

# *Regulatory Analysis*



# Holyoke Food & Fitness

Prepared by the Pioneer Valley Planning Commission

In collaboration with the Open Space & Infrastructure Sub-Committee of the Agency Alliance of the Holyoke Food & Fitness Collaborative

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Report prepared by the Pioneer Valley Planning Commission [www.pvpc.org](http://www.pvpc.org)

In collaboration with the Holyoke Food and Fitness Policy Council

With funding provided by the W.K. Kellogg Food & Fitness Initiative

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Departments of Planning and Economic Development, Public Works, Parks and Recreation and the Conservation Commission

## Holyoke Food and Fitness Policy Council – Regulatory Analysis – Executive Summary

The City of Holyoke is well positioned to meet the food and fitness needs of its inhabitants. This analysis identified 14 regulations in place enhancing residents' ability to be physically active in their daily lives and only four policies that create barriers to physical activity.

Recommended ways to maximize existing regulations that promote physical activity are:

- Expand the SC zone to include the adjacent Holyoke Mall; or better yet, add the phrase “encourage pedestrian and bicycle commute modes by providing on-site bicycle parking, storage, locker room facilities, bike and walking paths, and similar features” to all zones.
- Enact an “Interim Land Use Policy” to allow public use of land for community purposes such as recreational space or temporary public art.
- Educate the public, during subdivision approval, regarding the many advantages of sidewalks to overcome resistance by residents to including sidewalks in new subdivisions.
- Consider making flexible development “by right” so developers use it more thereby creating additional open space for Holyoke residents.
- Consider expanding the zones allowed to include SC, RO, BL, BG, and BH to promote mixed use.
- The city should investigate ways to encourage more BL districts to allow for more retail and services within walking distance of residential neighborhoods and areas.

Recommended ways to improve existing regulations that inhibit physical activity are:

- Allow establishment of indoor commercial recreation facilities by right in the other mixed zones including the Arts & Industry (underlying zone is IG) and 40R zones (underlying zones are BC, DR, BG) and by Special Permit in the remaining commercial zones.
- 1) Develop, upgrade and maintain public indoor recreation facilities such that commercial facilities are not needed. Also encourage NGOs, like the YMCA to do the same. This will help counter the cost factor as these facilities tend to be low cost; 2) Refer to data collected for and conclusions developed in Holyoke’s Open Space and Recreation Plan to determine the types of facilities and activities desired by residents; 3) reduce parking requirements while expanding access for pedestrians, bicyclists and transit users; 4) assure transparent development process that allows neighbors to comment and express concerns.
- Allow establishment of PUDs in RM40 and RM60 zones (need to determine if there is developable land in these districts).
- Allow mixed complementary uses in the IP zone, such as small retail and restaurants.

We identify eight regulations promoting access to healthy food and five that inhibit access to healthy food.

Recommended ways to maximize existing regulations that promote access to healthy food are:

- Amend zoning ordinance to clarify that community gardens are allowed on smaller lots. Establish basic standards for gardens to minimize potential conflict with neighbors.
- Consider requiring a certain amount of community garden space per resident (example: in the Madison WI Comprehensive Plan, they require a community garden for every 2500 people).
- Only farmers in RA zone with less than five acres are able to have a nonexempt farm stand. Amend existing regulation to enable farmers/gardeners to have a farm stand at which they sell not only their own produce but also fresh produce from other farmers/gardeners. Such a change would require some definition of who is eligible to sell.
- Work with area supermarket chains to create incentives for establishing supermarkets in Holyoke and to include food products, especially fresh fruit and vegetables, which are part of the ethnic cuisine of the City's large immigrant population.
- Also consider working with existing convenience style neighborhood stores, 'bodegas' to supply them with fresh fruit and vegetables so they have such food to sell. Consider integrating into an expanded Farm to City program.
- Broaden the restriction on formula restaurants in other zones with a Restaurant Restrictions Ordinance limiting formula restaurants. Where fast food establishments are allowed, limit to a specified number. This would prevent the expansion of formula restaurants in Holyoke (there are currently four in the city).

- Rezone current areas that contain shopping centers to SC to allow the possibility of mixed use. Promote this zone as an option for retail.
- Amend existing zoning to formally allow the redevelopment of downtown buildings without having to meet the current suburban parking requirements by right, but with some sort of formula that ensures provision of some parking perhaps combined with establishing a parking fund in which developers would deposit a set amount per parking space and when funds suffice, the city would build or expand parking decks/garages.

Recommended ways to improve existing regulations that inhibit access to healthy food are:

- Allow farm stands and farmers markets either as a use by-right or by Special Permit in all zones pending results of a detailed analysis of the city zoning map to determine geographic dispersion of residents. **Challenges:** 1) Farm stands tend to be seasonal/temporary structures that may not be visually attractive especially as they are unoccupied most of the time; 2) Site maintenance/cleanup could become an issue. **Potential Solution to Challenges:** 1) Set aesthetic standards for farm stands, especially if they are built to be permanent structures. If they are meant to be seasonal structures require that they be disassembled by managing farmer/entrepreneur when the season is complete; 2) Set site management standards, especially addressing site cleanup. 3) Establish a program to aid farm stand operators to inform city residents of their existence. The City and the Not-for-profit groups that facilitate urban agriculture in Holyoke, such as Nuestras Raices, could develop a public information and education campaign, including maps of farm stands to distribute to the public via the City's website and other broadly available outlets. The town of Hatfield, MA produced

- Allow farm stands as an accessory use on any lot on which a community garden or urban farm is established (in conjunction with recommendation above); 2) Allow the sale of the type of products named in the ordinance not produced at the site but which are produced by other local farmers or micro-food processors. **Challenges:** 1) A zoning change to allow farms on lots smaller than five acres would need to be crafted such that the farm does not become a nuisance to the surrounding neighborhood; 2) The City or other body would have to enforce the regulation that products being sold are from local farmers or micro-food processors. **Potential Solution to Challenges:** 1) In proposed changes, include limitations on the types of farms eligible to non-animal husbandry uses and institute other controls such as maximum sound limits; 2) If products are to be sold that are not produced on the site, the site owner must submit proof that the other products being sold are produced by another local farmer or micro-food processor.
- Allow supermarkets as a use by Special Permit in all of the primarily residential zones. Include specific standards/definition for a supermarket to make sure the stores fit in with the neighborhood. **Challenges:** 1) Parking: Supermarkets require significant parking and this could be difficult in traditional neighborhoods; 2) Aesthetics: Conventional supermarket design would not fit into neighborhoods, thus requiring innovation on the part of developers, stores and the Planning Board. **Potential Solution to Challenges:** 1) One obstacle to siting supermarkets in urban areas is the difficulty of providing adequate parking. Where supermarkets have been successful in densely populated urban areas, the municipalities have tended to be flexible in their parking requirements. Solutions

have included allowing shared parking with other nearby uses, parking on the roof of the structure, and limited-time free parking in adjacent nearby parking lots or structures. This language in the Holyoke zoning ordinance allows for the flexibility needed to aid in the siting and permitting of supermarkets in the City; 2) Set design and intensity standards for supermarkets in residential neighborhoods; 3) Coordinate development of supermarkets with location of public transit lines.

