" into the facts, developing data driven evidence for this connection, in order to identify the best approaches to mitigate the impacts of crime and improve neighborhood safety. Officials are mindful that residents feel unsafe, and they want to know the nature of where and in what ways residents feel unsafe, as well as what can be done about it.

Moreover, the City of Gresham has taken action to address these concerns. Efforts that are bringing new investment and resources to the Rockwood area include:

- the opening of the new Rockwood Public Safety Facility;
- hiring Gang Outreach Workers placed in the Portland Opportunities Industrialization Center Inc. at Rosemary Anderson High School in Gresham;
- hiring a new Gang Prevention Policy Advisor, tasked with identifying and prioritizing a holistic set of programs and services that span prevention and intervention strategies; and
- participating in the multi-agency Rockwood/Rosewood Enrichment Neighborhood Enforcement Workgroup (RENEW) to improve communication and coordination across city boundaries around safety and livability issues in the target area.

The City has begun to build partnerships with key agencies. Namely, Multnomah County has been a regional leader initiating innovative programs and services to reduce violence while also providing the necessary human services to address poverty and inequality. The Health Department's Community Capacitation Center - Youth Violence Prevention program has received a federal STRYVE grant (Striving to Reduce Youth Violence Everywhere), taking a youth-centered public health approach to preventing violence before it starts. Additionally, the County's Department of Community Justice also uses a prevention approach in both adult and juvenile services in order to reduce recidivism, assisting clients "in a fair and just manner to develop skills necessary for success" (Multnomah County DCJ, 2014).

Interviews with agencies surfaced a need for conducting the appropriate research to fully understand the complex dynamics that drive neighborhood violence, while also balancing the community outcry for action. City staff is sensitive to community needs, and are working to identify priority areas and tactics to improve safety. Staff also articulated that the City has the understanding that "it can't rely solely on police enforcement to reduce the impact of gangs on the community" (Multi-Agency Prevention and Enforcement Plan, 2014), wishing to build trusted relationships with residents and community groups to strategically address safety concerns.

Questionnaire and Neighborhood Association-based residents

CCP conducted a citywide questionnaire during the project, and found that 70% of respondents (n=231) either strongly agreed or agreed to the statement that they felt safe in their neighborhood. 64% of respondents strongly agreed or agreed that they felt comfortable asking neighbors for help (n=226). However, the questionnaire results over-represent owner occupied households, as about 19% (45) of respondents identified as renters, while 47% of all households in Gresham are renter occupied. Because this likely skews the responses to these questions, we compared the responses to some key questions of renters and residents of owner occupied units ("owners" for the purposes of this analysis). We found that renters were less likely than owners to agree with statements regarding their housing situation and neighborhood, in all but one category. The largest differences were:

Table 6: Renters and Owners Who Agree Or Strongly Agree

	Renters	Owners
There are things that I like to do for recreation	59%	74%
My friends and family live nearby	47%	56%
I feel comfortable asking my neighbors for help	41%	69%

Questionnaire respondents writing in Spanish reported that they see a lot of youth in the neighborhood, and that there is "not enough things for them to do," suggesting the need for more things like sports facilities or community centers. In addition, individual comments submitted through the questionnaire, as well as input recorded at Listening Circles suggest a general fear of crime and delinquency, rather than a direct experience of crime as a victim per se. Neighbors use terms such as "I don't like walking at night", noticing "increased foot traffic", or "seeing tents and garbage along the Springwater Trail" as ways to describe their perceptions about the presence of crime. These stories suggest that these residents are concerned about person to person crime. On the other hand, stories reported through the questionnaire did report individuals who experienced car breaks-ins, suggesting that property crime may also be a concern to those surveyed.

A write-in comment from one respondent captured a common tension among Rockwood residents regarding their neighborhood and perceptions of safety. To paraphrase, they like living in Rockwood because they are near family and friends, but recognize that outsiders perceive it to be a "bad neighborhood" and pay more attention to high crime rates than how to make sure families have support and access to quality schools, food, and services.

Latino Network Listening Circle

A primary concern for many parents that attended this Listening Circle is the threat of gang activity and the targeted recruitment of their children. Parents articulated that their children get approached at bus and MAX stops throughout Gresham, and they would like to do something about it. Some parents and grandparents have accompanied their children to wait with them for transit or school bus service to arrive, in order to detract the recruiters. Some parents agreed that this was an effective strategy to keep the gangs out, and would like to see a greater coordinated effort to help more youth feel safe at transit stops. Many participants at the Listening Circle really liked their neighborhood describing it as "friendly" and that it felt at "home." They didn't want to move just because of feeling unsafe. Many people agreed that they were committed to Rockwood and Gresham, and wanted to be an active part in making it a better place.

Youth

E-ROC youth, which stands for Empower Rockwood, talked about the desire to know their neighbors. Even though they may not know someone's name, they felt safe when they recognized and acknowledged neighbors around apartment grounds, on the street, or in the neighborhood. Some youth told us that they liked their neighborhood because sometimes parents will leave kids at a neighbor's house to go run a quick errand, and that this made them feel safe and comforted that neighbors were helping each other. This kind of familiarity with others in their community was very important to them.

On the other hand, the police presence in their neighborhood was unsettling to them. While working with E-ROC, youth commented on their feelings of insecurity when they see police officers or cars on the street. They said that they feel nervous as if they are under surveillance even though they haven't done anything wrong. Youth commonly witness police stops and police interactions with residents, and have anxiety that they could be stopped themselves. Youth also mentioned wanting increased safety at MAX stops and in parks, but that they did not think that having more police on hand would make them *feel* or *be any safer*. Lastly, youth identified that they needed more things to do, especially ways for them to get directly involved with how the City makes decisions about amenities and services at parks. They articulated a clear message that they would like to be a part of connecting with more youth in the neighborhood, to gain more leadership skills and become empowered to be involved in decision-making.

Further reflecting this theme, a questionnaire respondent commented that the new police facility on 181st was built to increase the presence of police without "just cause", and that police presence does not make them feel safer, but rather like they are being watched. Regularly seeing extra cop cars show up for back-up on traffic stops makes the respondent feel like the police are invading the neighborhood as a gang, causing them to feel extra cautious and uncomfortable when walking around or driving at night.

Call data

The share of all service calls to the Gresham Police Department, reported by neighborhood, further suggests a different experience of neighborhood safety and interactions with the police. Table 7 notes neighborhoods in Western and Central Gresham subregions consistently report the greatest share of the total calls for the city, with the citywide average at 6.3 percent. These areas correlate

to the areas of the city that exhibit the most acute need to improve conditions based on measures of each opportunity indicator. These areas denote high levels of income inequality with incomes between $24,406-$31,614, the largest average household size with 1 person more on average than other areas of the city. Additionally, the West and Central areas have the highest shares of poverty, with rates of up to 51% of households living below the Federal Poverty Line. The census tracts with the lowest households incomes throughout Gresham are also the areas with rates of housing cost burden at 42% and higher, with census tracts with 54.3% cost burdened in West Gresham. Moreover, the areas of greatest police activity also correlate with areas of concentrated populations of people of color and youth under 14, while also reporting the lowest rates of homeownership by people of color.

Table 7: Percent of Total Calls per Neighborhood

	2013	2012	2011	2010	2009
Rockwood	26.0%	26.4%	26.5%	24.6%	23.9%
North Central	11.6%	12.0%	10.9%	9.3%	9.0%
Northwest	10.0%	9.8%	10.2%	11.4%	10.4%
Downtown/Central	7.9%	7.8%	7.8%	8.9%	9.1%
Centennial	7.3%	7.1%	6.7%	7.3%	7.3%
North Gresham	6.8%	**6.5%**	**6.3%**	**6.4%**	**6.9%**
Northeast	**6.5%**	6.2%	6.1%	5.4%	5.8%
Wilkes East	6.1%	6.1%	5.8%	5.4%	5.7%
Powell Valley	4.8%	4.5%	4.7%	4.9%	5.4%
Kelly Creek	2.8%	3.0%	3.7%	3.3%	3.3%
Asert	2.8%	2.8%	3.1%	2.8%	2.7%
Mt. Hood	2.4%	2.6%	2.8%	3.9%	3.9%
Holly Brook	1.9%	2.0%	2.1%	2.2%	1.8%
Gresham Butte	1.7%	1.5%	1.5%	2.0%	2.3%
Southwest	1.4%	1.5%	1.7%	2.1%	2.2%
Pleasant Valley	0.1%	0.1%	0.1%	0.1%	0.2%

Source: City of Gresham, 2014

This analysis points to racial, ethnic, and income inequalities in Western and Central Gresham that correlate with the highest number of police exposures. Multnomah County reports (LPSCC DMC

Report, 2014) that youth are over-represented in the criminal justice system. African American youth in Multnomah County are 4.68 times more likely to be referred to Juvenile court than their white counterparts. Latino youth in Multnomah County are 3.12 times more likely to have a case result in Secure Correctional Facility. These contacts within the judicial system are likely due to disproportionate contacts that youth of color experience with policing, suggesting that the anxieties that youth we spoke to are not unfounded. In response to this over-representation Multnomah County DCJ has adopted a national model of analysis called "disproportionate minority contact," identifying ways that police officers, courts, and family intervention and prevention services can reduce the number of contacts it has with youth of color.

Conclusions

Addressing crime is challenging, whether it be at the citywide or neighborhood level. Given this, it is important to recognize the social and institutional factors that have shaped and exacerbated the effects of crime, leading to decreased safety in Gresham neighborhoods. These factors have increased levels of social disorganization, economic instability, and neighborhood segregation of people of color that we have been presented spatially throughout this *Opportunity Analysis*. The opportunity indicators analyzed: Housing, Transportation, Food Access, Employment, Education and Services, and Parks each indicate spatial inequality for the areas of West and Central Gresham.

Parts of West and Central Gresham were recorded to have the highest population densities, lower median family incomes, larger household size, a wider gap of homeownership for people of color, and lower levels of educational attainment in comparison to the rest of the city. Given that these commonly used indicators of economic stability are also strongly associated with perceived crime and safety issues, this analysis suggests that increasing poverty and crime did not just "move" to Gresham, rather there are structural and institutional forces driving their concentration.

Additionally, these areas are where the highest rates of people of color live in Gresham, with some tracts as high as 64% in West Gresham. Neighborhoods in West and Central Gresham also saw the highest number of police calls (Table 7) consistently from 2009 to 2013, indicating that residents in these areas have the greatest contact with police and are more likely to witness the effects of crime as compared to other parts of the city. This data correlation was affirmed by comments given at Listening Circles and through the citywide Questionnaire. This snapshot of inequality within Gresham suggests that there is a spatial correlation between income inequality, racial and ethnic concentration, and the highest rates of policing and effects of crime.

In summation this safety analysis surfaced the following key findings:

- There is a spatial correlation to social inequality and policing;
- Residents perceive that their safety is compromised in their neighborhoods, particularly in parks and at transit stops;
- There is a need for youth enrichment and recreation activities at the neighborhood level,
- Even though fear of crime and gang activity exists, adults AND youth, are resilient and want to be a part of making their community a safer place through participating with government and non-profit partners to create local solutions; and
- "Neighborliness" and a sense of community connection is what residents across Gresham desire most as a way to improve their perceptions of safety.

4.0 LIMITATIONS OF APPROACH

This analysis is intended to be a tool to help inform decisions about public investments in Gresham. While it is important to consider the issues discussed here, it is also important to not over-simplify the interpretation of the maps. Maps are based on data, and data are not perfect. Maps are representations of reality but are not reality. Accordingly, this section provides an overview of the major limitations of our analysis approach to keep in mind during future use of the maps. Note that many of the limitations are similar to those of previous opportunity mapping efforts such as the Washington County project, although CCP attempted to incorporate lessons learned and develop a method that reflected Gresham's context.

4.1 Census Tract as Primary Geography

Most data are only publicly available for larger geographies such as census tracts, counties, and districts. Use of this data in maps assumes that the population is equally distributed throughout the area, which is a simplification of the actual distribution of population across space. The problem is exacerbated at larger scales. Furthermore, using datasets based on estimates such as the ACS means that smaller scales have greater margins of error. High margins of error make the data unreliable. Therefore, we decided to use the census tract level rather than block group level (smaller scale), although census tract data can still have relatively large margins of error, especially for tracts with smaller populations. Based on discussions with technical advisers and key informant interviews, CCP chose to use Census data with acceptable margins of error. based on commonly accepted practices. The vast majority of measures used in this analysis fell into the category of high reliability based on the assessment margin of error, the one measure used that had medium reliability was households enrolled in public assistance programs. High reliability measures are those that have a small sampling error relative to the estimate provided by the American Community Survey (coefficient of variation is less than or equal to 12%). Medium reliability measures are those that have coefficients of variation between 12% and 40% are to be used with caution.

4.2 Access vs. Proximity

Maps do not reflect how or if people living near a given resource actually use the resource. There are many factors that affect whether people actually access available resources. Furthermore, the maps are not specific to different groups of people based on age, disability, cultural preference, or other factors that may affect actual or potential ability to access resources. We focused on using an income lens when creating the maps to take into account affordability and transit dependence. We recommend that future maps adopt different lenses to consider how different groups of people may experience the opportunity structure in Gresham in different ways. For example, youth have unique needs compared to seniors, and the indicators of youth opportunity would be different.

The analysis was mainly limited to opportunities within Gresham boundaries and the immediately surrounding area. In reality, people tend to regularly access resources throughout the region. For the common datasets used in opportunity mapping, it would be most efficient to complete at the regional level. This would take advantage of economies of scale, as well as ensure that stakeholders are relying on the same baseline information. CLF's Equity Atlas currently provides a similar service but does not provide all datasets that have been used in all jurisdictions, and the data is normalized to the region. Stakeholders completing opportunity mapping at the jurisdictional level may choose

to normalize to the city level (as CCP did here) and/or use different combinations of data to more accurately reflect opportunity structure in their given place. It would also be essential to complete more detailed analysis of specific areas, beyond what the Equity Atlas does for the region as a whole, as well as to integrate local knowledge through a collaborative process of identifying important issues and interpreting findings within the specific context of the place.

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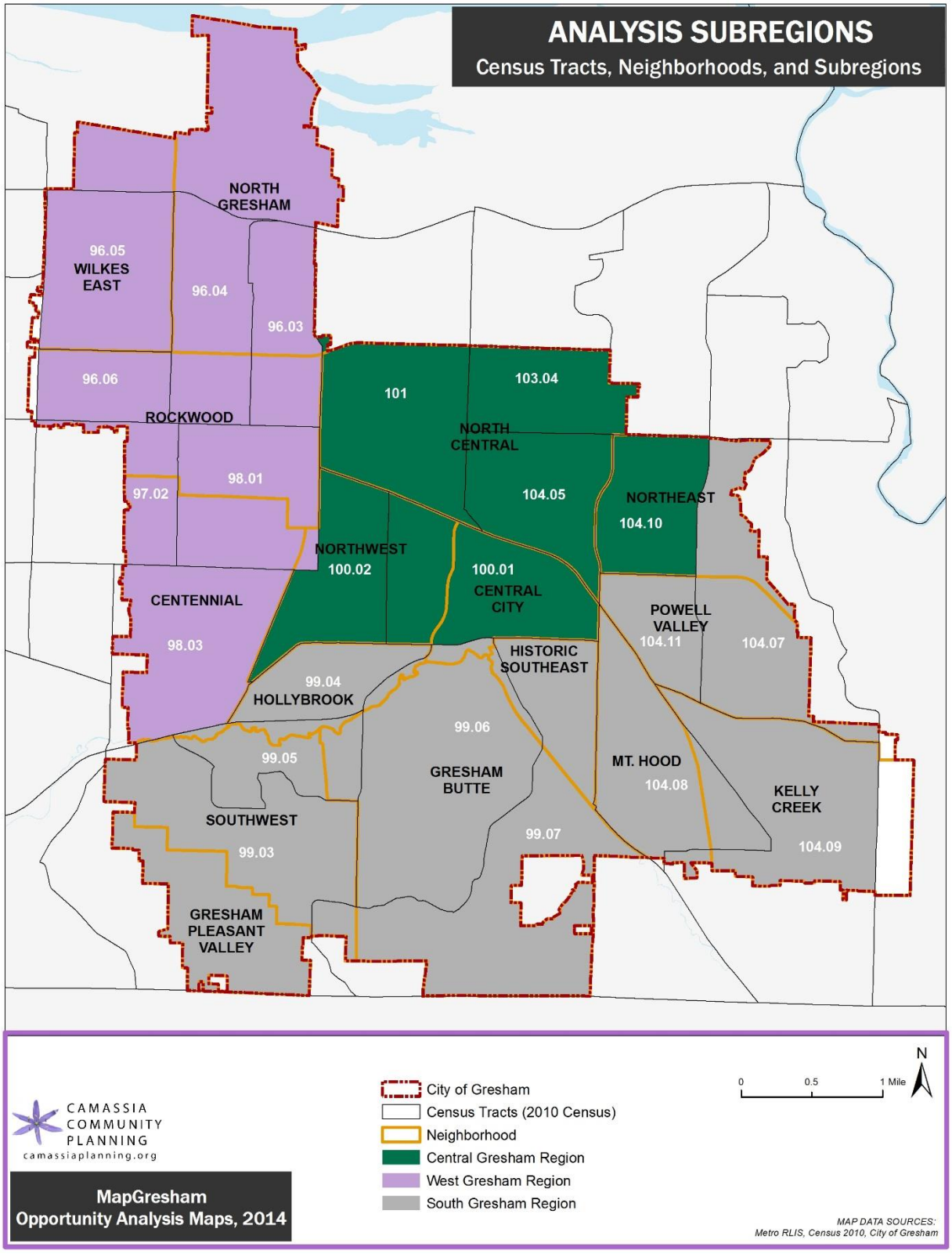
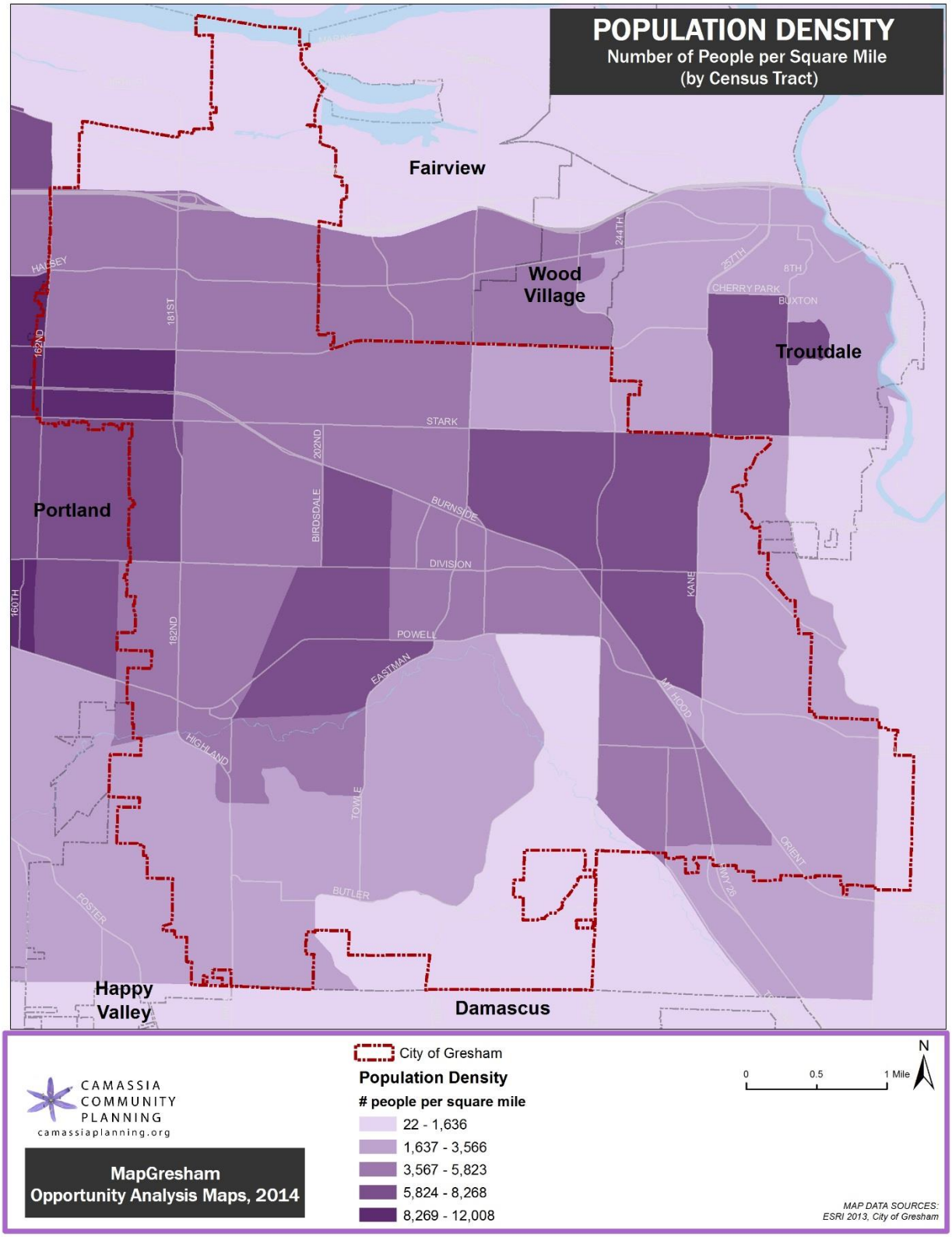
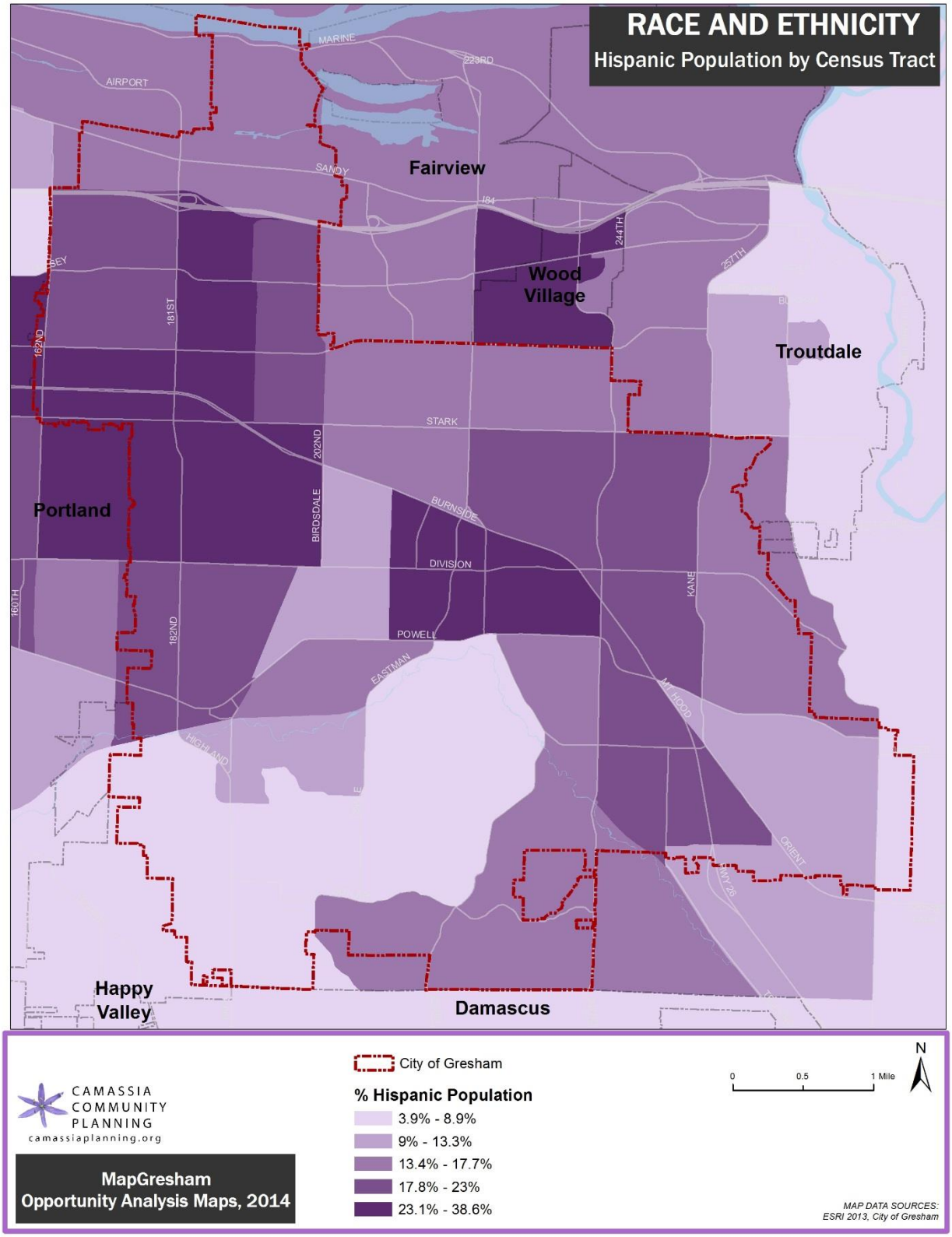
Map 1: Gresham Sub-regional Analysis



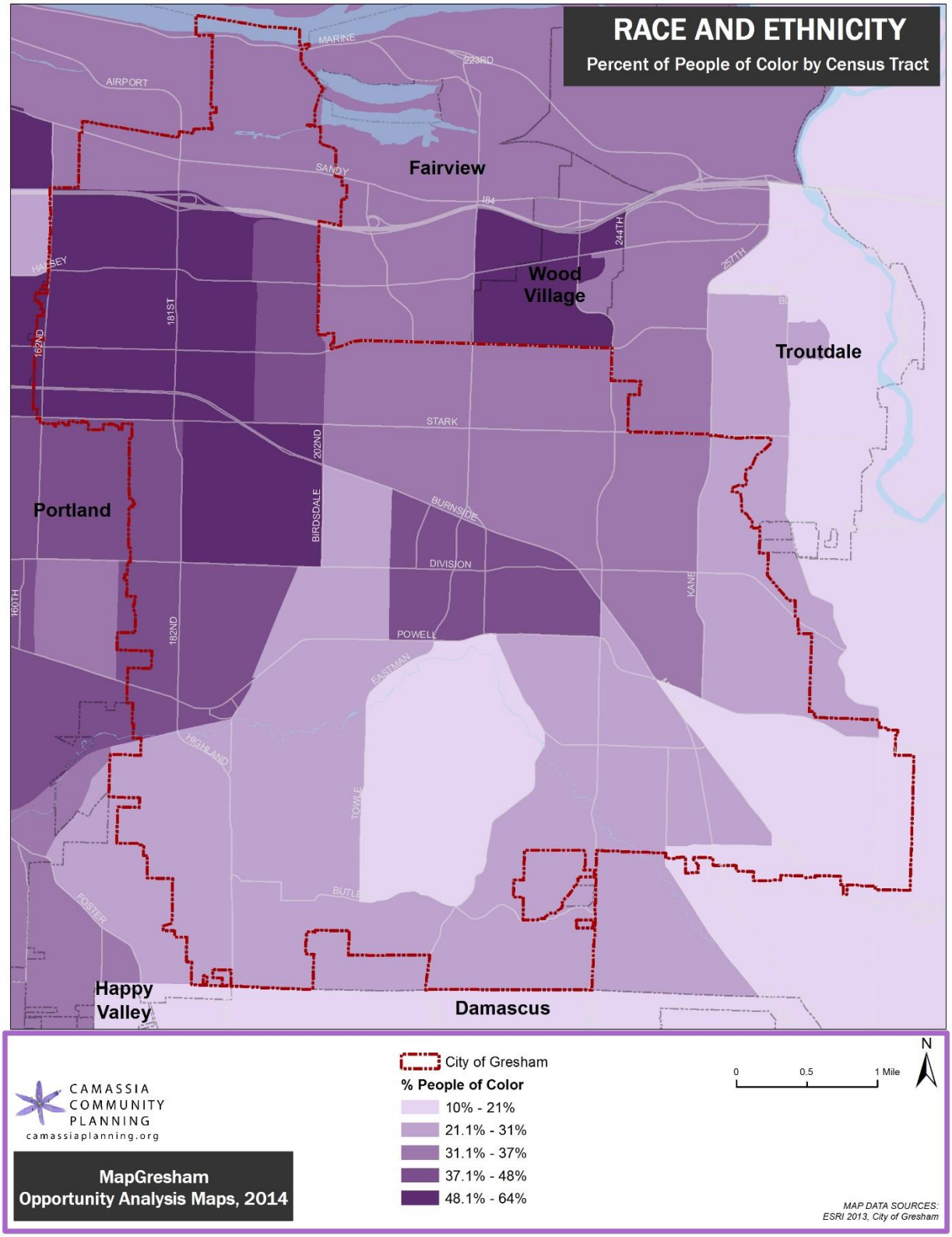
Map 2: Population Density



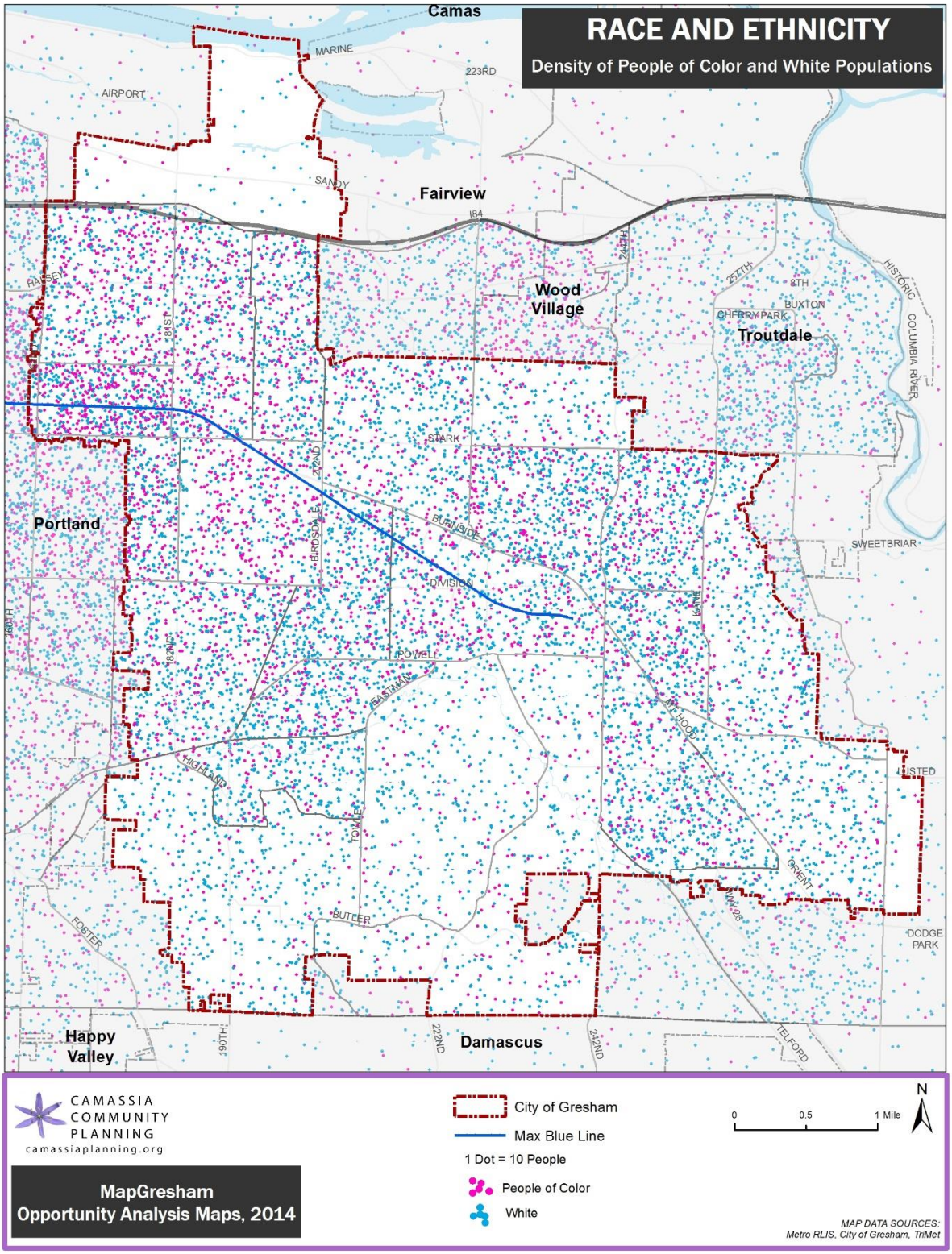
Map 3: Percentage of Hispanic/Latino Residents



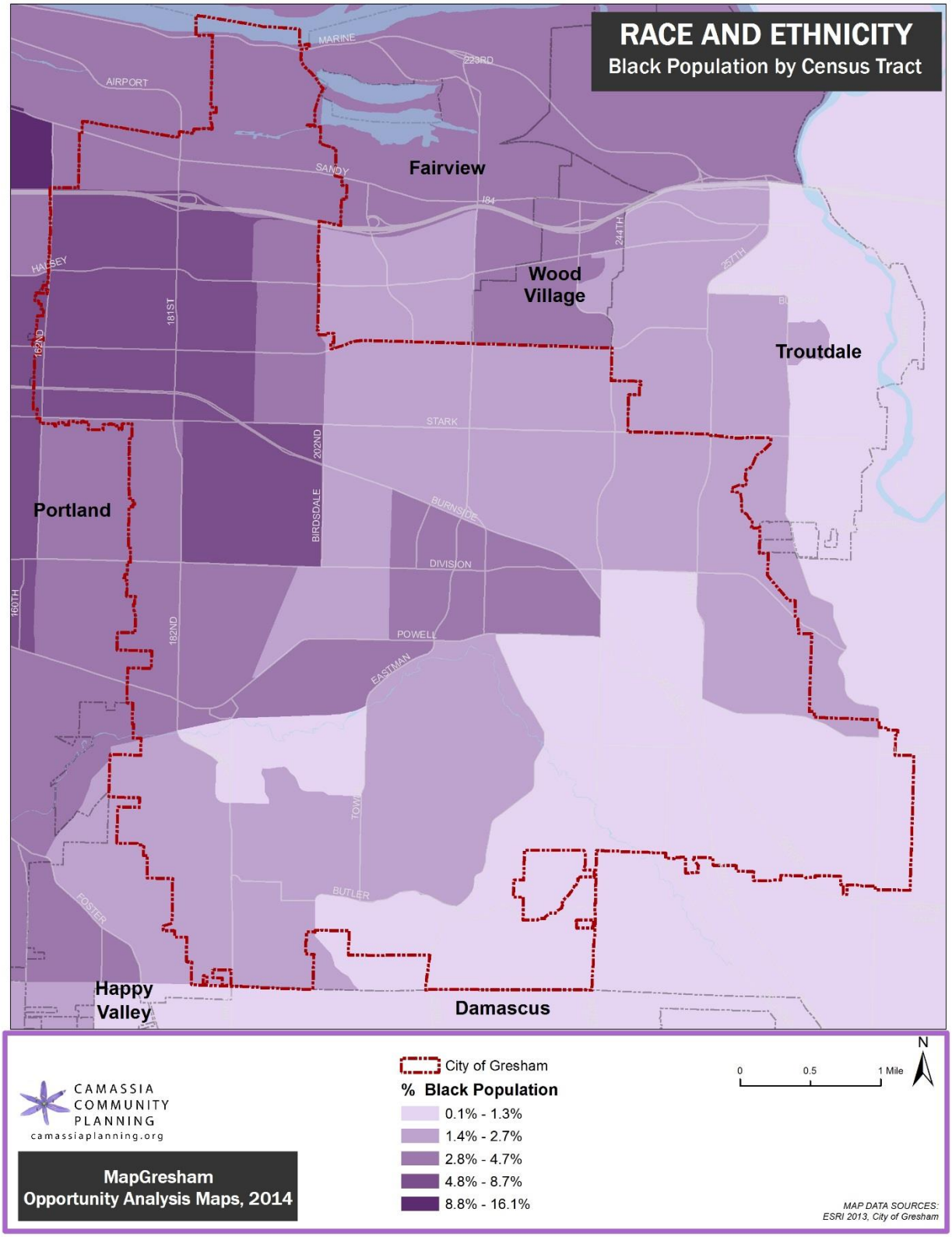
Map 4A: Population of People of Color



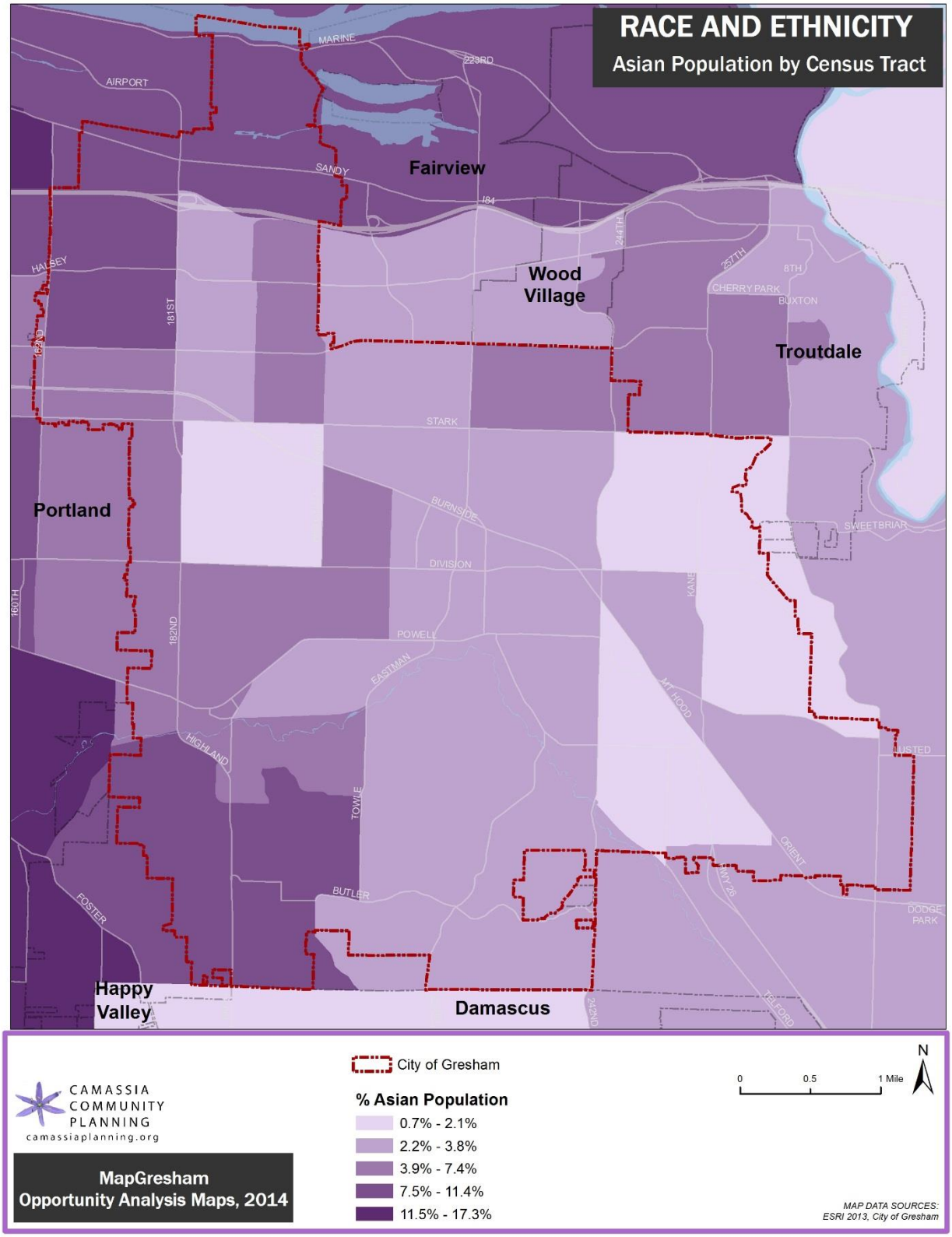
Map 4B: People of Color and White Populations