- Allow establishment of PUDs in RM40 and RM60 zones. **Challenges:** 1) Establishing PUDs may not be possible in some areas due to a lack of open space; 2) PUDs have not been proposed by developers; 3) The city is built out, therefore there is very limited space available for this type of development. **Potential Solution(s) to Challenges:** 1) If a PUD is presented for approval in one of these zones, the City could consider a zone change to allow PUDs; 2) Develop materials for, and/or conduct informational meetings with, developers regarding PUDs in order to encourage the proposal of PUDs; 3) Allow uses related to physical activity (Health spa, Recreation-related businesses) not normally allowed in PUDs because these may take up less space than the existing open space requirements in PUDs. This change could also be used to help fulfill the recreational facilities requirement in developments proposed under current R40, RM40 & R60 zoning regulations, if site conditions warrant; 4) Conduct an analysis to determine where in the R40 and R60 zones it is possible to site PUDs and work with developers to create PUDs in those areas.
- Allow supermarkets to be established in existing or new structures on two stories by Special Permit in the DR zone and all other zones where they are currently permitted. **Challenges:** Even if supermarkets are allowed to occupy upper floors, parking would still be a challenge. **Potential Solution to Challenges:** Where supermarkets have been successful in densely populated urban areas, the

The authors hope this report will be added to over time to create a more complete picture.

We hope this report will spur both the City staff and their allies in the not-for-profit advocacy sector along with the business community, to act on the recommendations in this report to make Holyoke a healthier place to live, work and play.

## Introduction

The prevalence of poor diet and physical inactivity has created a national health crisis. Too many people in our communities suffer the effects of obesity and type 2 diabetes, among other related conditions, especially in low-income neighborhoods. Poor nutrition and physical inactivity may soon overtake tobacco as the leading cause of death in the United States. A variety of social and environmental factors impact health and quality of life. In many neighborhoods, gas stations and bodegas are the only convenient and affordable source of food, and streets are often unsafe for pedestrians or bicyclists. These same communities often lack parks, trails and nearby open space for families to be active. The places where we live, work and play no longer support healthy behaviors and vibrant, connected communities. Our health is a product of the systems that surround us. And, in this context, obesity, diabetes and other related problems are a symptom of the systems that are broken.

The W.K. Kellogg Food & Fitness Initiative is working to create vibrant communities that support access to locally grown, healthy, affordable food, and safe and convenient places for physical activity and play—for everyone. Holyoke, Massachusetts is one of nine communities across the United States that is facilitating collaboration across multiple sectors and communities—from transportation to public health, from agriculture to education, from youth to the faith community. We believe that by working together we can advance integrated, sustainable and practical solutions that will serve as models for positive change for all communities.

Understanding how the city of Holyoke's regulatory/policy environment affects residents' lives with respect to their health and fitness is the focus of this analysis. We analyze the City's regulatory environment: zoning ordinances and subdivision regulations, to identify the regulations and policies that support or inhibit Holyoke residents' ability to be physically active in their daily lives in addition to their ability to access to healthy food. The analysis includes suggestions to maximize the benefits of existing regulations and potential changes to the zoning code to increase residents' access to physical activity and healthy food.

In Massachusetts the Massachusetts Municipal Association and the Massachusetts Association of Health Boards has produced a Board of Health Resolution to help communities plan for a healthier future through the built environment and community design. A copy of the resolution is included in the Appendix. The resolution recommends 23 actions communities can take to make their communities healthier. The city of Holyoke could benefit from adopting this resolution, but it should be noted that the city already has many regulations in place that do address the 23 recommendations.

The city of Holyoke, like many historic industrial cities in the United States, faces many challenges, including limited financial resources and increasing demands to care for a population threatened by the rising costs of electricity and food. The financial and technical assistance offered by the W.K. Kellogg Food & Fitness Initiative, combined with other sources the City is pursuing or has already secured, presents a great opportunity

for the City to address some of the regulatory constraints and opportunities identified in this report.

as resources for the Holyoke Food and Fitness Policy Council and the City of Holyoke.

Following our regulatory analysis, we identify best practices and successful programs from around the United States to serve

This work is funded by the W.K. Kellogg Foundation and is part of the Holyoke Food and Fitness Policy project.

In an attempt to make it easier for readers to access the information presented in this report we have created a code system for reference purposes only. Three categories have been created that are symbolized by a letter. The first letter determines if the analysis refers to a **Regulation** or a **Program (R or P)**. The second letter describes if the regulation or program **Promotes** or **Inhibits (P or I)** healthy behavior, and the third letter determines if the regulation/program involves Healthy **Food** access or Physical **Activity** opportunity (**F or A**).

**Policy/Program Analysis Code Index:**

<u>1<sup>st</sup></u> Letter	R= Regulatory	P=Programs/Projects
<u>2<sup>nd</sup></u> Letter	P=Promote	I=Inhibit
<u>3<sup>rd</sup></u> Letter	F= Food	A= Physical Activity
<b>Example:</b>	RPA = existing <b><u>R</u>egulation</b> that <b><u>P</u>romotes</b> opportunity for physical <b><u>A</u>ctivity</b>	

# 1. Existing Regulations that Promote Physical Activity

The City of Holyoke has many regulations in place that promote physical activity. These range from by-right outdoor commercial recreation to requiring on-site bicycle parking at shopping centers.

Regulation	Analysis	Comments
RPA 1: Outdoor commercial recreation is allowed by-right in agriculture and single-family residence (RA) zones.	Any additional recreational facility would increase the opportunity for physical activity for Holyoke residents.	Siting of outdoor commercial recreation needs to be done carefully because of parking and traffic concerns.
RPA 2: Indoor commercial recreation and most residential uses are allowed by right in DR, BC, BG, BH, BE, IG, and SC zones. Single and two-family are allowed in DR, BC, BG, BH. (Zoning 4.3)	Any additional recreational facility would increase the opportunity for physical activity and allowing indoor commercial recreation in all these zones increases the possibility that residents will have access to such facilities if they are built.	<b>Possible related limitation:</b> Because single and two-family residences are not allowed in BE, IG, and SC zones and because multi-family homes require special permit in the IG & SC zones, the advantage of this by-right allowance is limited.
RPA 3: In the Shopping Center (SC) zone, “Encourage pedestrian and bicycle commute modes by providing on-site bicycle parking storage, locker room facilities, bike and walking paths, and similar features.” (Zoning 8.3.8, Trip reduction plan #3).	This ordinance has the potential to increase physical activity both for employees and consumers of the Holyoke Crossing shopping area while at the same time reducing the number of automobile trips to the area, thereby reducing air pollution and greenhouse gas emissions to improve air quality.	<b>Maximize Regulatory Opportunity:</b> Expand the SC zone to include the adjacent Holyoke Mall; or better yet, add the phrase “encourage pedestrian and bicycle commute modes by providing on-site bicycle parking, storage, locker room facilities, bike and walking paths, and similar features” to all zones.
RPA 4: Holyoke has no restrictions on the siting of public open space.	If there are no restrictions regarding the siting of public open space, with funding and willing land owners, additional parkland and/or informal/planned athletic activity space can be provided wherever it is needed or desired in the city.	<b>Maximize Regulatory Opportunity:</b> Enact an “Interim Land Use Policy” to allow public use of land for community purposes such as recreational space or temporary public art.
RPA 5: In RM20, RM40, & RM60 zones the maximum coverage is 30%, 40%, 60% respectively (although there are some cases in which zoning requires 50% open space for RM20 and RM40), and the subdivision regulations	Provides areas for residents to be physically active. Especially important in RM40 and RM60 zones where PUDs are not permitted.	

Regulation	Analysis	Comments
(which are currently being revised) require that at least 50% of the area not covered by buildings “shall be devoted to recreational facilities and landscaped areas for the enjoyment of the residents”.		
RPA 6: The subdivision regulations specify types of open space areas (playlot, active area, passive area) and provide reasonable dimensional requirements.	Providing this sort of specific guidance can help developers to provide open space areas that do facilitate physical activity.	
RPA 7: Sidewalks on one or both sides of the street are required by the Planning Board as part of subdivision approval. (7.3)	Sidewalks promote walking by subdivision residents (and bicycling for children who are allowed to ride bicycles on sidewalks), and thus should be encouraged as part of subdivision approval.	<b>Maximize Regulatory Opportunity:</b> Educate the public, during subdivision approval, regarding the many advantages of sidewalks to overcome resistance by residents to including sidewalks in new subdivisions.
RPA 8: Holyoke has created a smart growth zoning (40R) district in the downtown area.	As a result of creating this district, more residents will be able to walk/bicycle to work or perform errands, increasing opportunities for physical activity.	
RPA 9: Arts & Industry Overlay District The purpose of this District is to promote the reuse, redevelopment, and revitalization of historic mill structures along the canals in Holyoke's traditional city center, while retaining existing businesses; allow a vibrant mix of uses that will attract residents, visitors, and customers to the city center; provide a physical and functional link between the city center and neighborhoods abutting this district; improve the appearance of the historic mill area; and promote economic development and enhance property values. The zone allows for a parking reduction to encourage reduced car use.	This District allows for a large variety of mixed uses including residential uses above non-residential uses, home occupations, and performing or creative arts studios. Some of the uses promote opportunities for physical activity within themselves (ie. dance studios and theatre), but, more generally, mixed use zones enable and encourage residents to reduce the use of cars and to walk/bicycle while accomplishing every days tasks and activities.	Open Square is a successful local example of what this district can produce.

Regulation	Analysis	Comments
<p>RPA 10: Holyoke’s zoning ordinance allows for approval of “Flexible Development” (FD) site plans through the Special Permit process. In FD, standard lot sizes, shapes and number of allowable units may be changed to accommodate the FD goals (see below). All FD requires a minimum of 30% open space and encourages greater open space with a density bonus for each extra 10% of the site preserved as open space. Any open space, unless conveyed to the City or its Conservation Commission, shall be subject to a recorded restriction enforceable by the city, so the land shall be preserved perpetually and maintained for agricultural, horticultural, educational or recreational purposes. <u>At least 70% of the open space needs to be contiguous areas</u>, unless altered by the Planning Board, and as many house lots compatible with good design will about the open space and all house lots shall have reasonable physical and visual access to the open space through internal roads, sidewalks or paths. An exception may be made for resource areas vulnerable to trampling or other disturbances.</p>	<p>This regulation has the potential to provide extremely convenient opportunities for physical activity to residents. Though the open space provided will most likely be used primarily by the residents of the proposed development, if the open space is extensive enough it has the potential to attract residents from other areas of the City.</p> <p>Flexible Development Goals</p> <ol style="list-style-type: none"> <li>1. To encourage the preservation of open land for its scenic beauty and to enhance agricultural, open space, forestry, and recreational use.</li> <li>2. To preserve historical and archeological resources; to protect the natural environment, including Holyoke's varied landscapes and water resources.</li> <li>3. To protect the value of real property.</li> <li>4. To promote more sensitive siting of buildings and better overall site planning.</li> <li>5. To perpetuate the appearance of Holyoke's traditional New England landscape.</li> <li>6. To facilitate the construction and maintenance of streets, utilities, and public services in a more economical and efficient manner.</li> <li>7. To offer an alternative to standard subdivision development.</li> </ol>	<p><b>Maximize Regulatory Opportunity:</b> Consider making flexible development “by right” so developers use it more thereby creating additional open space for Holyoke residents.</p>
<p>RPA 11: Dwelling units allowed on second story in DR, BC, BE, and AIOD zones.</p>	<p>By allowing dwelling units on the second story of buildings in these zones the City is effectively and explicitly establishing mixed-use zones. Mixed-use zones have some of the advantages of planned unit developments (PUD)s, see below for detail. Although mixed use areas do not</p>	<p><b>Maximize Regulatory Opportunity:</b> Consider expanding the zones allowed to include SC, RO, BL, BG, and BH to promote mixed use.</p>