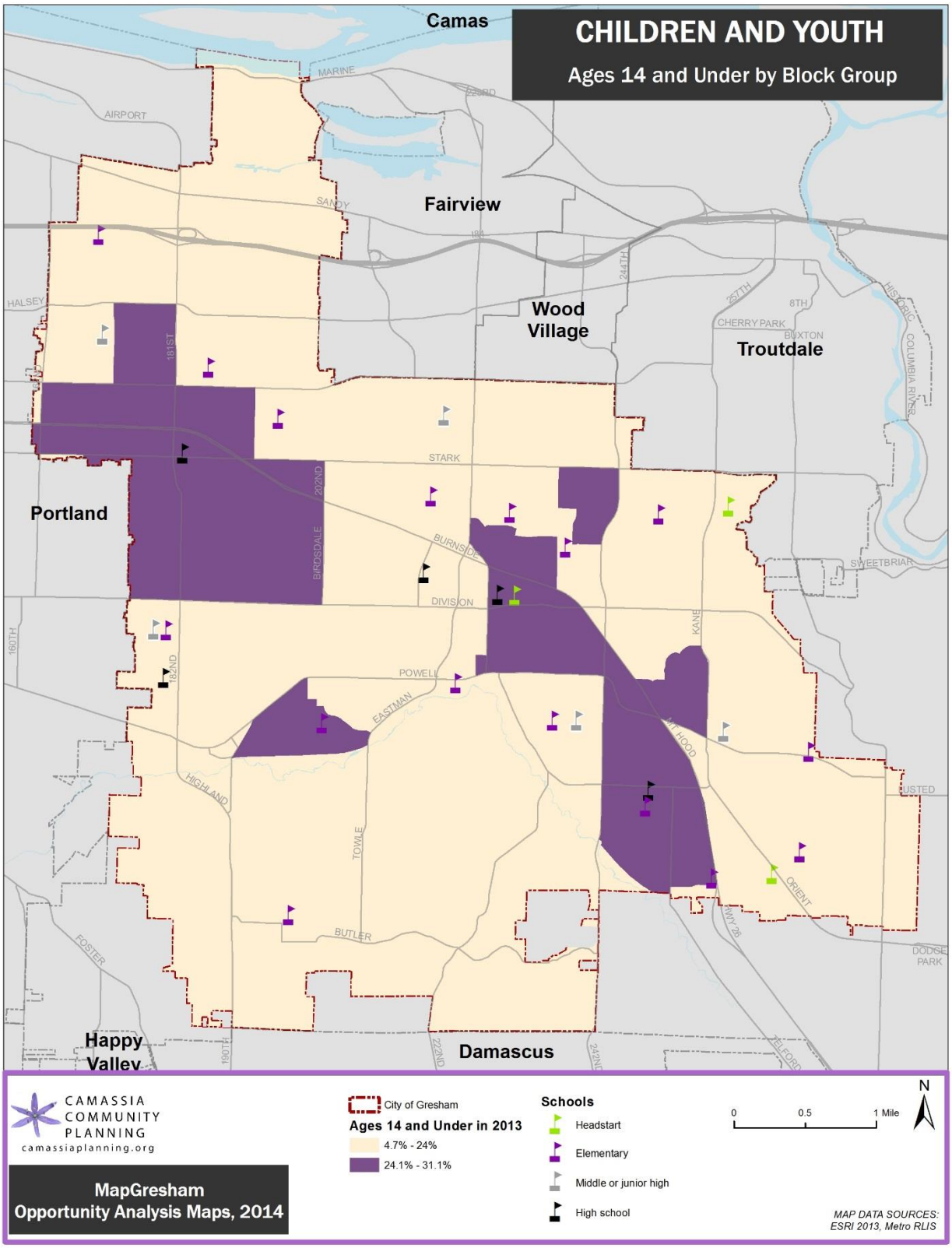
Map 5: Black Population



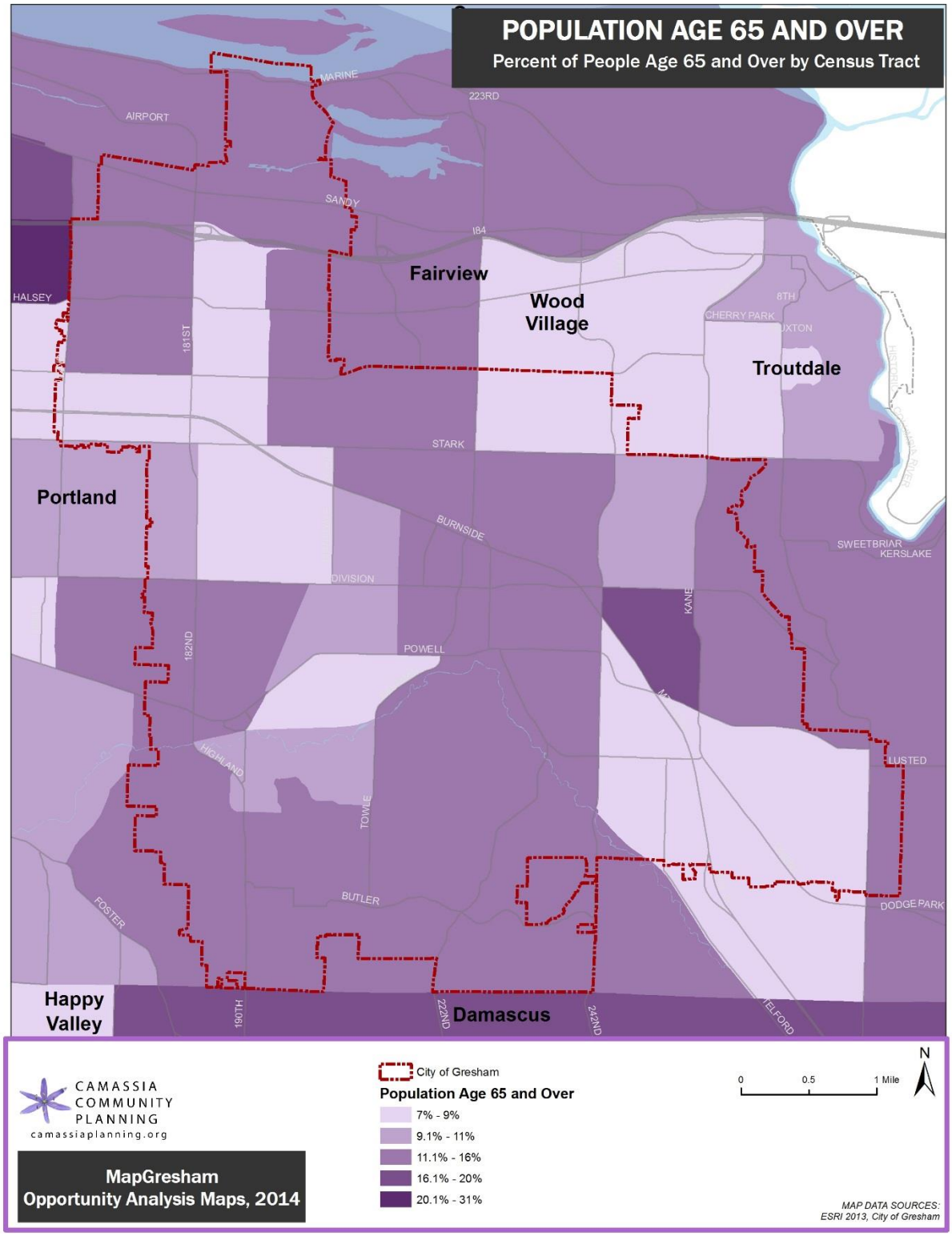
Map 6: Asian Population



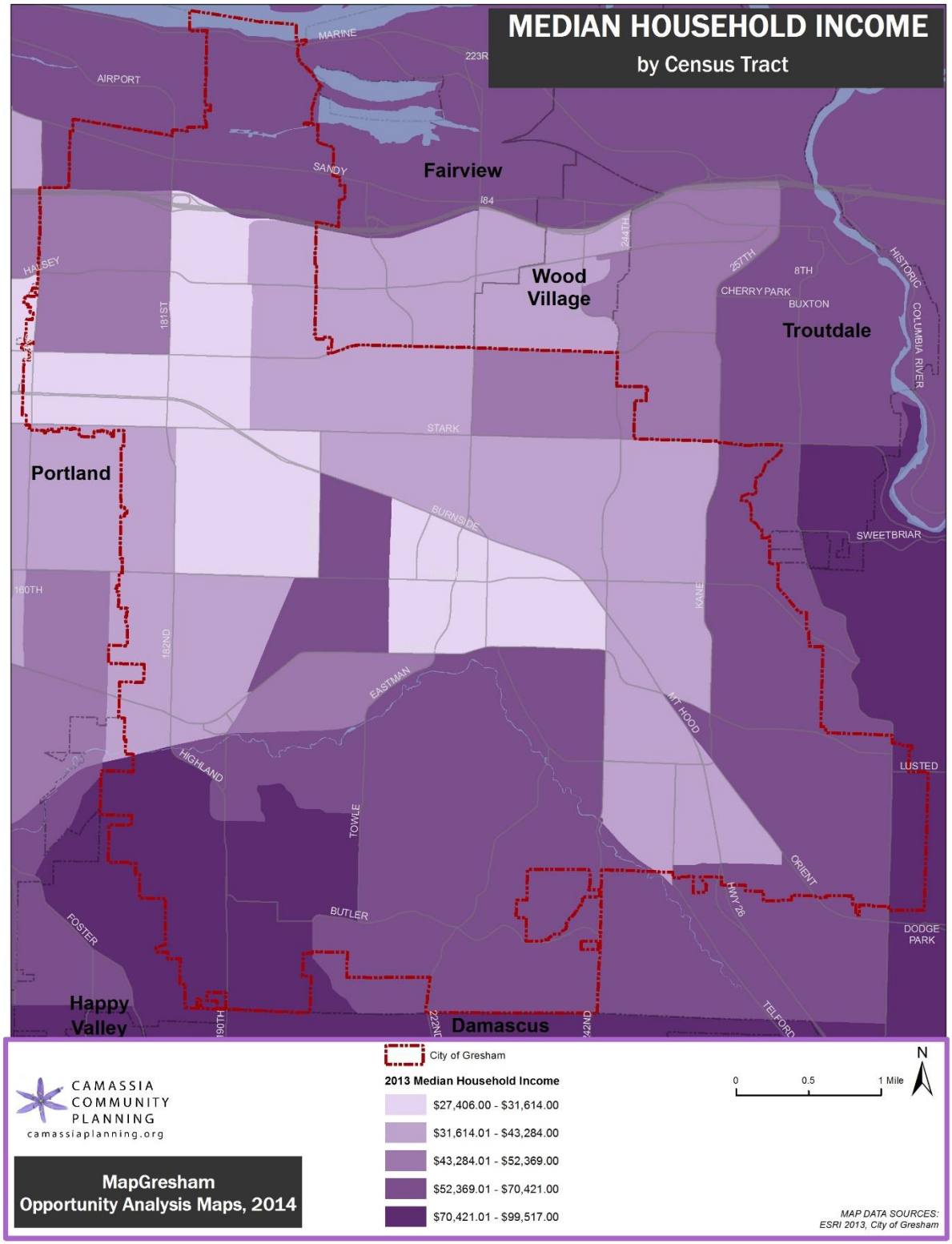
Map 7: Youth Population



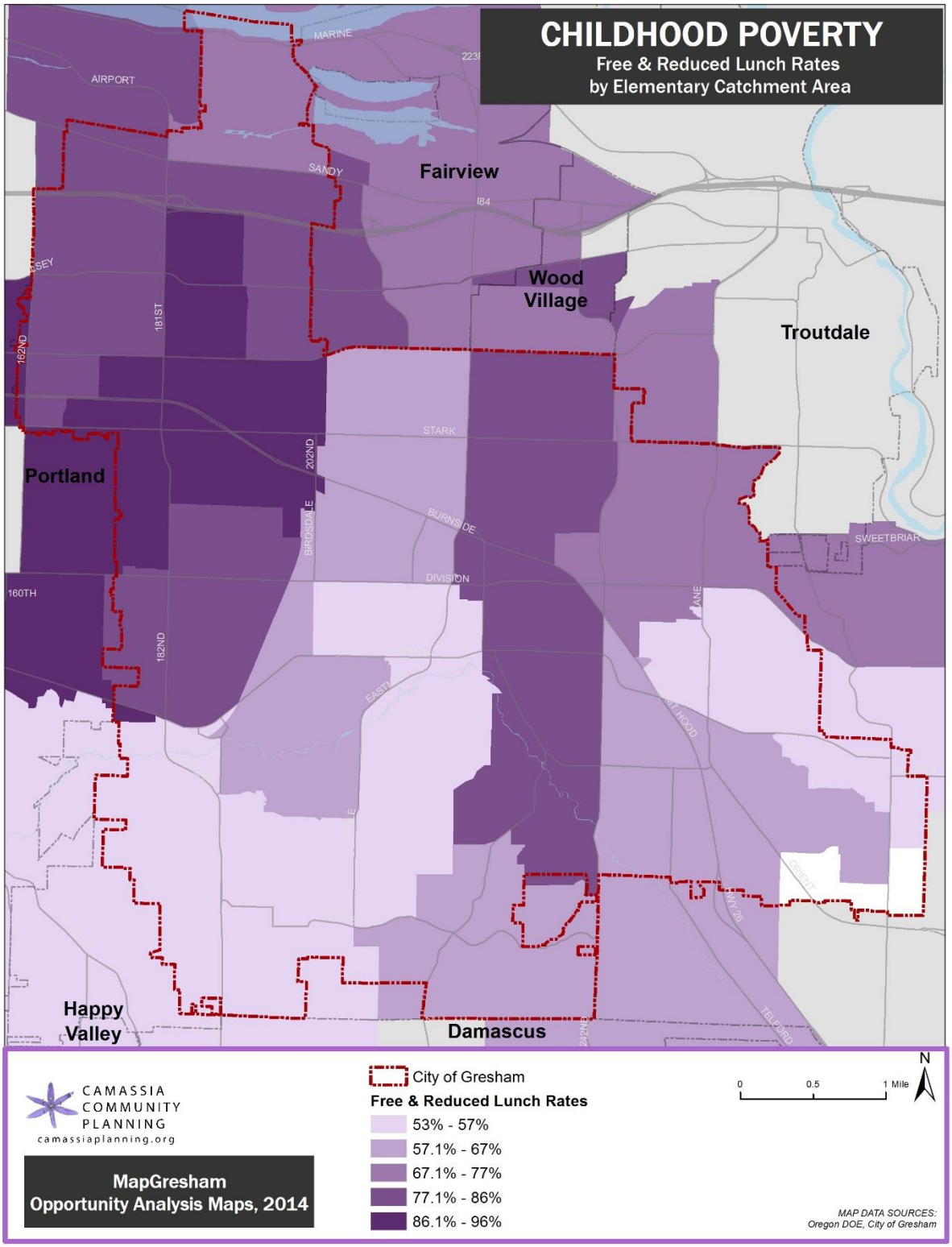
Map 8: Population Over 65 years of Age



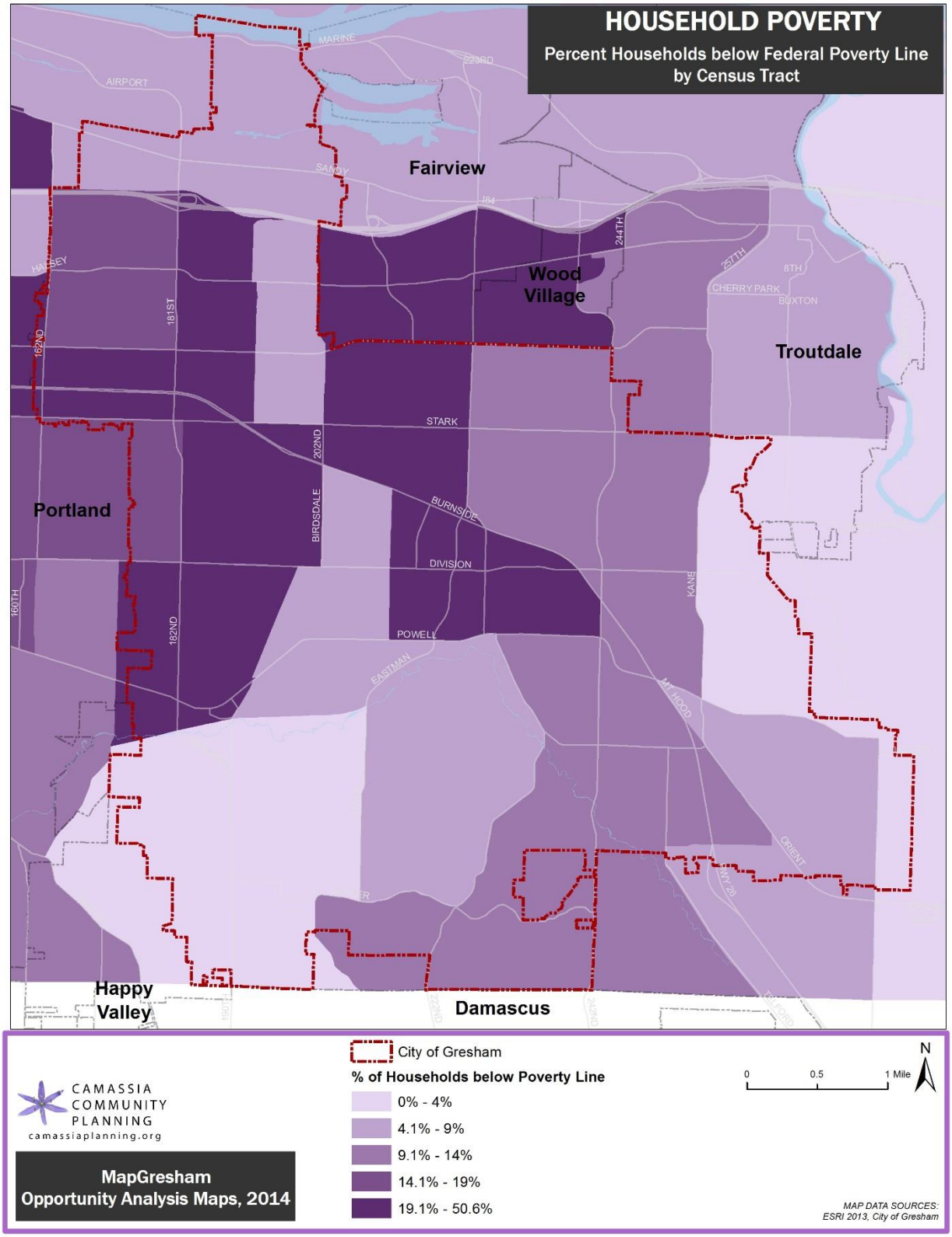
Map 9: Median Household Income



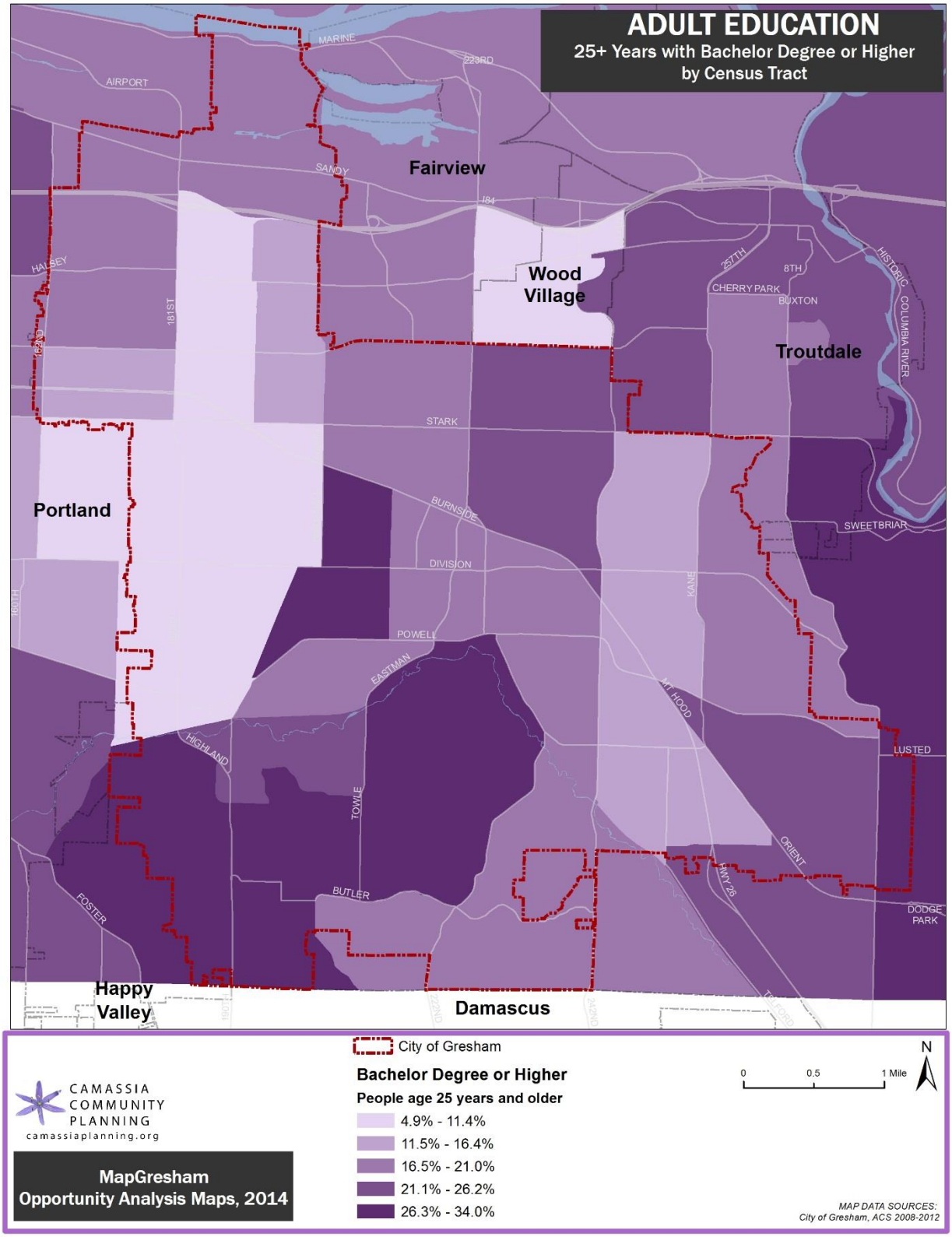
Map 10A: Childhood Poverty