Regulation	Analysis	Comments
	provide the open space of PUDs, by mixing residential and commercial uses they may provide residents the opportunity to accomplish daily tasks on-foot or using bicycles rather than cars.	
RPA 12: Planned Unit Developments (PUD) are allowed by Special Permit from City Council in zones RA, R1, R1A, R2, RM 20, & DR.	A primary component of a PUD is open space created as a requirement of the permitting process. Because PUDs combine permanently protected open space with denser development than would otherwise be allowed, they provide opportunities for physical activity for large numbers of people. Additionally, because PUDs allow a number of business uses otherwise prohibited in the zones where PUDs are allowed (Barber shop, Beauty parlor, Tailor shop, Shoe repair shop, Newsstand, Drugstore, Food store, Restaurant, Health spa, Recreation-related businesses, Medical and related professional services, Video rental store, Laundry, dry cleaner, Florist, Small appliance repair, Accessory uses, Other business or commercial uses deemed appropriate by the city council), residents of the PUD and other nearby residents are more likely to be able to walk or bicycle to accomplish daily tasks.	<b>Note:</b> No PUD project has been presented for approval to date.
RPA 13: Downtown Residential (DR) Zoning The DR zone allows mixed use development with commercial on the 1 <sup>st</sup> floor and residential on at least two floors above. Most of the downtown residential areas are in this zone. The zone has flexible dimensional regulations to take the average of the adjacent lots.	This zone promotes infill housing development by right that is consistent with existing neighborhood structures. Because this zone is primarily downtown, it facilitates people being able to walk and bike to work and services and also brings more people downtown.	
RPA 14: BL zoning This allows a small commercial district within a	Allowing or encouraging a mixture of uses, that is, residential with commercial, makes it easier	<b>Maximize Regulatory Opportunity:</b> The city should investigate ways to encourage more

<b>Regulation</b>	<b>Analysis</b>	<b>Comments</b>
neighborhood.	for people to walk or bike to meet their daily needs. Having small corner stores in neighborhoods encourages residents to be able to walk to the store for needed goods.	BL districts to allow for more retail and services within walking distance of residential neighborhoods and areas.

## 2. Existing Regulations that Inhibit Physical Activity

This analysis identified only a small number of regulations that could be modified to enhance residents’ ability to be physically active in their daily lives. In addition, the City could consider adoption of some new zoning regulations as noted below.

Regulation	Analysis	To Consider
<p>RIA 1: Indoor commercial recreation is currently prohibited in all main residential zones except Downtown Residential (DR) zone (with no provision for Special Permit).</p>	<p>Any additional recreational facility increases the opportunity for physical activity, so expanding the potential locations for indoor commercial recreation could expand indoor recreational opportunities for residents who do not live in the DR zone.</p>	<p><b>Possible Change:</b> Allow establishment of indoor commercial recreation facilities by right in the other mixed zones including the Arts &amp; Industry (underlying zone is IG) and 40R zones (underlying zones are BC, DR, BG) and by Special Permit in the remaining commercial zones.</p> <p><b>Challenges:</b> 1) Cost to residents, both for admission and equipment needed for the activities; 2) Providing enough variety in activities to attract a diverse group of users; 3) traffic generated; 4) conflict with existing adjacent uses.</p> <p><b>Potential Solution to Challenges:</b> 1) Develop, upgrade and maintain public indoor recreation facilities such that commercial facilities are not needed. Also encourage NGOs, like the YMCA to do the same. This will help counter the cost factor as these facilities tend to be low cost; 2) Refer to data collected for and conclusions developed in Holyoke’s Open Space and Recreation Plan to determine the types of facilities and activities desired by residents; 3) reduce parking requirements while expanding access for pedestrians, bicyclists and transit users; 4) assure transparent development process that allows neighbors</p>

Regulation	Analysis	To Consider
<p>RIA 2: Planned Unit Developments are prohibited in (RM40, RM60) zones (no provision for Special Permit).</p>	<p>The advantages of PUDs (see section RPA-1) are unavailable to the residents of these zones. However, no PUD projects have been presented for approval to date and 90% of Holyoke residents live within ¼ mile of a recreational facility or park, so this regulation is likely to have only minor inhibitory effects.</p>	<p>to comment and express concerns.</p> <p><b>Possible Change:</b> Allow establishment of PUDs in RM40 and RM60 zones (need to determine if there is developable land in these districts).</p> <p><b>Challenges:</b> 1) Establishing PUDs may not be possible in some areas due to a lack of open space; 2) PUDs have not been proposed by developers; 3) The city is built out, therefore there is very limited space available for this type of development.</p> <p><b>Potential Solution(s) to Challenges:</b> 1) If a PUD is presented for approval in one of these zones, the City could consider a zone change to allow PUDs; 2) Develop materials for, and/or conduct informational meetings with, developers regarding PUDs in order to encourage the proposal of PUDs; 3) Allow uses related to physical activity (Health spa, Recreation-related businesses) not normally allowed in PUDs because these may take up less space than the existing open space requirements in PUDs. This change could also be used to help fulfill the recreational facilities requirement in developments proposed under current R40, RM40 &amp; R60 zoning regulations, if site conditions warrant.; 4) Conduct an analysis to determine where in the R40 and R60 zones it is possible to site PUDs and work with developers to create PUDs in those areas.</p>
<p>RIA 3: Industrial Park (IP) zone does not allow mix of uses complementary to the primary use.</p>	<p>Not allowing a mix of complementary uses, such as restaurants for workers to have lunch</p>	<p><b>Possible change:</b> Allow mixed complementary uses in the IP zone, such as</p>

Regulation	Analysis	To Consider
	or small retail where workers could run errands possibly on foot thereby getting some exercise means that the existing zoning is perpetuating auto-dependent behavior.	small retail and restaurants.