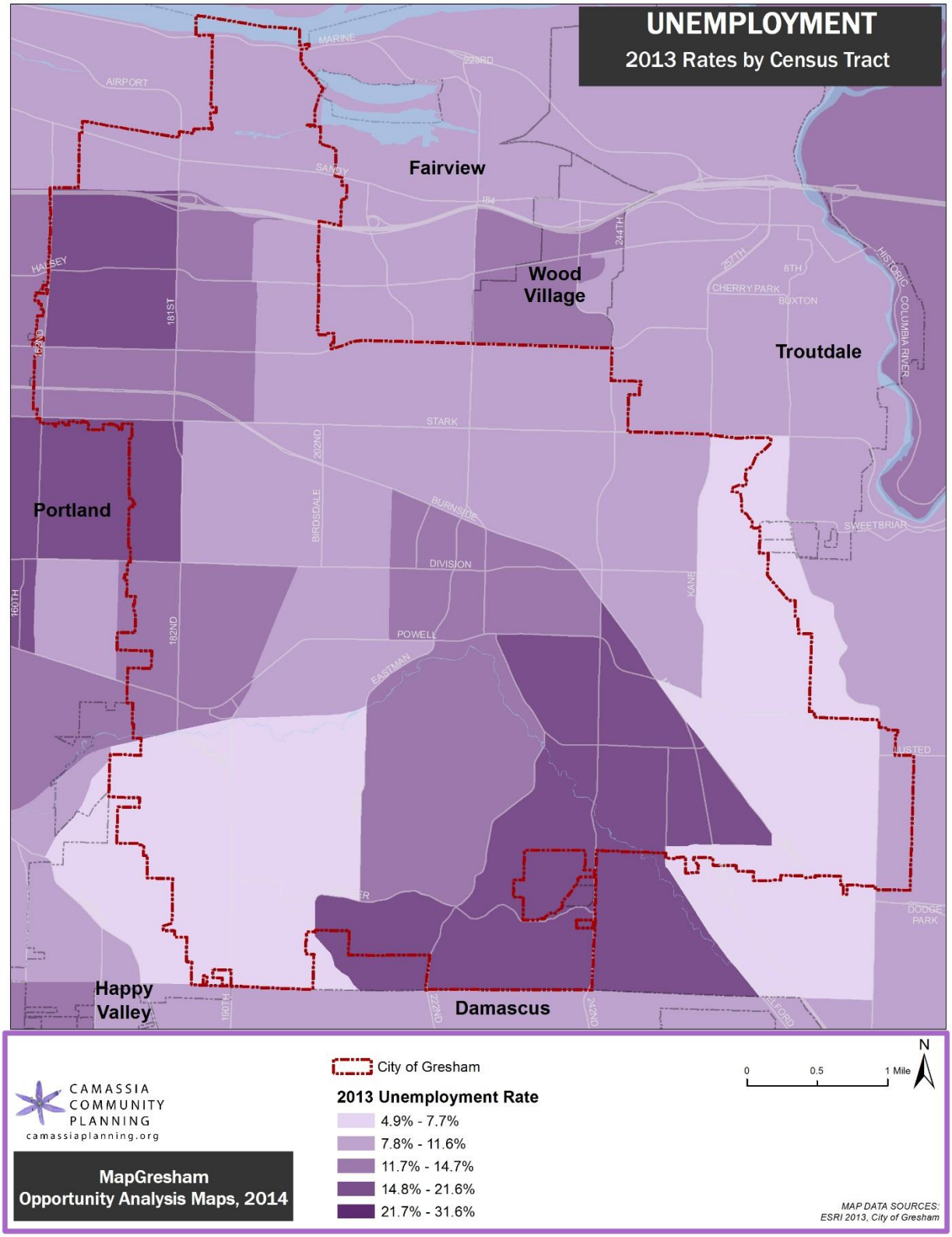
Map 10B: Household Poverty



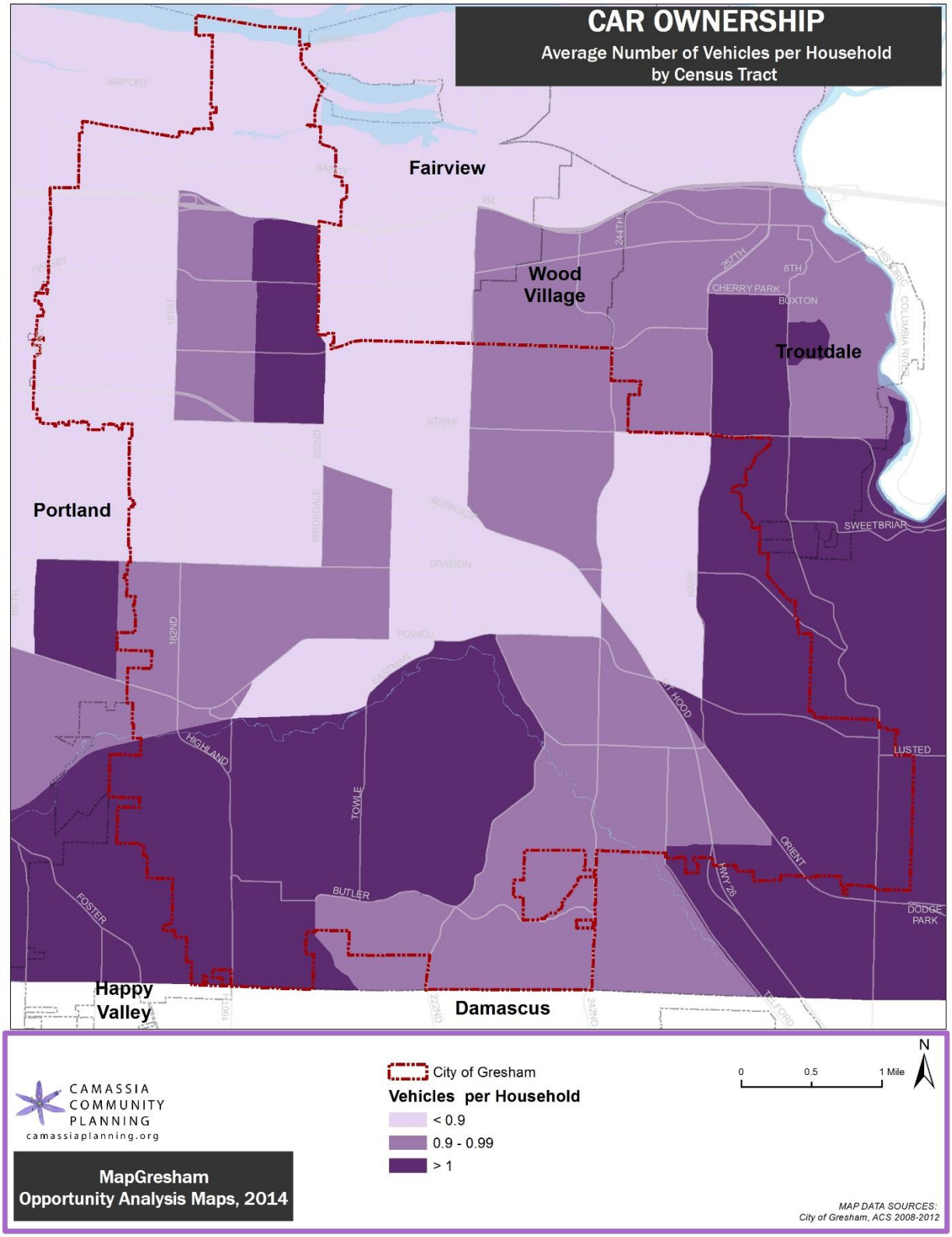
Map 11: Education Attainment



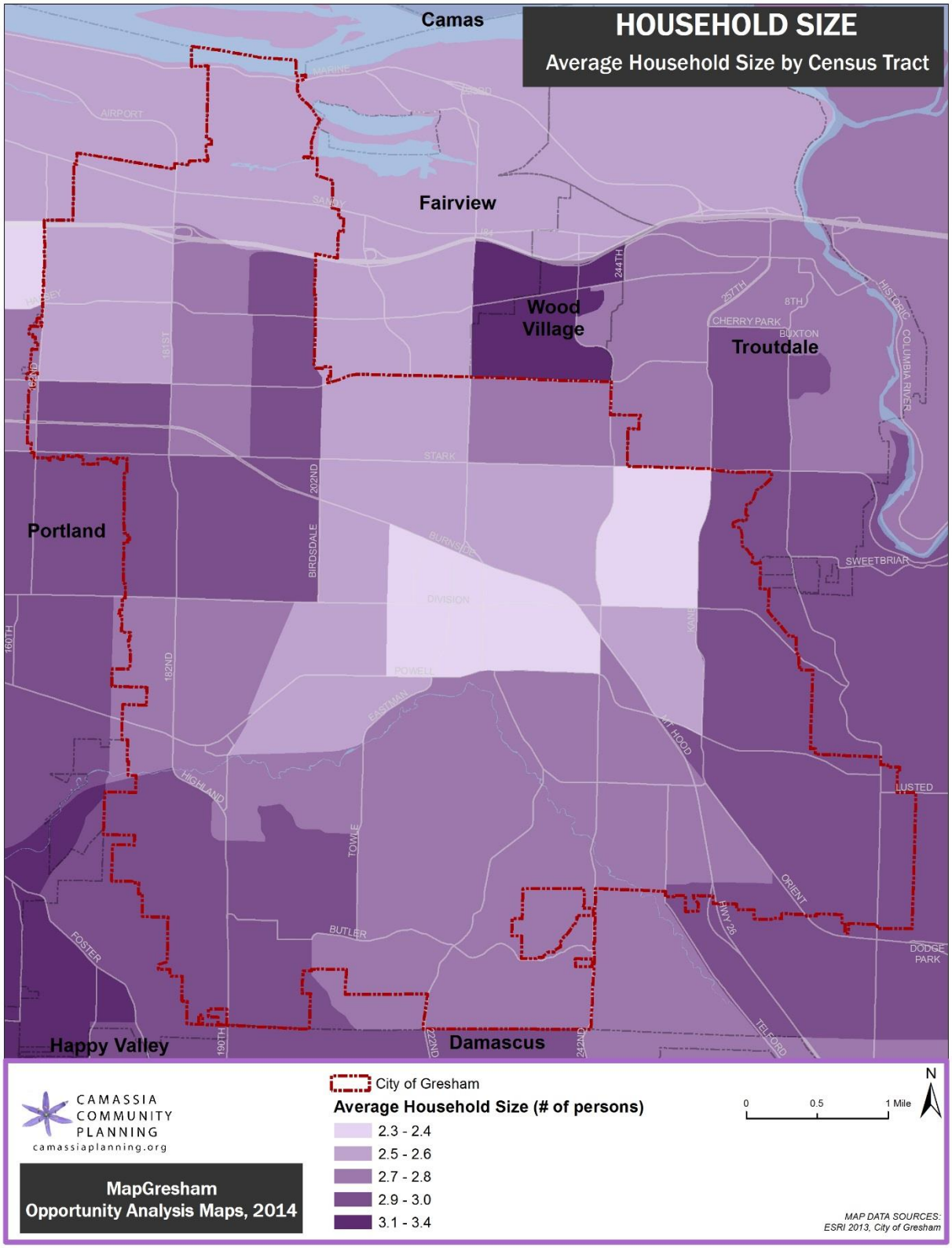
Map 12: Unemployment



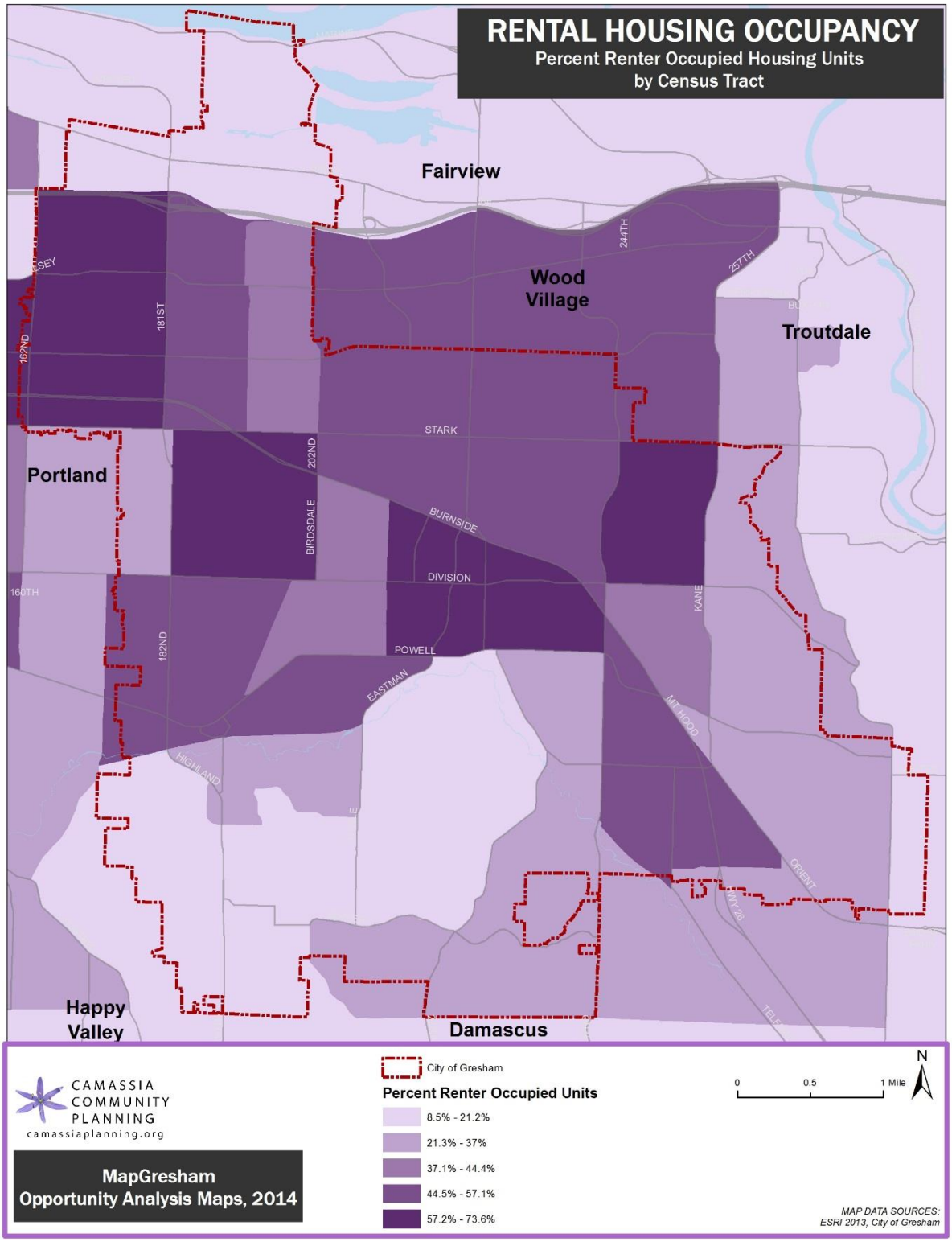
Map 13: Vehicles per Household



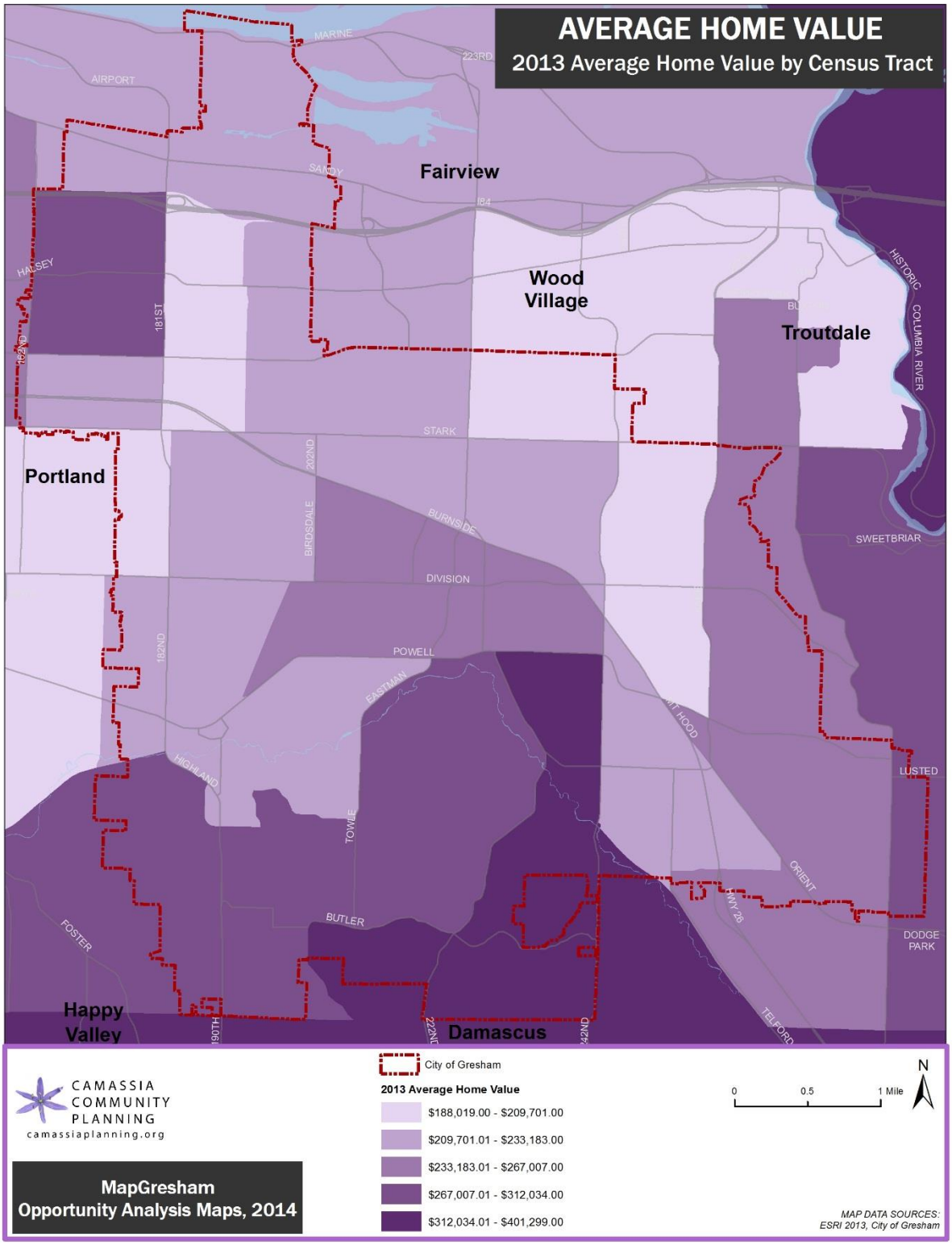
Map 14: Household Size



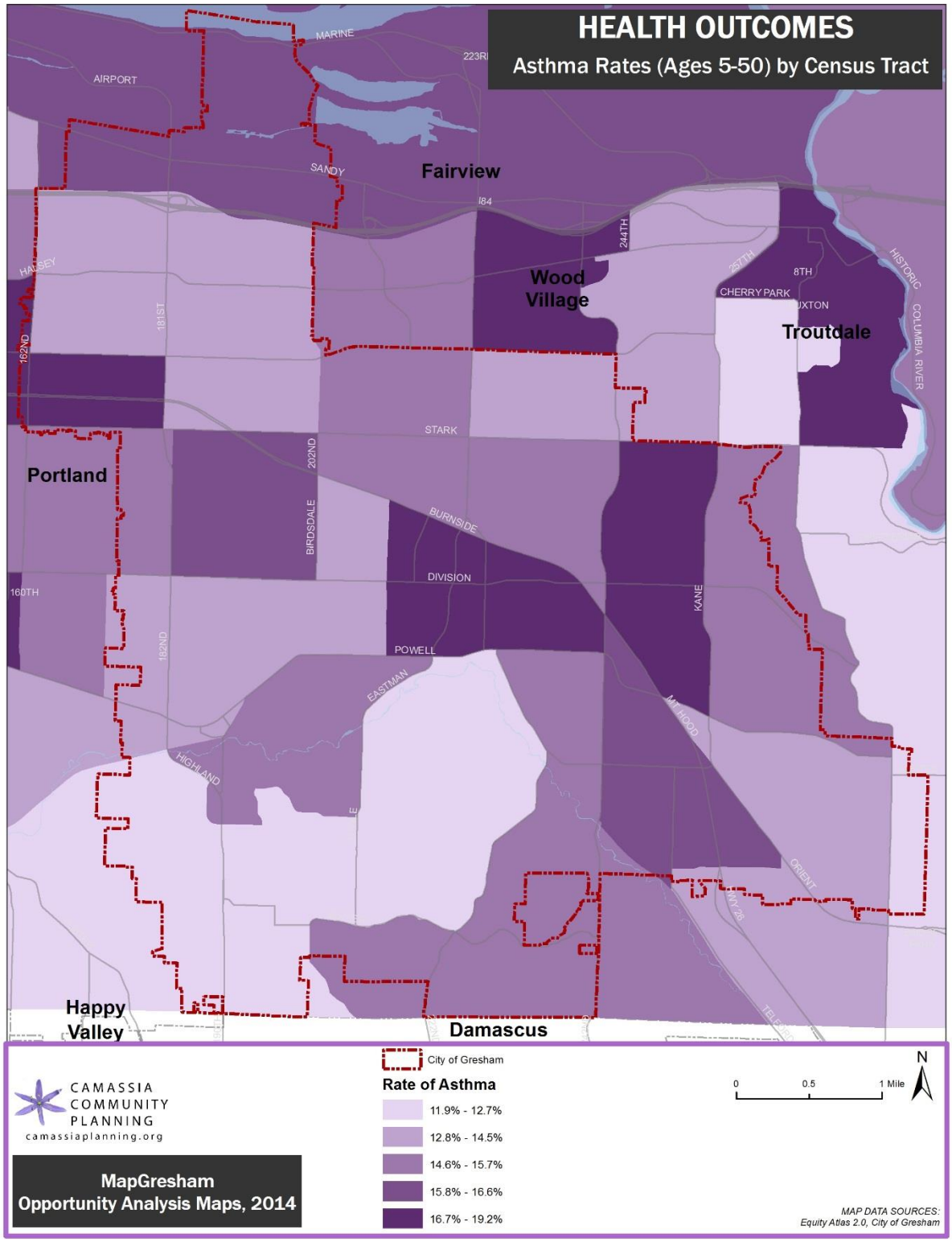
Map 15: Share of Renter-occupied Households



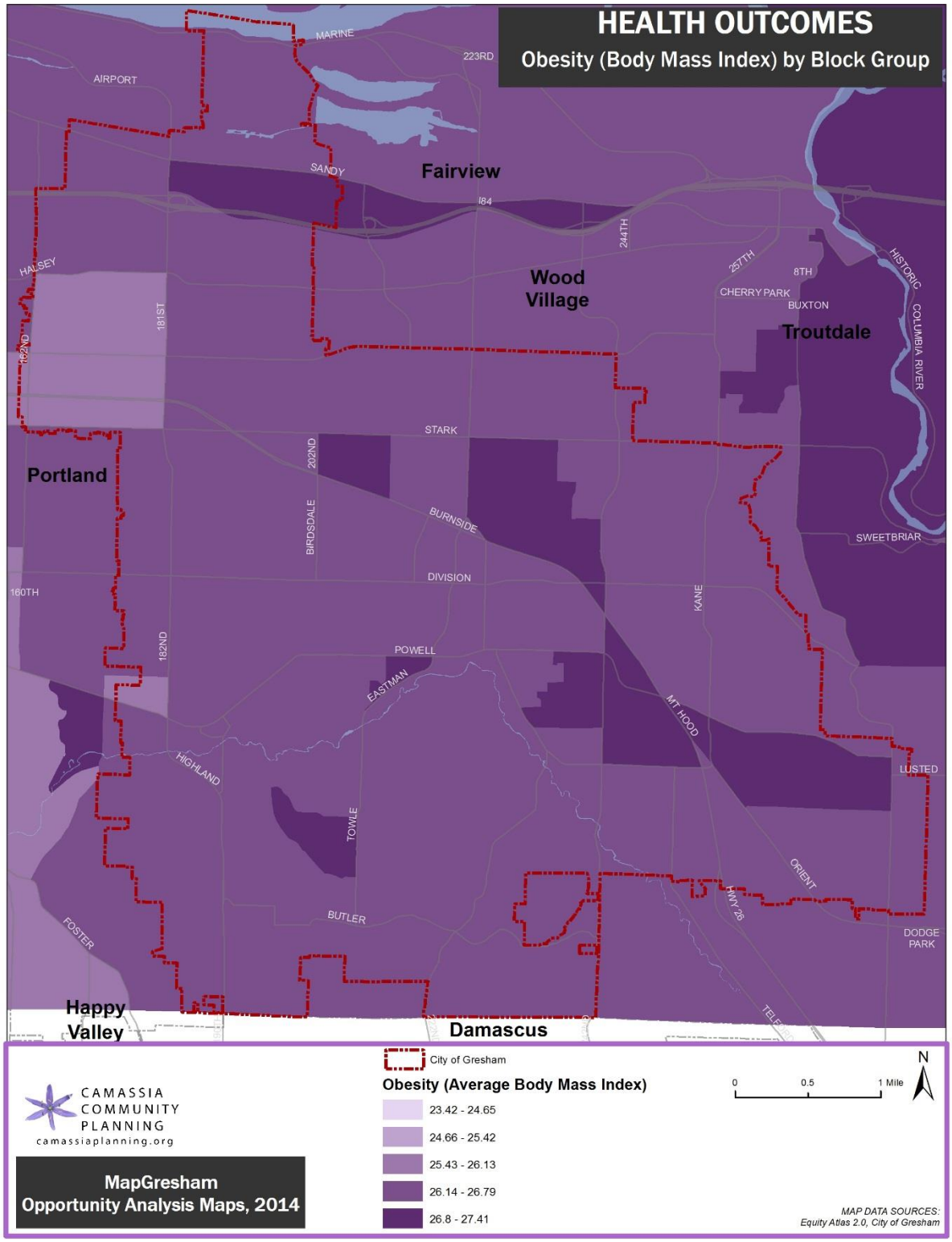
Map 16: Average Home Value



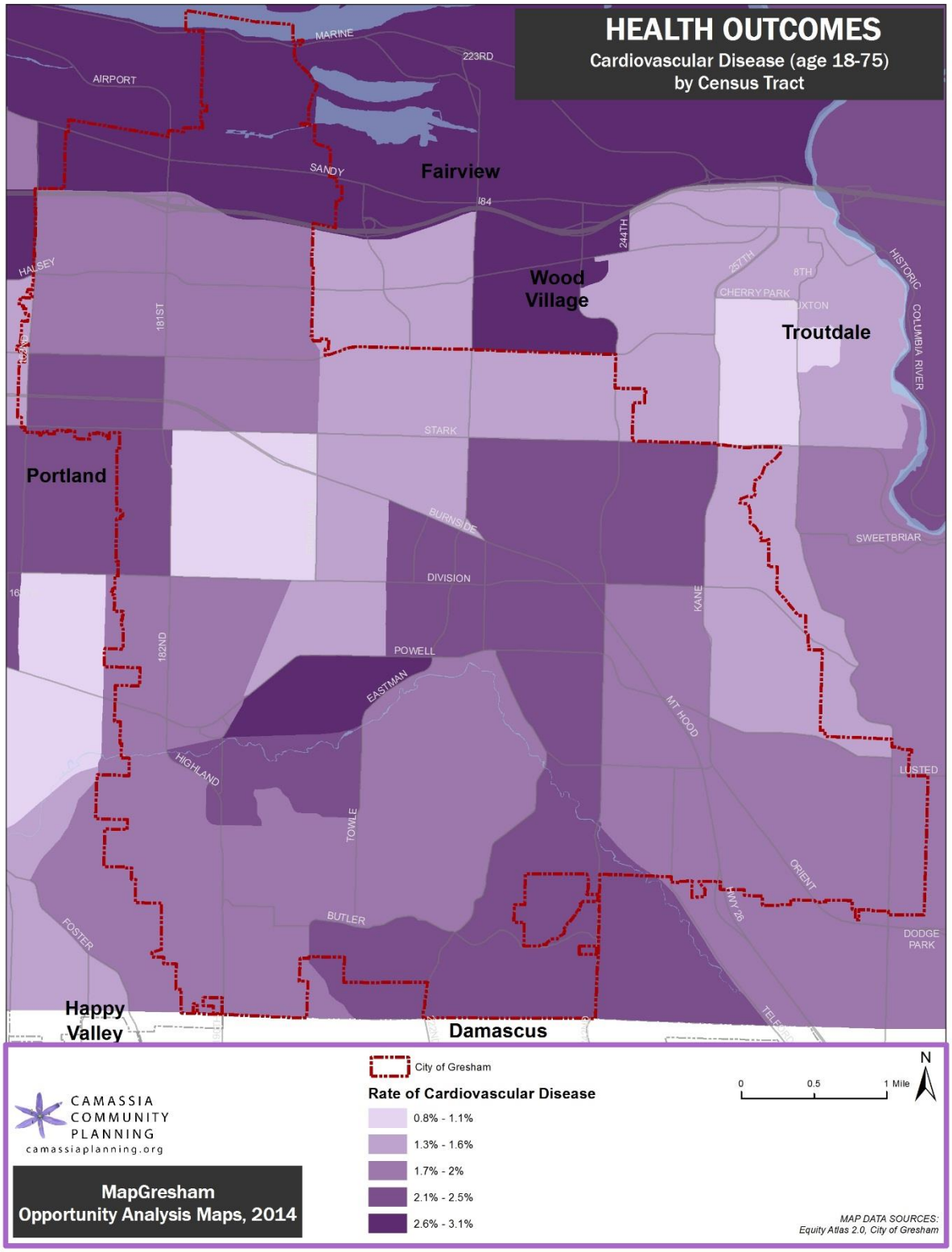
Map 17: Asthma



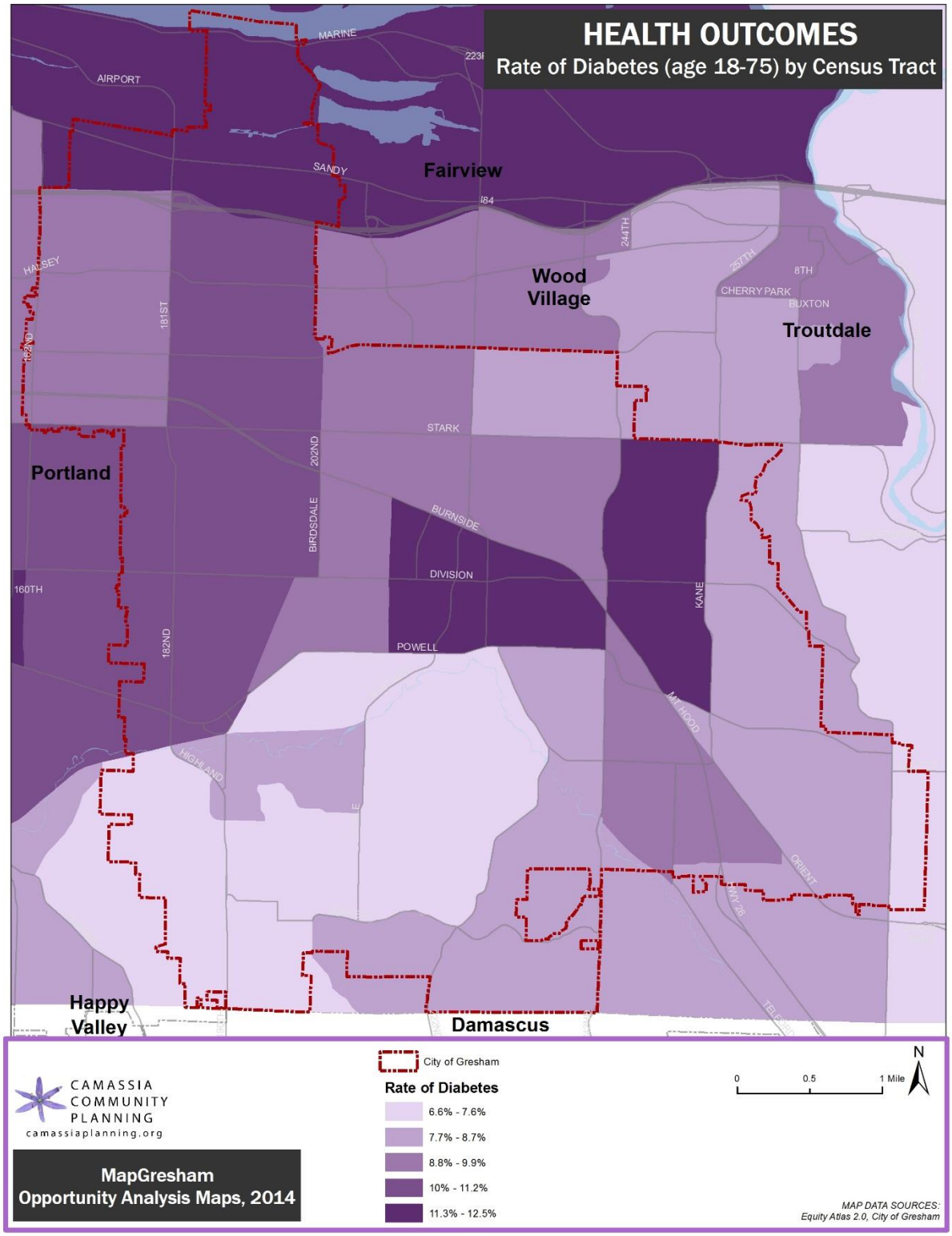
Map 18: Obesity



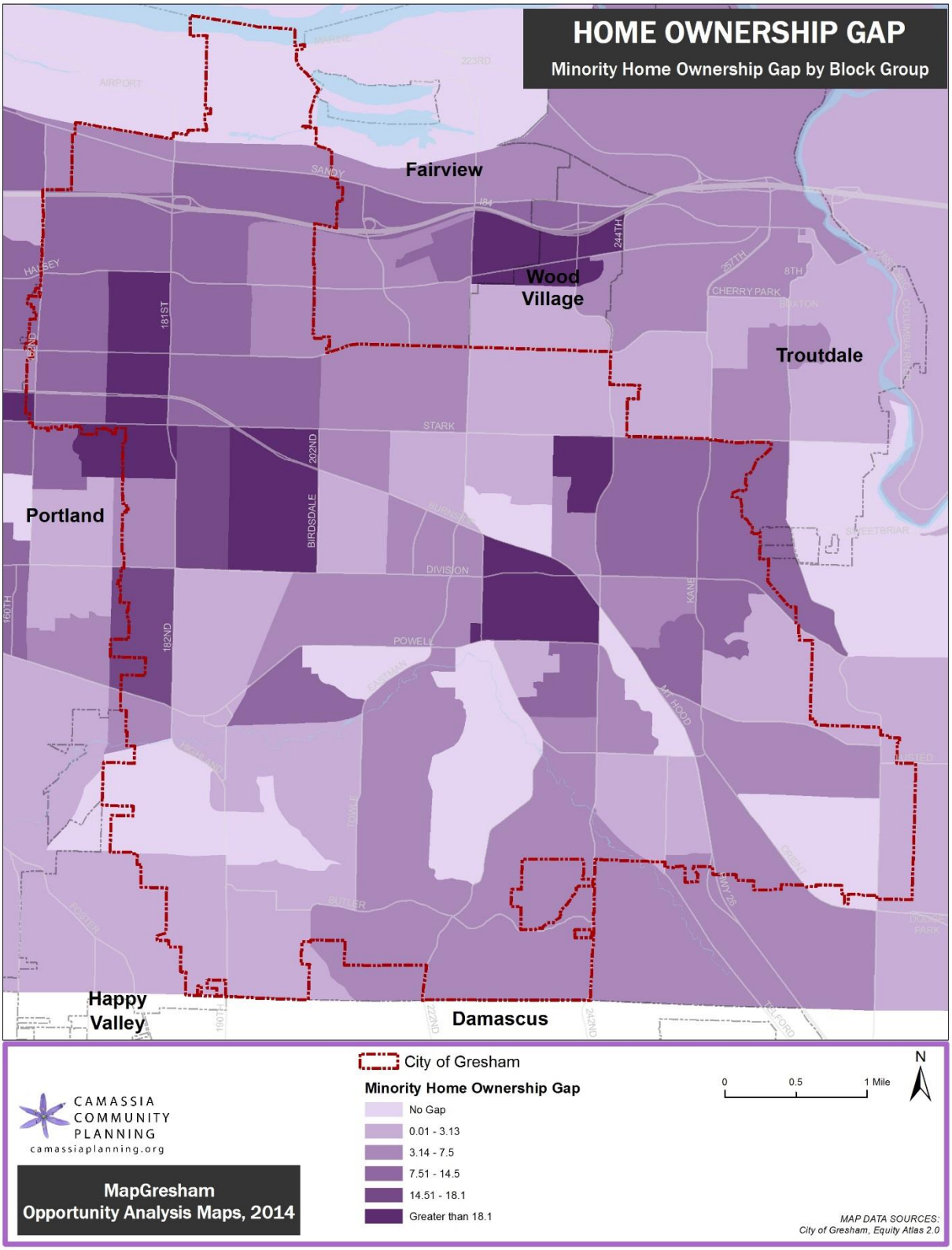
Map 19: Cardiovascular Disease



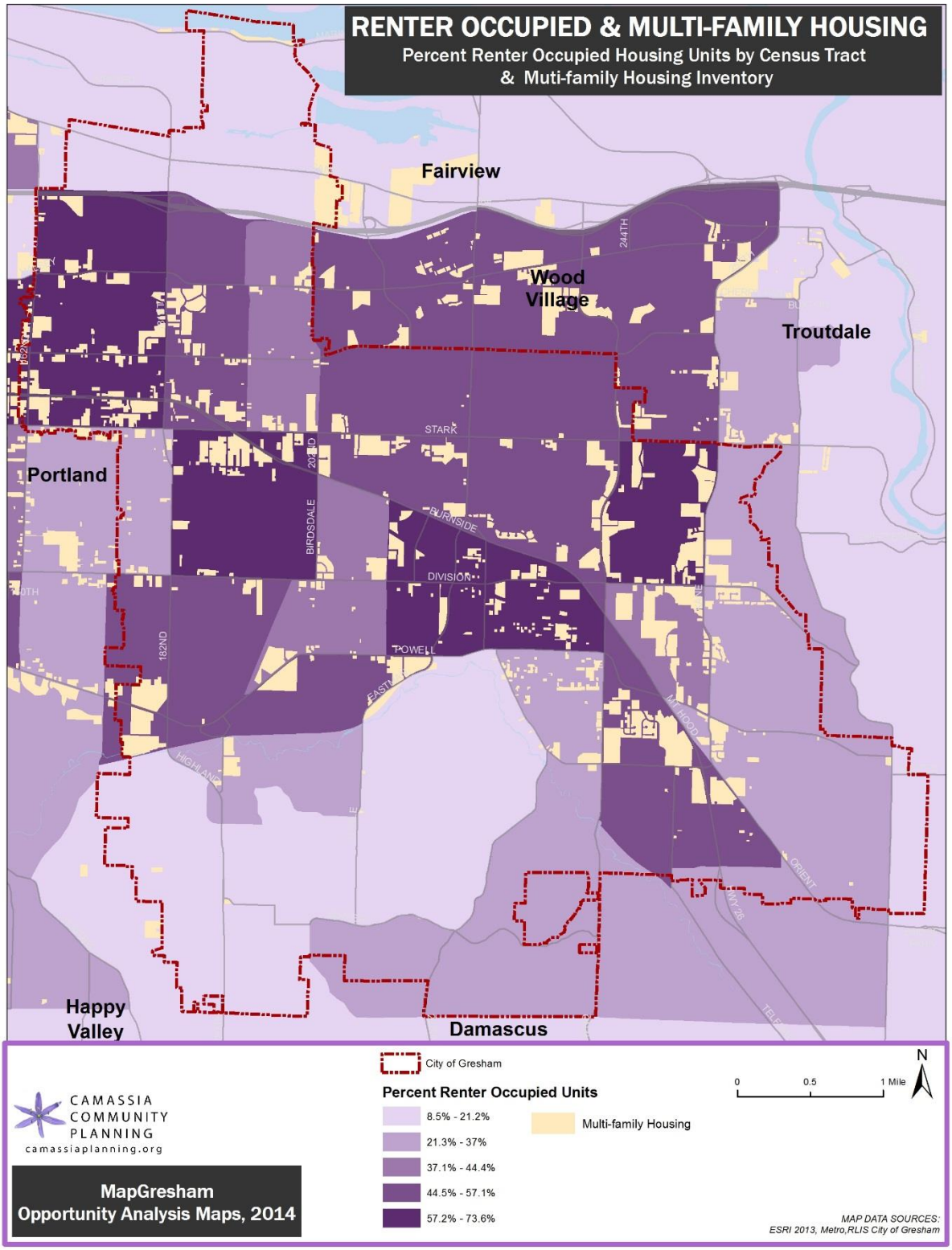
Map 20: Diabetes



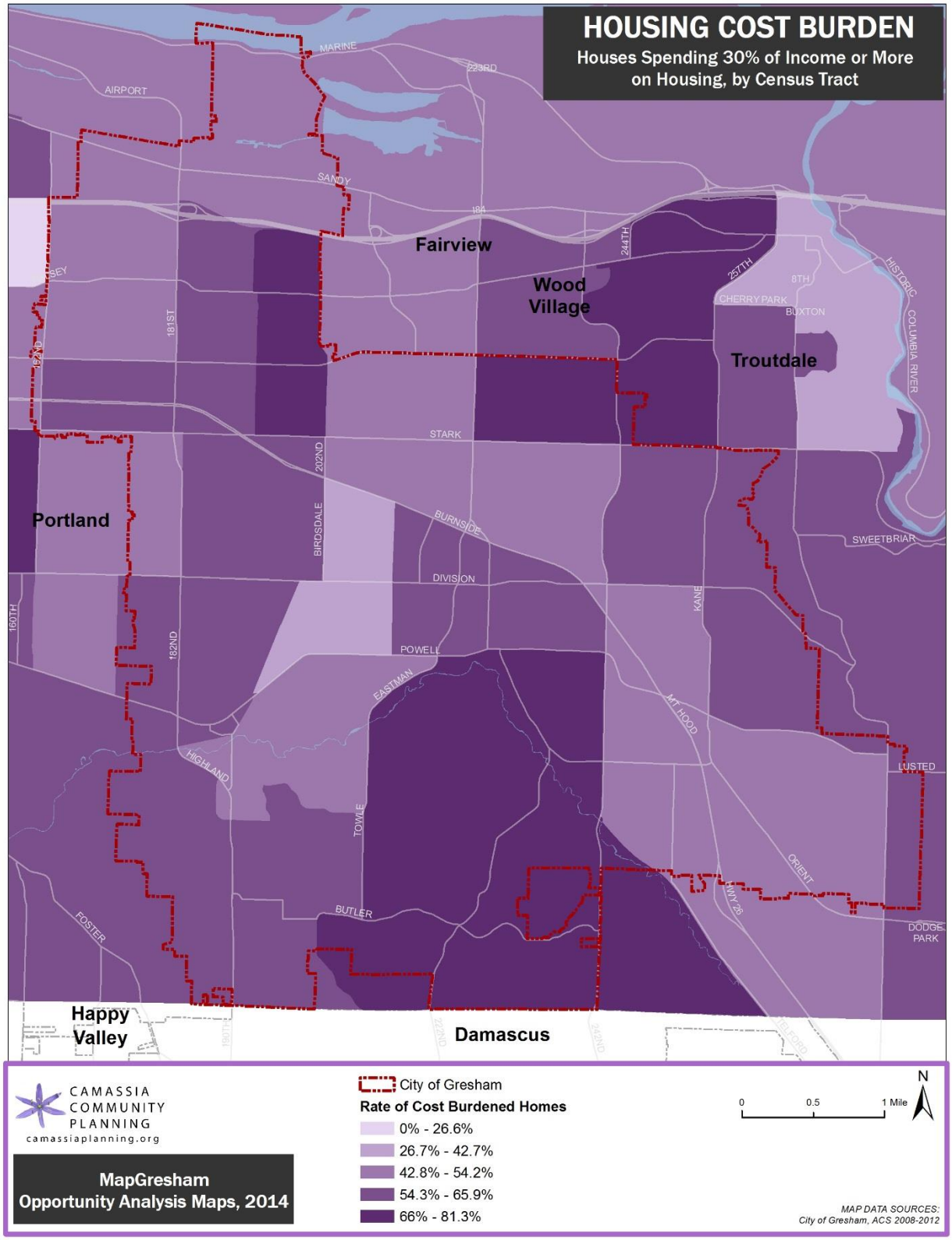
Map 21: Minority Ownership Gap



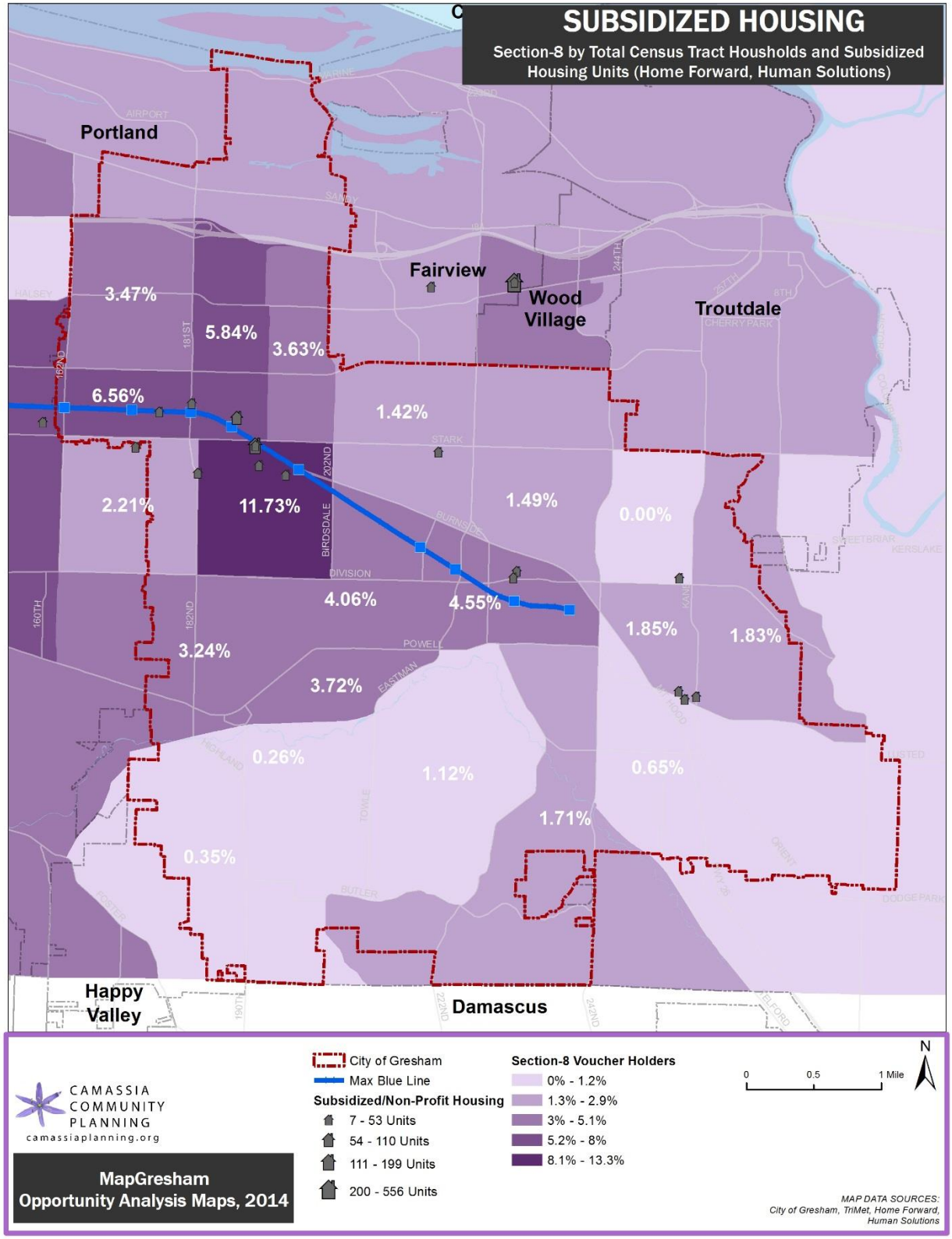
Map 22: Renter Occupied Households with Multi-family Housing