*Removed former section RIA-1: **Outdoor commercial recreation is prohibited in all zones except RA zone** because the city is landlocked and there is no space for additional outdoor recreation, except in the zone identified, also, because the city is relatively small, residents would have access.*

*Removed former section RIA-4: **Minimum acreage for agriculture, floriculture, and horticulture** because inhibition of community gardens was the reason for including it, but community gardens are not considered agriculture so the point was moot.*

*Removed former section RIA-5: **Prohibiting second floor dwelling units in residential areas** because inhibition was deemed to be exceedingly minor.*

### 3. Existing Regulations that Promote Access to Healthy Food

Holyoke has a number of regulations in place that support its resident’s ability to access healthy food. These range from facilitating farm stands and enabling small farms and community gardens within the City limits to discouraging fast food establishments in residential neighborhoods.

Regulation	Analysis	Comments
RPF 1: Use of land for the primary purpose of agriculture, horticulture, floriculture, or viticulture on a parcel of more than five acres in area. Allowed by-right in all zones.	Creates the potential for small farms or large community gardens to be established in city. Community gardens could help increase the supply of healthy, inexpensive food if the City or a non-profit organization were to sponsor the garden and assume the costs <sup>1</sup> of the initial garden establishment. Nuestras Raices has taken on the responsibility of promoting and expanding community gardens in Holyoke. The produce grown is low cost or free for the garden participants and any excess can be sold, donated, and/or preserved (canned/frozen). It would be helpful if collaborative projects between the City and not-for-profit organizations in Holyoke always included staff training and an evaluation and oversight element to make sure that the projects are ongoing and that they meet residents needs.	<p><b>Maximize Regulatory Opportunity:</b> Amend zoning ordinance to clarify that community gardens are allowed on smaller lots. Establish basic standards for gardens to minimize potential conflict with neighbors.</p> <p><b>Additional urban agriculture regulatory actions the City could consider:</b> Community Garden Plan: Madison WI; Community garden every 2500 people discussed in Comp Plan: Seattle, WA; Zoning: allowing gardens in residential, industrial, and park districts, as in Milwaukee, WI.</p>
RPF 2: Facilities for the sale of produce, wine and dairy products, provided that during the months of June, July, August, and September of every year, or during the harvest season of the primary crop, the majority of such products for sale, based on either gross sales dollars or	In the case of a farm, this ordinance gives the farmer an outlet for the produce grown on the site and because no transport of the produce is required the price of the food can be kept lower than would otherwise be possible. In the case of a community garden, this allows for any excess	

<sup>1</sup> Research conducted in Fall 2007 suggests that start-up costs for a community garden range from \$6,000 to \$8,000.

Regulation	Analysis	Comments
<p>volume, have been produced by the owner of the land containing more than five acres in area on which the facility is located. Allowed by-right in all zones.</p>	<p>food produced to be sold with the money being raised to either be distributed to the community garden's members (which they could use to buy healthy food in the off-season) or used to increase the size of the garden to produce more food for more people in future years.</p>	
<p>RPF 3: Nonexempt farm stand for wholesale or retail sale of products. Allowed by-right in RA zone.</p>	<p>Similar to RFP-2, above, this creates opportunities for farmers to sell their products within the City. This would be an advantage either for a farmer whose farm is not located in an easily accessible part of the City or allow for a farmer from outside of Holyoke to sell their produce within the City.</p>	<p><b>Maximize Regulatory Opportunity:</b> Only farmers in RA zone with less than five acres are able to have a nonexempt farm stand. Amend existing regulation to enable farmers/gardeners to have a farm stand at which they sell not only their own produce but also fresh produce from other farmers/gardeners. Such a change would require some definition of who is eligible to sell.</p>
<p>RPF 4: Retail stores and services not elsewhere set forth are allowed by right in DR, BL, BC, BG, BH, BE, and IG zones.</p>	<p>Allows for the establishment of supermarkets in the City in zones which, while not primarily residential, do allow for residential uses. This could bring more of the residents into closer proximity to healthy food especially fruits and vegetables. Also, supermarkets tend to have lower prices than smaller convenience stores. Supermarkets in BL zones could be particularly beneficial as people live nearby.</p>	<p><b>Maximize Regulatory Opportunity:</b> Work with area supermarket chains to create incentives for establishing supermarkets in Holyoke and to include food products, especially fresh fruit and vegetables, which are part of the ethnic cuisine of the City's large immigrant population.</p> <p>Also consider working with existing convenience style neighborhood stores, 'bodegas' to supply them with fresh fruit and vegetables so they have such food to sell. Consider integrating into an expanded Farm to City program.</p> <p><b>Successful Examples:</b>  "Retail Chicago"- A program designed to better inform developers about retail market opportunities in Chicago (<u>has been used to bring supermarkets into the city</u>), coordinate the City's participation in the development</p>

Regulation	Analysis	Comments
		<p>process, and strengthen and stabilize existing neighborhood retail centers. Co-sponsored by the Local Initiatives Support Corporation (LISC) and the Chicago Association of Neighborhood Development Organizations (CANDO), Retail Chicago offers a broad range of services to support and assist retail developers. Services include: Centralized project management and City support for retail projects ; a single point of access for inquiries about neighborhood retail development opportunities; customized market information on specific development opportunities; a strategic plan to coordinate these initiatives with developer and neighborhood needs.</p> <p>Philadelphia, PA's "Fresh Food Financing Initiative" which is designed to increase the number of supermarkets and grocery stores in underserved communities. The City provides financing to grocery store operators in underserved communities that need loans to cover infrastructure costs and credit needs that conventional institutions are not providing. <a href="http://www.thefoodtrust.org/">http://www.thefoodtrust.org/</a></p>
RPF 5: Formula restaurants (Fast-food and drive-in) are not allowed in any of the primarily residential zones (RA, R1, R1A, R2, RM 20, RM 40, RM 60, RO, DR)	This does not specifically increase access to healthy food but it decreases the availability of unhealthy fast-food.	<b>Possible Change:</b> Broaden the restriction on formula restaurants in other zones with a Restaurant Restrictions Ordinance limiting formula restaurants. Where fast food establishments are allowed, limit to a specified number. This would prevent the expansion of formula restaurants in Holyoke (there are currently four in the city).
RPF 6: Planned Unit Developments allowed by	As noted previously, PUDs allow the	