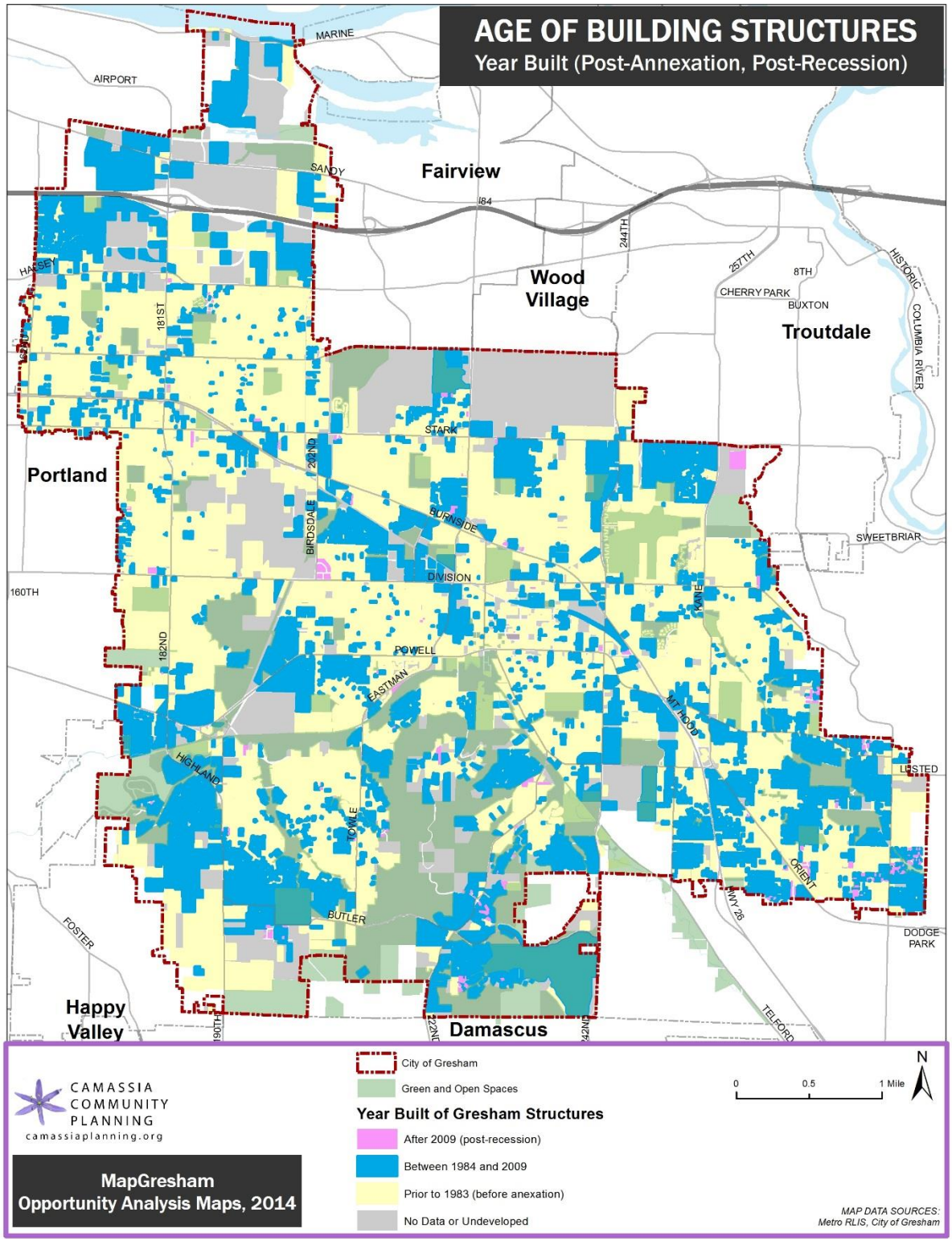
Map 23: Housing Cost Burden



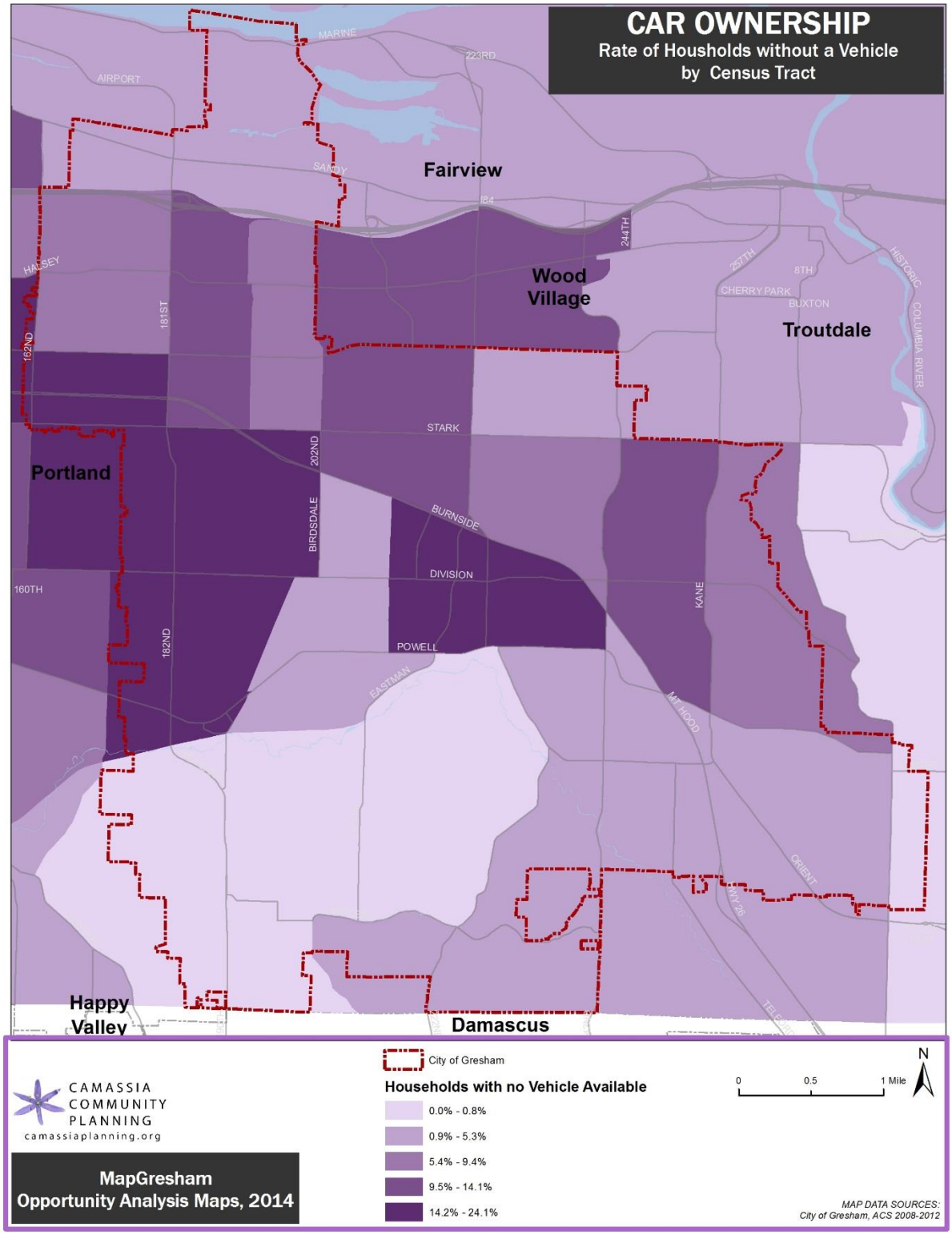
Map 24: Subsidized Housing



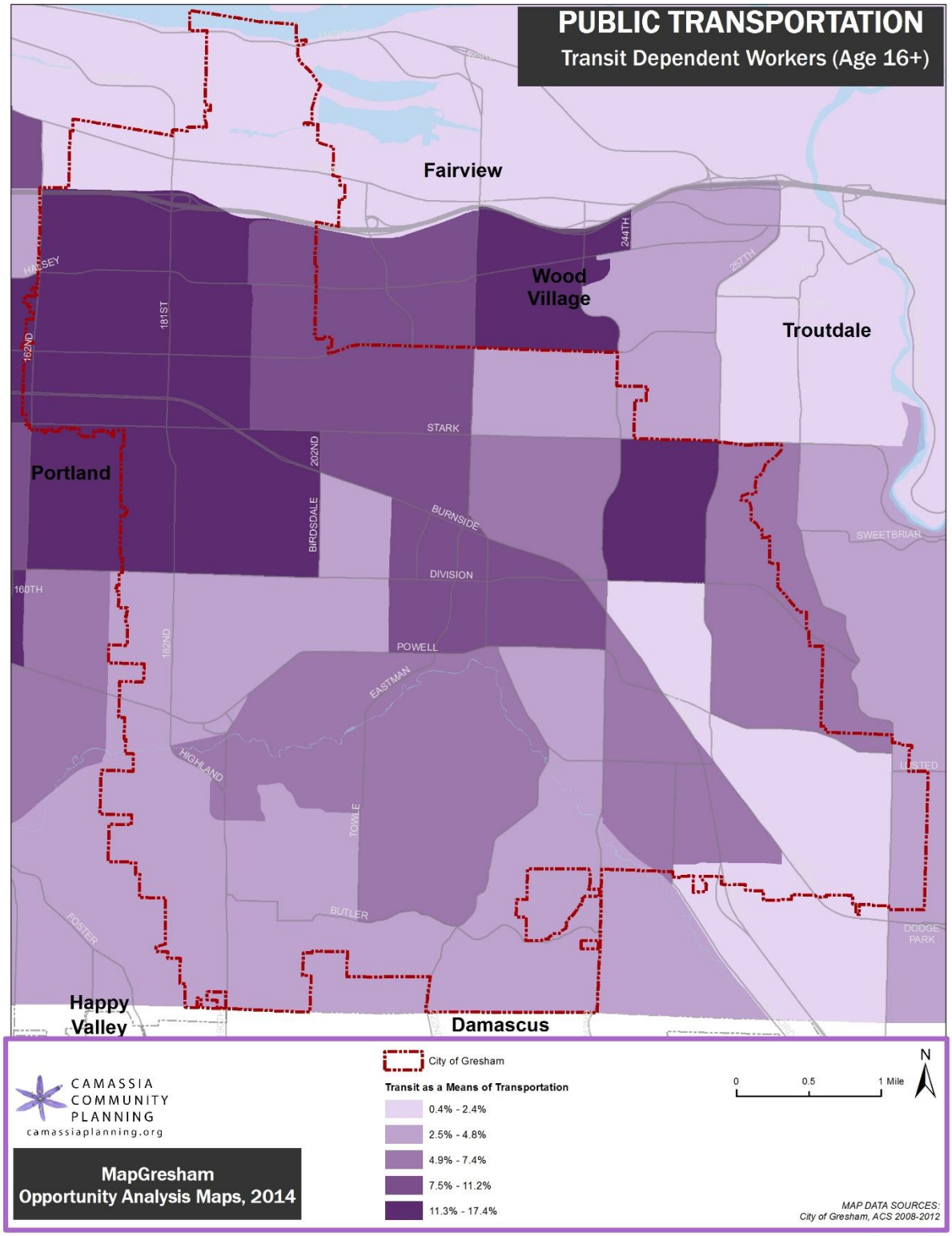
Map 25: Year Built of Gresham Structures



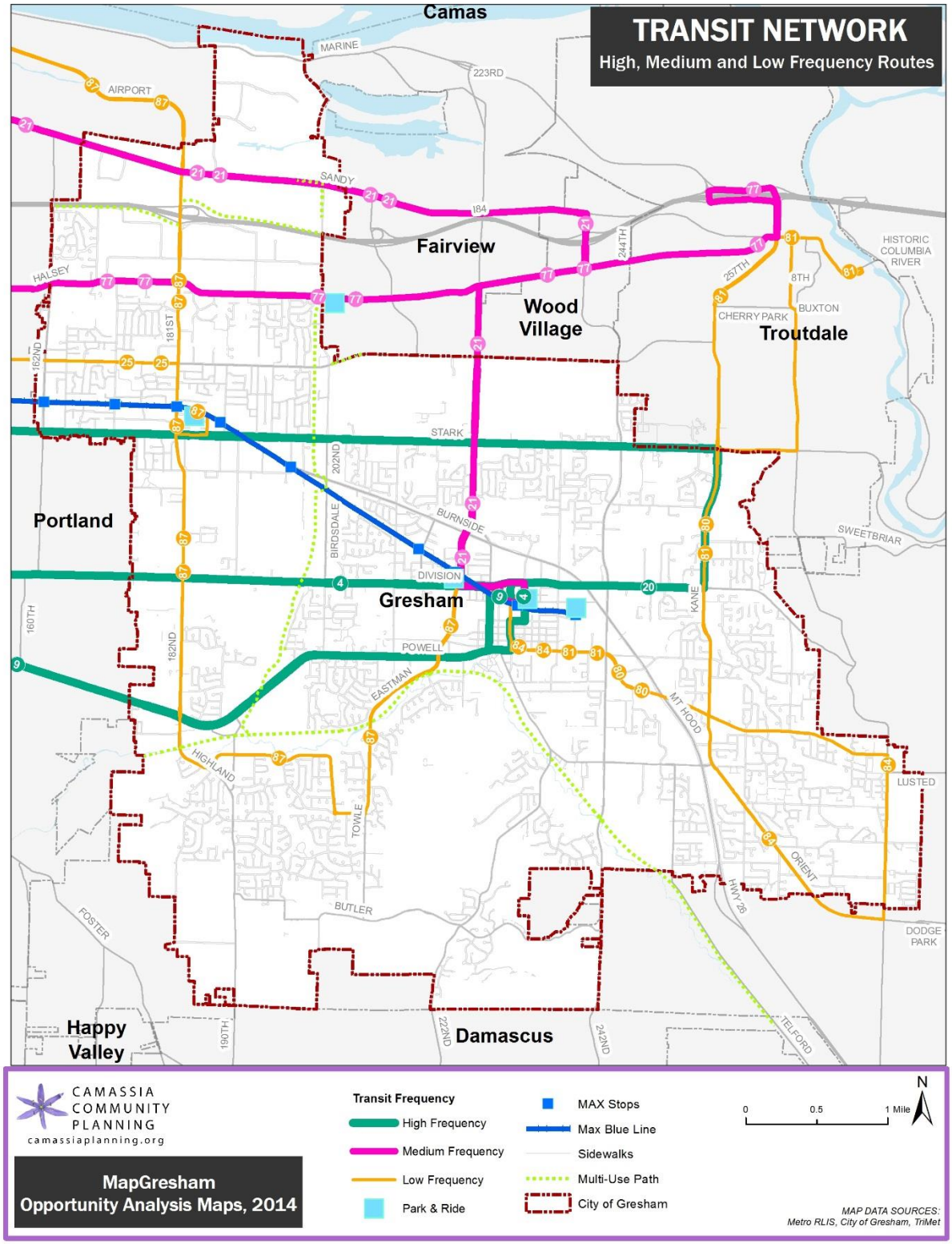
Map 26: Rate of Households without a Vehicle