Regulation	Analysis	Comments
Special Permit from City Council in zones RA, R1, R1A, R2, RM20, & DR.	establishment of a number of businesses not otherwise allowed in these zones including food stores. If a PUD contained a supermarket it would increase access to healthy food as described in above.	
RPF 7: Multi-family dwellings allowed in Shopping Center zone by Special Permit from City Council. Currently one parcel is zoned to allow this use.	Construction of multi-family housing in a Shopping Center district that contains a supermarket would increase the access to healthy food.	<b>Maximize Regulatory Opportunity:</b> Rezone current areas that contain shopping centers to SC to allow the possibility of mixed use. Promote this zone as an option for retail.
RPF 8: "The planning board may grant a special permit to reduce otherwise applicable requirements for parking where the Board finds that the reduction is not inconsistent with public health and safety, or that the reduction promotes a public benefit." (Zoning Code 6.1.7)	One obstacle to siting supermarkets in urban areas is the difficulty of providing adequate parking. Where supermarkets have been successful in densely populated urban areas, the municipalities have tended to be flexible in their parking requirements. Solutions have included allowing shared parking with other nearby uses, parking on the roof of the structure, and limited-time free parking in adjacent nearby parking lots or structures. This language in the Holyoke zoning ordinance allows for the flexibility needed to aid in the siting and permitting of supermarkets in the City.	<b>Maximize Regulatory Opportunity:</b> Amend existing zoning to formally allow the redevelopment of downtown buildings without having to meet the current suburban parking requirements by right, but with some sort of formula that ensures provision of some parking perhaps combined with establishing a parking fund in which developers would deposit a set amount per parking space and when funds suffice, the city would build or expand parking decks/garages.

## 4. Existing Regulations that Inhibit Access to Healthy Food

There are some regulations in place that could be improved to facilitate residents' access to healthy food.

Regulation	Analysis	Comments
<p>RIF 1: Nonexempt farm stand for wholesale or retail sale of products. Allowed by-right only in RA zone and prohibited in all other zones (no provision for Special Permit).</p>	<p>Only a small portion of Holyoke's residents live in the RA zone so limiting farm stands to this zone means that it will be more difficult for the residents who do not live in the zone to both be informed of the presence of farm stands in Holyoke and also to purchase food from them.</p>	<p><b>Possible Change:</b> Allow farm stands and farmers markets either as a use by-right or by Special Permit in all zones pending results of a detailed analysis of the city zoning map to determine geographic dispersion of residents.</p> <p><b>Challenges:</b> 1) Farm stands tend to be seasonal/temporary structures that may not be visually attractive especially as they are unoccupied most of the time; 2) Site maintenance/cleanup could become an issue.</p> <p><b>Potential Solution to Challenges:</b> 1) Set aesthetic standards for farm stands, especially if they are built to be permanent structures. If they are meant to be seasonal structures require that they be disassembled by managing farmer/entrepreneur when the season is complete; 2) Set site management standards, especially addressing site cleanup.</p> <p>Establish a program to aid farm stand operators to inform city residents of their existence. The City and the Not-for-profit groups that facilitate urban agriculture in Holyoke, such as Nuestras Raices, could develop a public information and education campaign, including maps of farm stands to distribute to the public via the City's website and other broadly available outlets. The</p>

Regulation	Analysis	Comments
		town of Hatfield, MA produced a brochure/map of farm stands in their community. Communities Involved Sustaining Agriculture (CISA) has produced regional maps of farm stands for the Pioneer Valley region of western MA.
<p>RIF 2: Facilities for the sale of produce, and wine and dairy products, provided that during the months of June, July, August, and September of every year, or during the harvest season of the primary crop, the majority of such products for sale, based on either gross sales dollars or volume, have been produced by the owner of the land containing <u>more than five acres</u> in area on which the facility is located. Allowed by-right in all zones.</p>	<p>This regulation prohibits sale of excess production from urban farms on lots smaller than five acres or from the owner of such a lot from cooperating with farmers from outside Holyoke to sell their products at the owner’s property. Since current zoning does not allow farms on lots smaller than five acres this is not a major impediment for access to healthy food. However, if zoning is changed to allow farms on lots smaller than five acres then this language would need to be changed (or Special Permits be allowed) to avoid the inhibitory effect.</p>	<p><b>Possible Changes:</b> 1) Allow farm stands as an accessory use on any lot on which a community garden or urban farm is established (in conjunction with recommendation above); 2) Allow the sale of the type of products named in the ordinance not produced at the site but which are produced by other local farmers or micro-food processors.</p> <p><b>Challenges:</b> 1) A zoning change to allow farms on lots smaller than five acres would need to be crafted such that the farm does not become a nuisance to the surrounding neighborhood; 2) The City or other body would have to enforce the regulation that products being sold are from local farmers or micro-food processors.</p> <p><b>Potential Solution to Challenges:</b> 1) In proposed changes, include limitations on the types of farms eligible to non-animal husbandry uses and institute other controls such as maximum sound limits; 2) If products are to be sold that are not produced on the site, the site owner must submit proof that the other products being sold are produced by another local farmer or micro-food processor</p>
<p>RIF 3: Retail stores are prohibited in the main residential zones (RA, R1, R1A, R2, RM20,</p>	<p>While it is true that the majority of Holyoke residents do not live in these neighborhoods,</p>	<p><b>Possible Change:</b> Allow supermarkets as a use by Special Permit in all of the primarily</p>

Regulation	Analysis	Comments
<p>RM40, RM 60, RO) unless they are part of a Planned Unit Development (no provision for Special Permit).</p>	<p>the regulation does prevent the establishment of supermarkets thereby ensuring that a portion of the population will not have a neighborhood supermarket. The zones listed above comprise the majority of Holyoke’s land mass, but house only approximately 20% of the population.</p>	<p>residential zones. Include specific standards/definition for a supermarket to make sure the stores fit in with the neighborhood.</p> <p><b>Challenges:</b> 1) Parking: Supermarkets require significant parking and this could be difficult in traditional neighborhoods; 2) Aesthetics: Conventional supermarket design would not fit into neighborhoods, thus requiring innovation on the part of developers, stores and the Planning Board.</p> <p><b>Potential Solution to Challenges:</b> 1) One obstacle to siting supermarkets in urban areas is the difficulty of providing adequate parking. Where supermarkets have been successful in densely populated urban areas, the municipalities have tended to be flexible in their parking requirements. Solutions have included allowing shared parking with other nearby uses, parking on the roof of the structure, and limited-time free parking in adjacent nearby parking lots or structures. This language in the Holyoke zoning ordinance allows for the flexibility needed to aid in the siting and permitting of supermarkets in the City; 2) Set design and intensity standards for supermarkets in residential neighborhoods; 3) Coordinate development of supermarkets with location of public transit lines.</p>
<p>RIF 4: Planned Unit Developments prohibited in (RM40, RM60) zones (no provision for Special Permit).</p>	<p>PUDs are the only way, under current zoning, to allow construction of a supermarket in these zones.</p>	<p><b>Possible Change:</b> Allow establishment of PUDs in RM40 and RM60 zones.</p> <p><b>Challenges:</b> 1) Establishing PUDs may not be</p>

Regulation	Analysis	Comments
		<p>possible in some areas due to a lack of open space; 2) PUDs have not been proposed by developers; 3) The city is built out, therefore there is very limited space available for this type of development.</p> <p><b>Potential Solution(s) to Challenges:</b> 1) If a PUD is presented for approval in one of these zones, the City could consider a zone change to allow PUDs; 2) Develop materials for, and/or conduct informational meetings with, developers regarding PUDs in order to encourage the proposal of PUDs; 3) Allow uses related to physical activity (Health spa, Recreation-related businesses) not normally allowed in PUDs because these may take up less space than the existing open space requirements in PUDs. This change could also be used to help fulfill the recreational facilities requirement in developments proposed under current R40, RM40 &amp; R60 zoning regulations, if site conditions warrant; 4) Conduct an analysis to determine where in the R40 and R60 zones it is possible to site PUDs and work with developers to create PUDs in those areas.</p>
<p>RIF 5: In the DR zone retail stores are allowed however, "Such commercial use shall occupy the first floor only of a building." (Section 8.8.2)</p>	<p>Another obstacle to siting supermarkets in urban areas besides parking is difficulty in creating sufficient square footage to ensure the profitability of the business. A number of successful urban supermarkets have been built as two story structures.</p>	<p><b>Possible Change:</b> Allow supermarkets to be established in existing or new structures on two stories by Special Permit in the DR zone and all other zones where they are currently permitted.</p> <p><b>Challenges:</b> Even if supermarkets are allowed to occupy upper floors, parking would still be a challenge.</p>

Regulation	Analysis	Comments
		<p><b>Potential Solution to Challenges:</b> Where supermarkets have been successful in densely populated urban areas, the municipalities have tended to be flexible in their parking requirements. Solutions have included allowing shared parking with other nearby uses, parking on the roof of the structure, and limited-time free parking in adjacent nearby parking lots or structures. This language in the Holyoke zoning ordinance allows for the flexibility needed to aid in the siting and permitting of supermarkets in the City.</p>

*Removed former section RIF-2: Minimum acreage for agriculture, floriculture, and horticulture because inhibition of community gardens was the reason for including it, but community gardens are not considered agriculture.*

## Increasing Opportunity for Physical Activity:

A review of initiatives around the United States and Canada, suggests that there are ways the City of Holyoke could expand its efforts to promote residents' ability to be physically active in their daily lives. A summary of this research follows.

### 1) **Revise City Vision and Goals to address the relationship between planning and health and physical activity.**

**Include goals for improving physical activity and health through improved land use planning and community design.**

- A. Example: Adopt the resolution prepared by the Massachusetts Municipal Association and the Massachusetts Association of Public Health Boards (copy in Appendix)
- B. Example: Chula Vista, CA Land Use and Transportation Element (General Plan 2005) includes access to healthy food.

[http://www.chulavistaca.gov/City\\_Services/Development\\_Services/Planning\\_Building/General\\_Plan/default.asp](http://www.chulavistaca.gov/City_Services/Development_Services/Planning_Building/General_Plan/default.asp)

### 2) **Explicitly include “creating opportunities for citizens to be physically active” in all plans (comprehensive plans, functional, and all plan elements).**

- A. Example: Master Plans with distinct Health related element

[http://www.healthyplanning.org/healthygp\\_toolkit/HealthyGP\\_SectionIII.pdf](http://www.healthyplanning.org/healthygp_toolkit/HealthyGP_SectionIII.pdf)

### 3) **Increase Mobility**

- A. Through the use of bicycles and walking, provide and maintain a safe efficient system of sidewalks, trails, and pedestrian crossings. The City is considering creating a city bicycle fleet, such as was recently created in Paris and Washington DC.  
<http://www.inhabitat.com/2008/05/20/washington-bike-rental-program/>
- B. Adopt a Complete Streets policy and over time train city staff and contractors to construct and re-construct streets that accommodate all users  
[www.completestreets.org](http://www.completestreets.org)
- C. Join the MassRIDES Safe routes to school program
  - i. Example:  
<http://www.saferoutesinfo.org/contacts/MA.cfm>

### 4) **Develop a City Bikeway Master Plan**

- A. Foster the development of a system of inter-connecting bicycle routes throughout the city and region.
  - i. Examples:
    - (a) <http://www.rockvillemd.gov/masterplan/bikeway/bikeplan.html>
    - (b) <http://www.ci.national-city.ca.us/Projects/Info%20Sheet.pdf>

### 5) **Change Zoning and Subdivision Regulations** (in addition to recommendations suggested throughout document):

- A. Permit Traditional Neighborhood Design as an overlay district.

- B. Continue to encourage Transit Oriented Development
    - i. Example: <http://www.transitorienteddevelopment.org/tod.html>
  - C. Increase development densities and encourage compact form.
  - D. Retrofit developed areas with sidewalks, trails, bike paths, and traffic calming.
  - E. Link open space.
  - F. Require street connectivity
    - i. Street Connectivity Ordinance-2006 PAS Report: Model Smart Land Development Regulations. Section 4.8 "Model Ordinances to help create physical activity".
- 6) Utilize Site Development and Design to Promote Physical Activity**
- A. Promote walkability. Walkability has three main components: safety, human scale, and opportunity within ¼ mile.
  - B. Improve pedestrian realm and streetscape through streetscape programs- shade trees, landscaping, benches, traffic calming, transit shelters.
    - i. Example: Hyannis, MA <http://www.hyannismainstreet.com/about-hyannis-main-street.php>
  - C. Create opportunities for physical activity.
    - i. Examples:
      - (a) The River Walk, San Antonio, TX <http://www.thesanantonioriverwalk.com/>
      - (b) Water Fire, Providence, RI <http://www.waterfire.org/about-waterfire/welcome>
- D. Encourage ground floor retail use.
  - E. Minimize amount of surface parking.
    - i. On-Site Access, Parking and Circulation Ordinance-2006 PAS Report: Model Smart Land Development Regulations. Section 4.8 "Model Ordinances to help create physical activity".
    - ii. Shared Parking Ordinance-2006 PAS Report: Model Smart Land Development Regulations. Section 4.8 "Model Ordinances to Help Create Physical Activity".
  - F. Continue to develop comprehensive sidewalk network throughout Holyoke
    - i. Minimum 5' wide sidewalks (assuring ADA compliance)
    - ii. Rubber sidewalks
      - (a) Examples:
        - (1) <http://www.cambridgema.gov/TheWorks/projects/rindgeave.htm>
        - (2) <http://www.npr.org/templates/story/story.php?storyId=5615795>
        - (3) <http://www.rubbersidewalks.com/currentInstallations.aspx>
      - iii. POD Pedestrian overlay district 2006 PAS Report: Model Smart Land Development Regulations. Section 4.8 "Model Ordinances to Help Create Physical Activity".
  - G. Enhance safety through increased police foot patrols or bike patrols, "Broken Windows" policing, community policing, and other means.