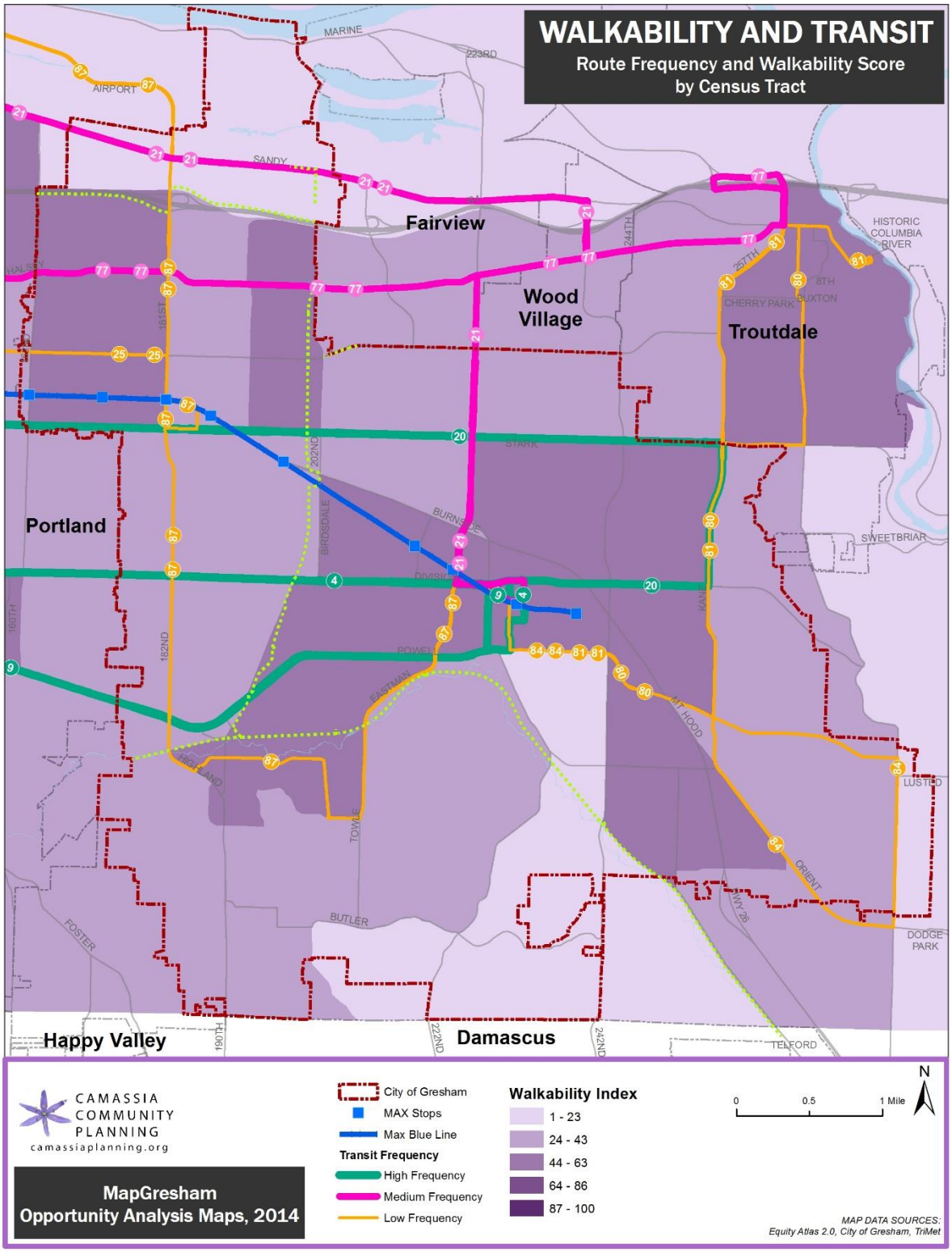
Map 27: Transit Dependent Workers



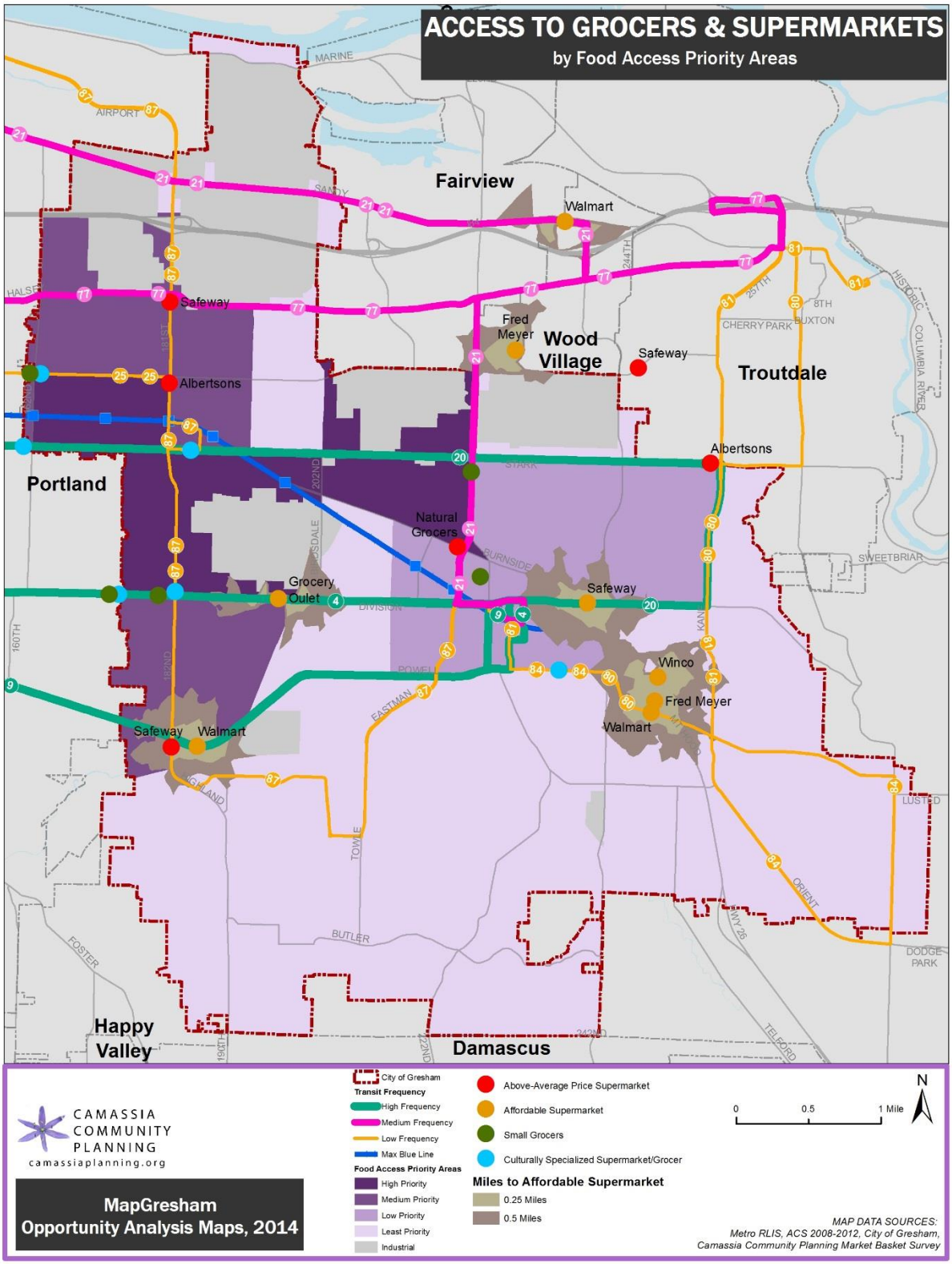
Map 28: Transit Frequency



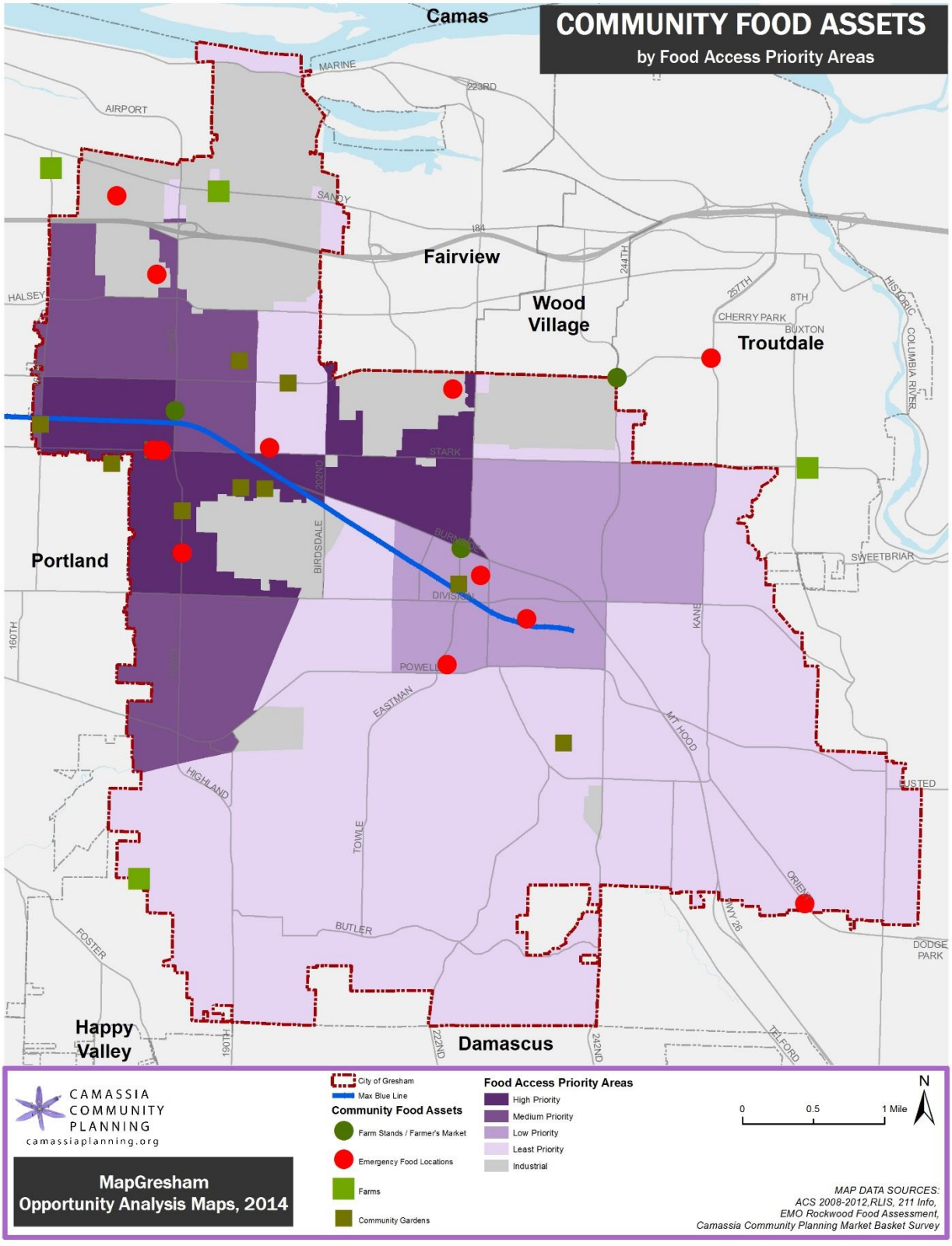
Map 29: Transit Frequency and Walkability Index



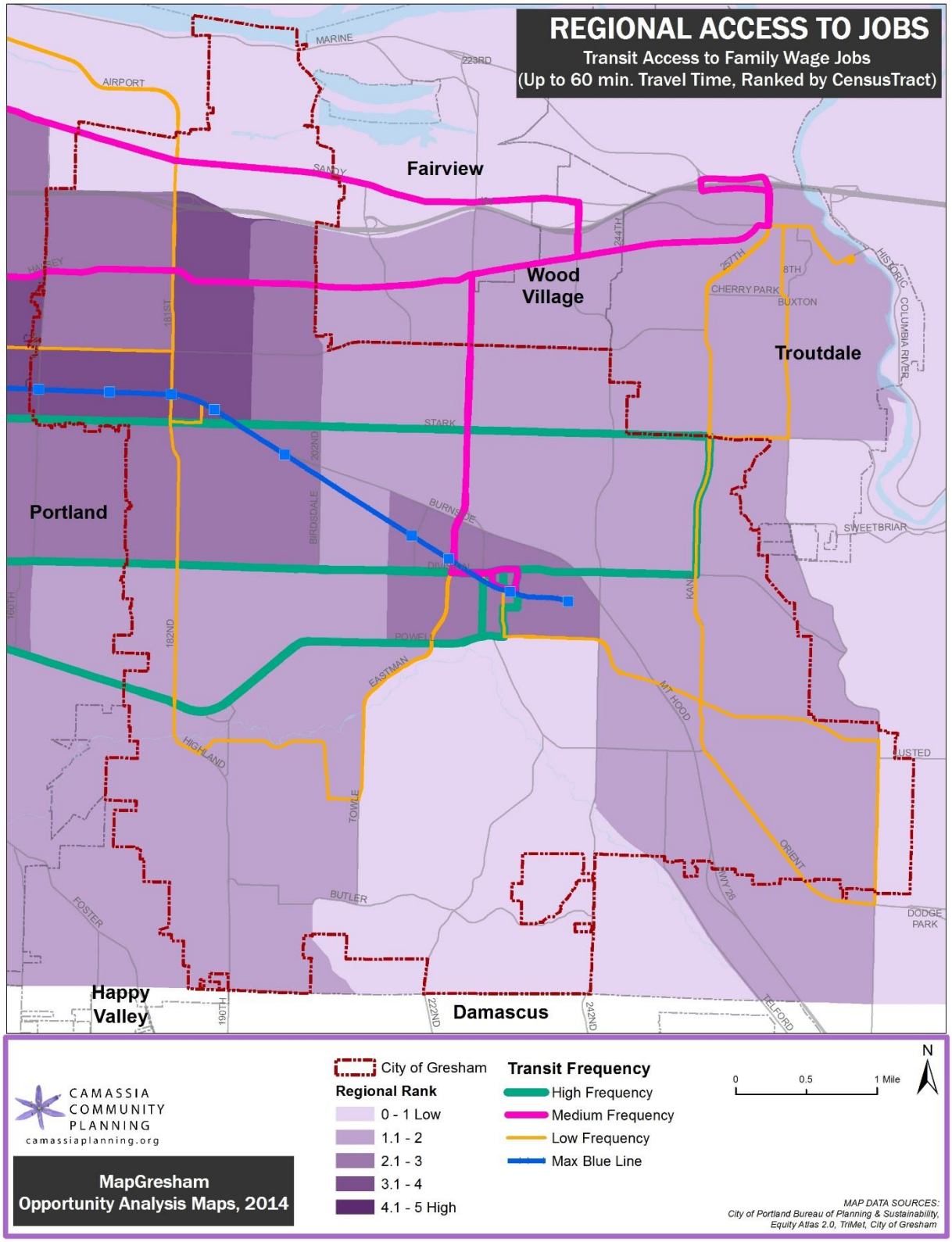
Map 30: Access to Grocery Stores



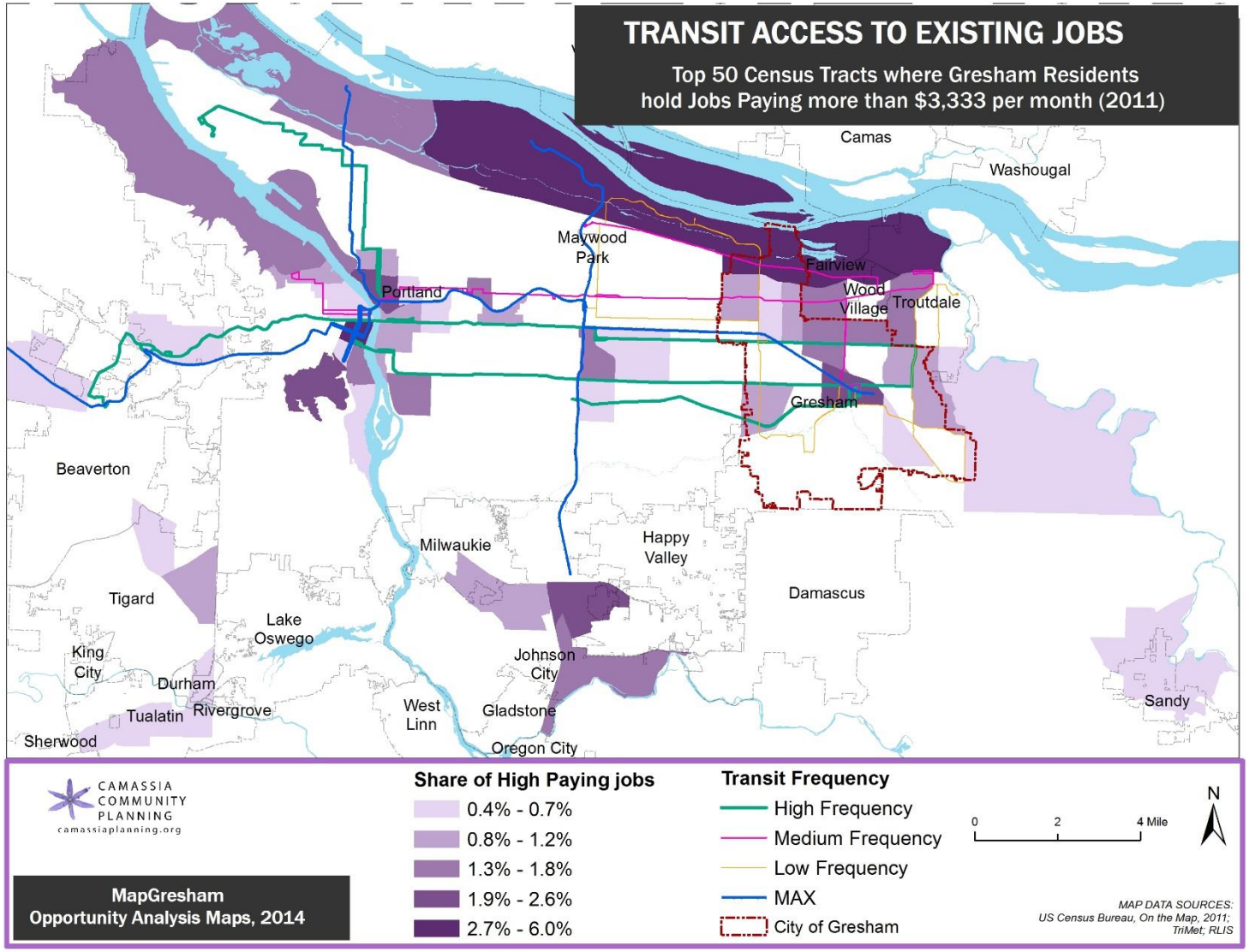
Map 31: Community Food Assets



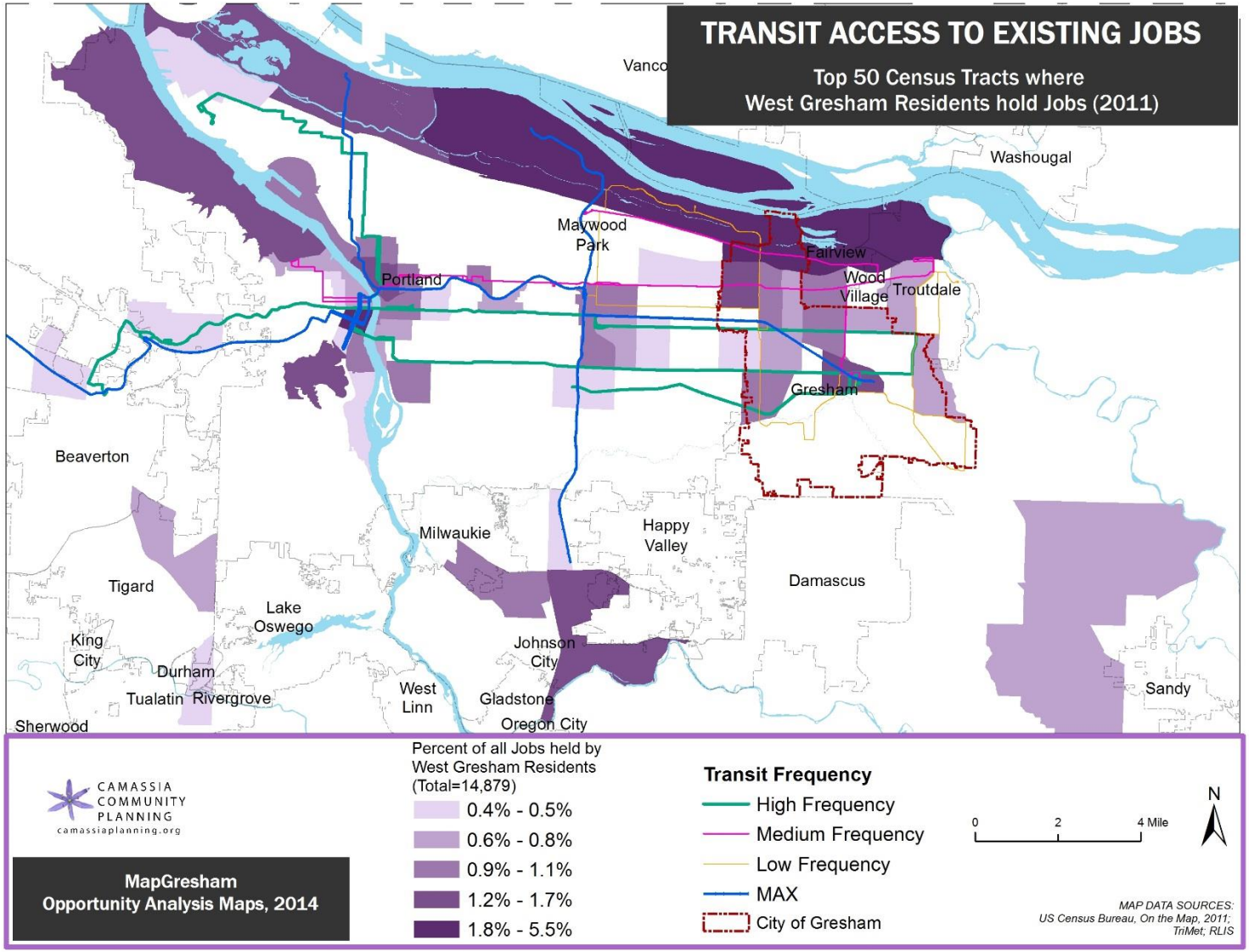
Map 32: Transit Access to Living Wage Jobs



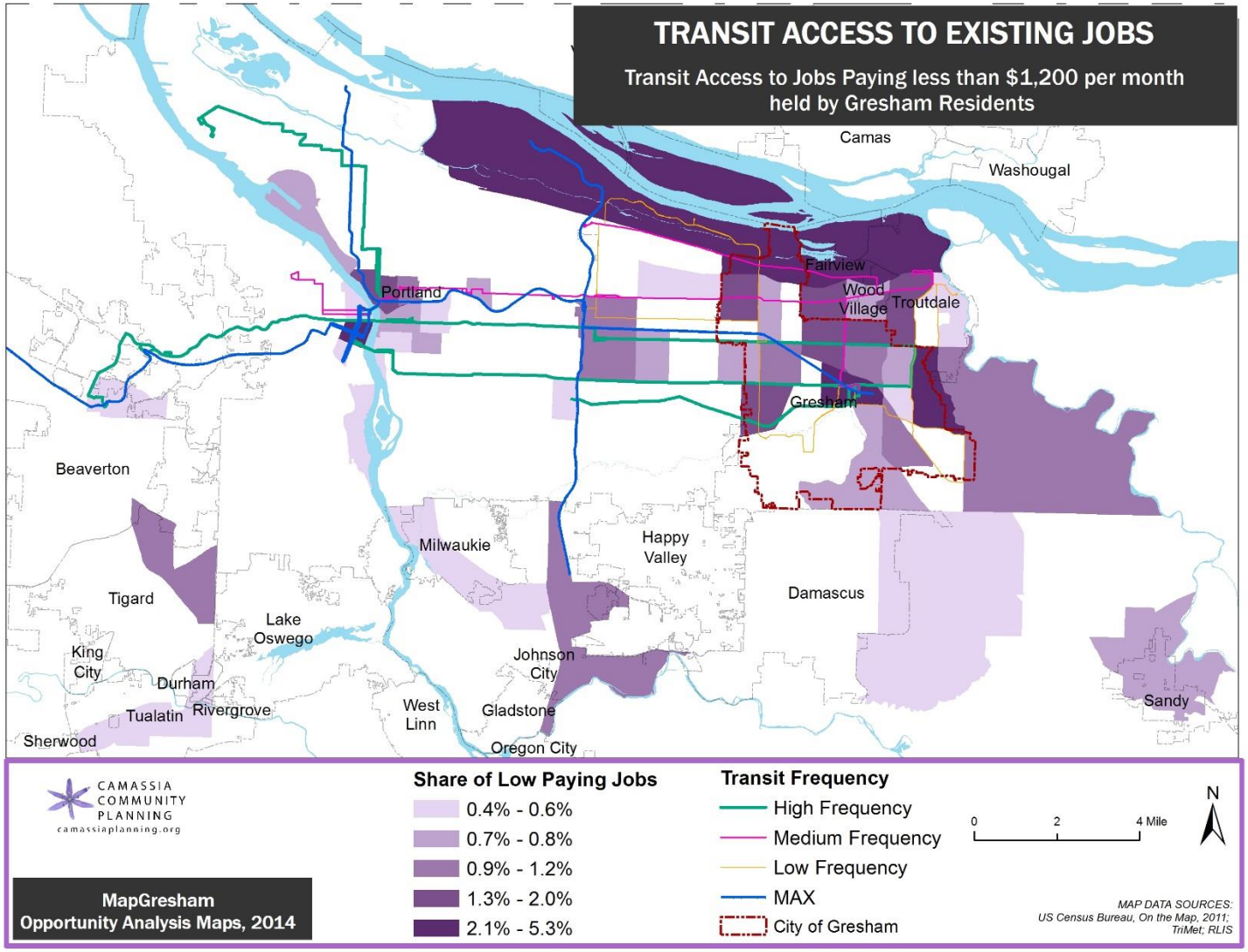
Map 33: Transit Access to Existing Jobs



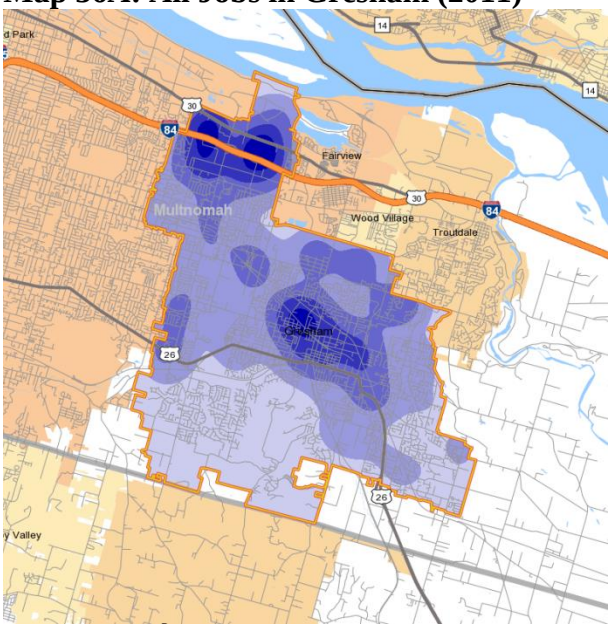
Map 34: Transit Access to Existing Jobs Jobs



Map 35: Transit Access to Jobs (West Gresham)

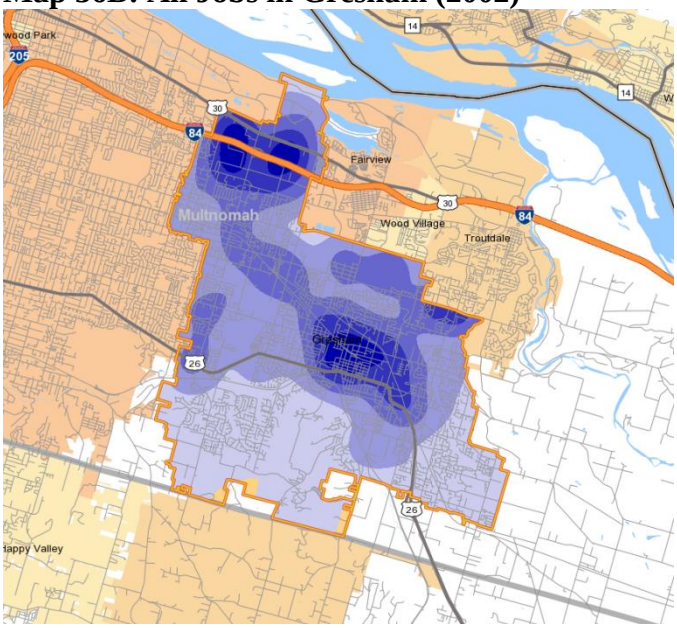


Map 36A: All Jobs in Gresham (2011)



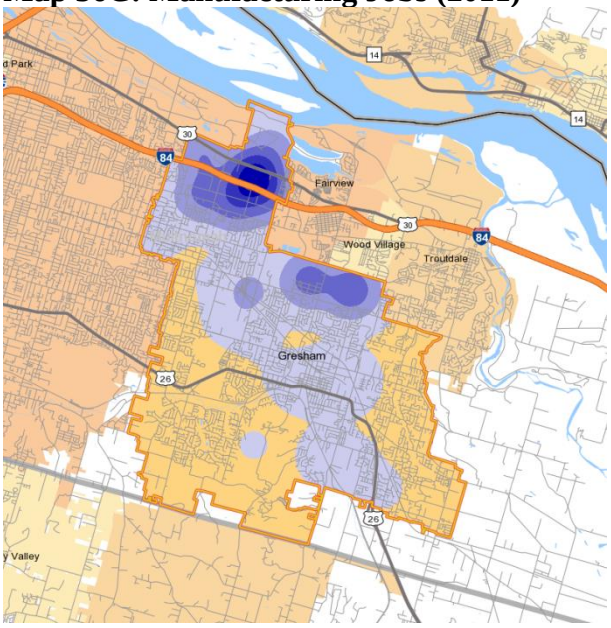
- 5 - 372 Jobs/Sq.Mile
- 373 - 1,476 Jobs/Sq.Mile
- 1,477 - 3,315 Jobs/Sq.Mile
- 3,316 - 5,891 Jobs/Sq.Mile
- 5,892 - 9,202 Jobs/Sq.Mile

Map 36B: All Jobs in Gresham (2002)



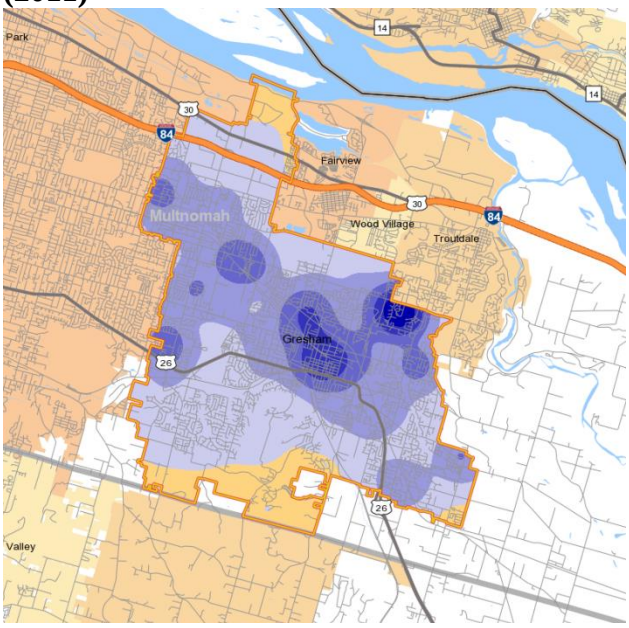
- 5 - 288 Jobs/Sq.Mile
- 289 - 1,140 Jobs/Sq.Mile
- 1,141 - 2,560 Jobs/Sq.Mile
- 2,561 - 4,548 Jobs/Sq.Mile
- 4,549 - 7,104 Jobs/Sq.Mile

Map 36C: Manufacturing Jobs (2011)



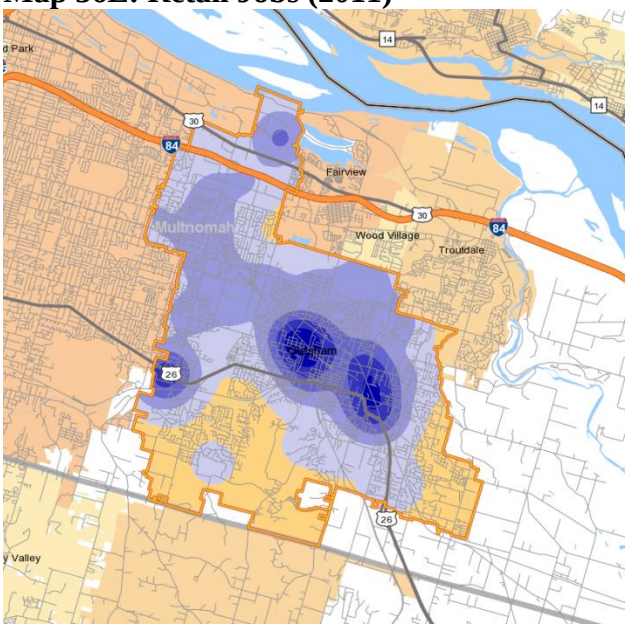
- 5 - 246 Jobs/Sq.Mile
- 247 - 969 Jobs/Sq.Mile
- 970 - 2,174 Jobs/Sq.Mile
- 2,175 - 3,862 Jobs/Sq.Mile
- 3,863 - 6,032 Jobs/Sq.Mile

Map 36D: Health Care and Social Assistance (2011)



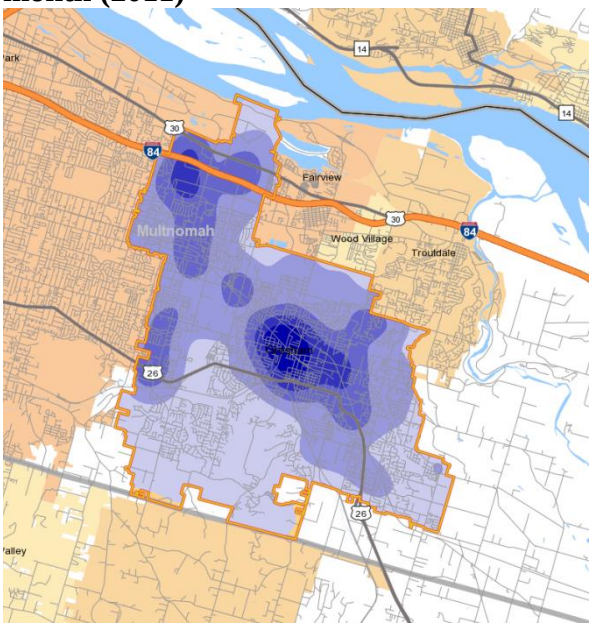
- 5 - 101 Jobs/Sq.Mile
- 102 - 389 Jobs/Sq.Mile
- 390 - 871 Jobs/Sq.Mile
- 872 - 1,544 Jobs/Sq.Mile
- 1,545 - 2,411 Jobs/Sq.Mile

Map 36E: Retail Jobs (2011)



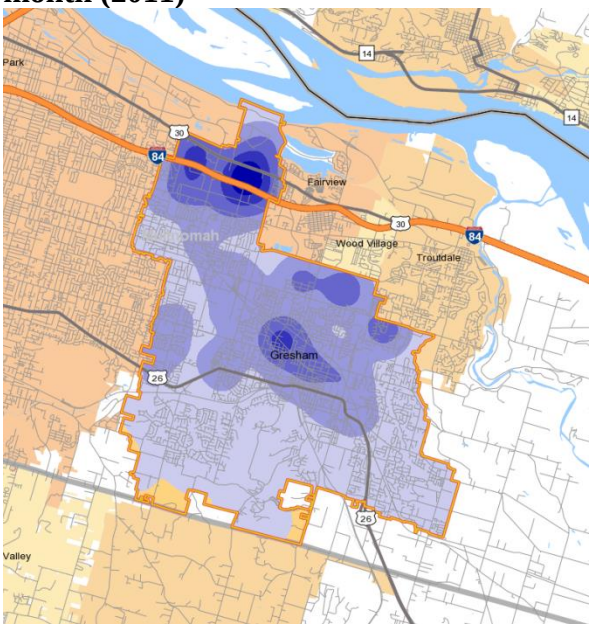
5 - 86 Jobs/Sq.Mile
87 - 330 Jobs/Sq.Mile
331 - 737 Jobs/Sq.Mile
738 - 1,306 Jobs/Sq.Mile
1,307 - 2,039 Jobs/Sq.Mile

Map 36F: Jobs earning $1250 or less per month (2011)



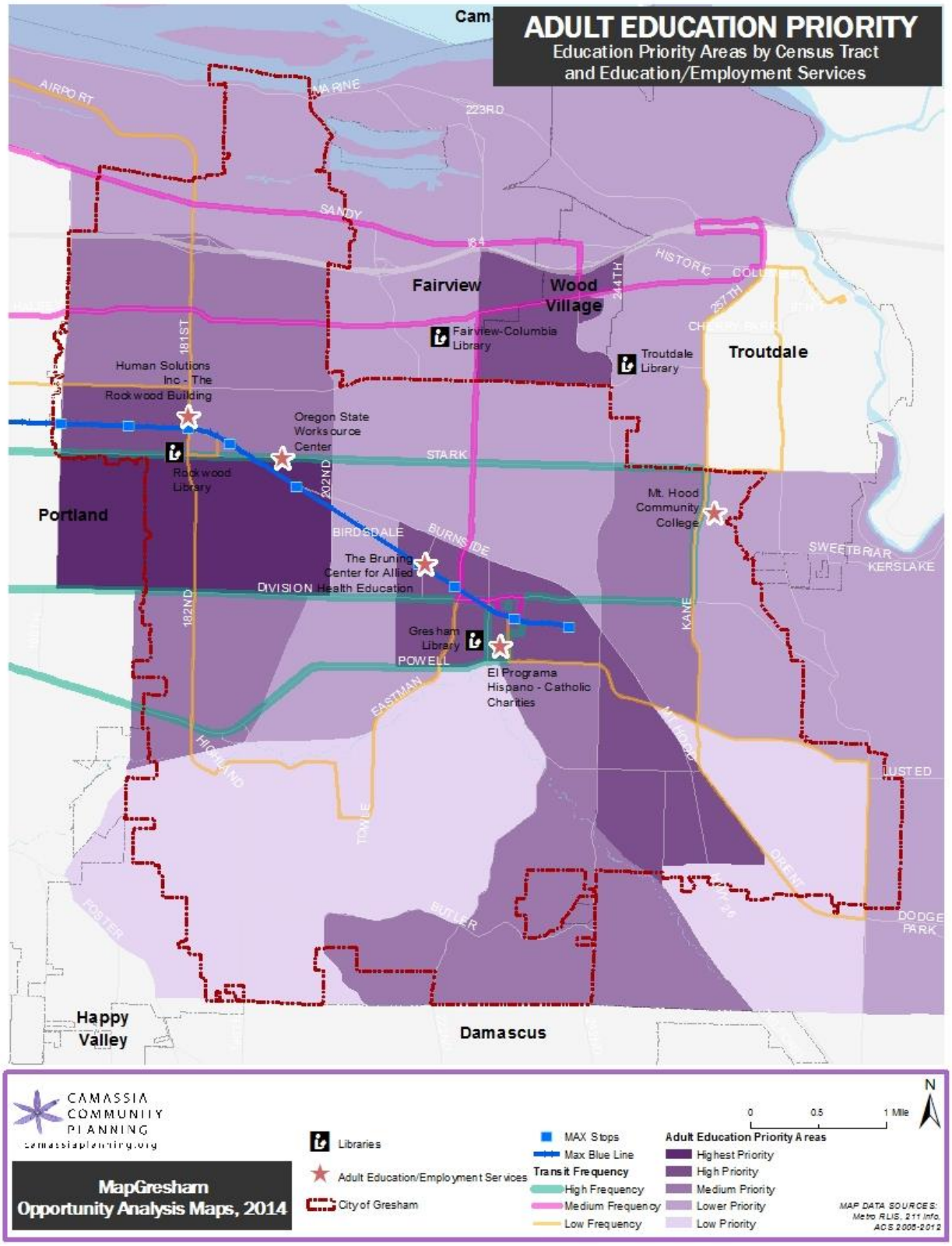
5 - 109 Jobs/Sq.Mile
110 - 422 Jobs/Sq.Mile
423 - 944 Jobs/Sq.Mile
945 - 1,675 Jobs/Sq.Mile
1,676 - 2,615 Jobs/Sq.Mile

Map 36G: Jobs earning $3,333 or more per month (2011)

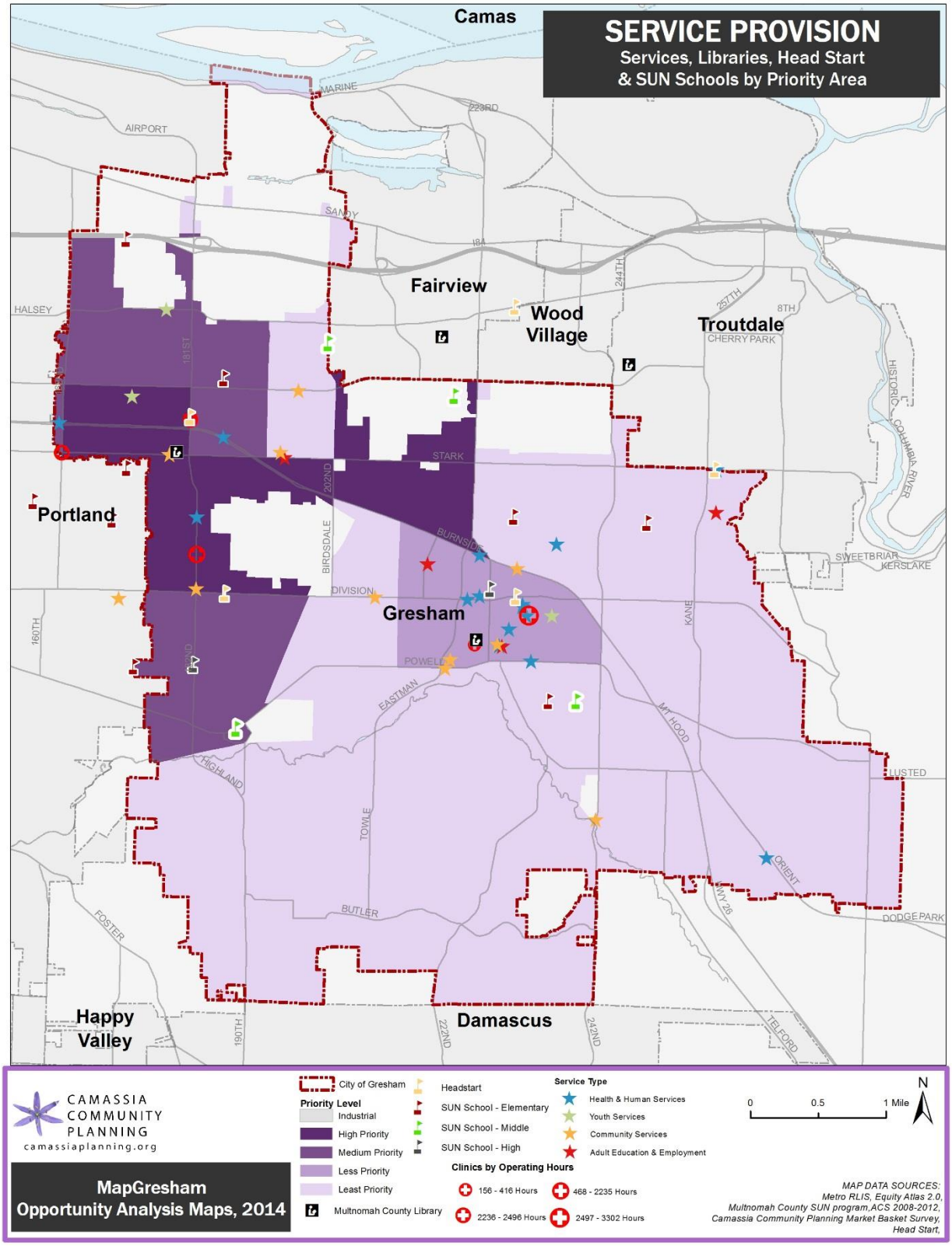


5 - 247 Jobs/Sq.Mile
248 - 976 Jobs/Sq.Mile
977 - 2,190 Jobs/Sq.Mile
2,191 - 3,891 Jobs/Sq.Mile
3,892 - 6,077 Jobs/Sq.Mile

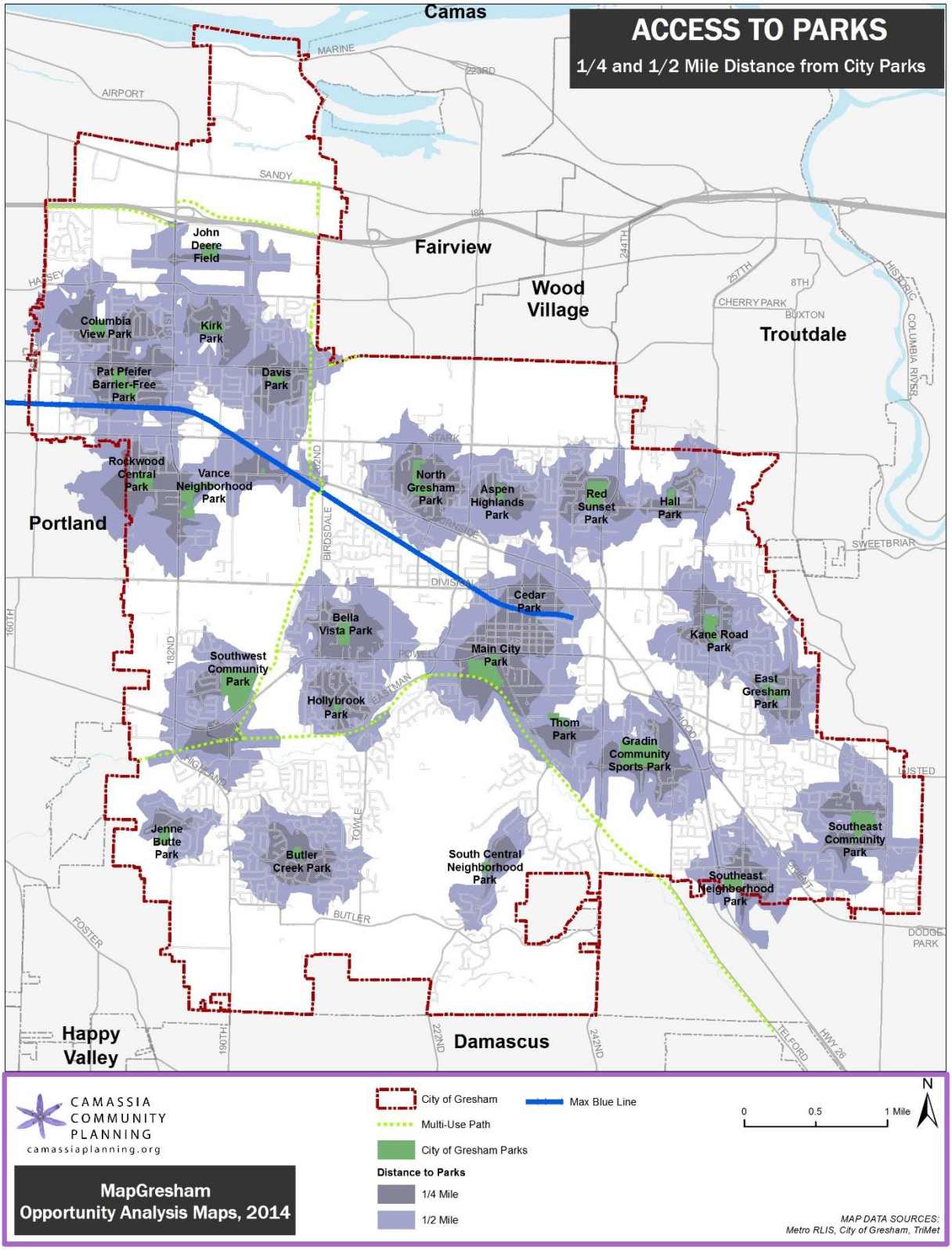
Map 37: Adult Education Priority



Map 38: Service Provision



Map 39: Distance to Parks



Map 40: Access to Parks for Transit Dependent Residents