## 7) Revise Public Facility Location Policies

- A. Encourage decision makers to site schools, libraries, post offices, and other public buildings within walking distance of residential neighborhoods.

## 8) Increase Recreational Facilities

- A. Dog Parks on vacant lots or in parks
  - i. Example:  
<http://www.mrsc.org/Subjects/Parks/OffLeash.aspx>
- B. Skateboard Parks.
  - i. Example: <http://www.skateboardparks.com>
- C. Boat Building Programs
  - i. Examples:
    - (a) Rocking the Boat, The Bronx, NY  
<http://www.rockingtheboat.org/>
    - (b) List of other Programs  
<http://www.newavesys.com/MarineSchools.htm>
- D. Mall Walking Programs
  - i. Examples:
    - (a) Westchester Mall in White Plains, NY. For more information on Be Fit at the Westchester call Amy Maltese at 864-7077.
    - (b) Metro Detroit Mall Walking Program  
[http://www.hap.org/gfx/content/mall\\_walking.pdf](http://www.hap.org/gfx/content/mall_walking.pdf)
    - (c) The Complete Mall Walker's Handbook, by John H. Bland, M.D., Jenna Colby, R.D., L.D.

## Increasing Opportunity for Access to Healthy Food:

A comparable review of healthy food initiatives across the country produces another list of possible actions for the City of Holyoke to increase resident's access to healthy food. Some of these recommendations appear in the body of this report, while others do not.

**1) Establish a citywide movement that promotes increased opportunity for healthy eating and physical activity wherever people, play, pray, live, heal, earn, and learn.**

Example: Eat Smart, Move More NC

[http://www.eatsmartmovemorenc.com/programs\\_tools/index.html](http://www.eatsmartmovemorenc.com/programs_tools/index.html)

**2) Create Healthy Food Programs.** Examples:

- A. The Poughkeepsie Farm Project (PFP)  
[www.farmproject.org](http://www.farmproject.org)
- B. Farm to School Program-brings fresh food from local farms into the schools and other public food programs <http://www.farmtoschool.org/>
- C. Farm to Hospital/Clinic Programs
  - i. Models the "Farm to School" program. Promotes health and improves food for patients and cafeteria by partnering health clinics and local farmers. Clinics make space available for daily/weekly farmers markets on hospital grounds. This program also helps replace or reduce typical vending machines options with healthy food.
  - ii. Examples:

- a. <http://www.preventioninstitute.org/sa/enact/healthcare/farmtohospital.php>
  - b. [http://departments.oxy.edu/uepi/cfj/publications/farm\\_to\\_hospital.pdf](http://departments.oxy.edu/uepi/cfj/publications/farm_to_hospital.pdf)
  - c. <http://www.noharm.org/us/food/issue>
- D. Mobile Store Programs deliver healthy food to those that can't get out and shop on their own. This particular kind of program promotes independent living, especially for seniors, and makes fresh, nutritious, affordable food available on a regular basis without the need to access transportation, which is often lacking in low-income areas.
- i. Successful Examples: Mobile Market Program-Toledo, Ohio, Veggie Market in New York, and New Orleans. If the shoppers can't go to the market then let the market go to them.
    - a. New Orleans  
<http://nolafoodcoop.org/category/mobile-market/>
    - b. New York City  
<http://www.cityharvest.org/home.aspx?catid=4&pg=48#mobilemarket>
    - c. Upstate New York "Veggie Market"  
<http://www.cdcg.org/VeggieMobile.html>
- E. Initiate a Healthy & Sustainable Food Plan at public worksites.
- i. Successful Example: San Francisco Healthy and Sustainable Food Policy: A company policy for food served at all SF Department of Public

Health events, programs, and institutions (including contractors) ensuring DPH events, programs and services reflect the DPH mission of promoting the health of all San Franciscans by providing healthy food options acquired through healthy, environmentally sound, and sustainable sources.

<http://www.noharm.org/details.cfm?ID=1609&type=document>

**3) Introduce Urban Agriculture Programs/Policies that allow public use of land for community purposes, including but not limited to: community gardens, recreational space, or temporary public art.** Examples:

A. Community Gardens:

- i. Community Garden Plan, Madison WI

<http://www.growingpower.org/>

- ii. Community Garden trends, zoning challenges, and case studies

<http://www.uwm.edu/SARUP/gallery/planning/planstudentpdf/milwaukeecommunitygardens.pdf>

- iii. Community garden every 2500 people- Comp Plan –Seattle, WA

<http://www.greenpolicy.us/Seattle, WA Community Gardens Program>

<http://www.seattle.gov/neighborhoods/ppatch/>

- iv. Cleveland, Ohio 2007 enacted a community garden zoning ordinance "The new Urban Garden District zoning ordinance makes it possible for a parcel of land to be designated as a community garden. Rezoning a garden,

however, does not guarantee that it can never be lost. It simply makes replacing a garden a public process, giving neighbors a voice to protect it." A community garden, as defined in the ordinance, is 'an area of land managed and maintained by a group of individuals to grow and harvest food crops and/or non-food, ornamental crops, such as flowers, for personal or group use, consumption, or donation.' The legislation also protects local market gardens where crops are sold for profit. Over 175 community and market gardens exist in Greater Cleveland."

<http://www.nhlink.net/plainpress/html/stories/2007-09/councilmanintroducesnewzoning.htm>

- B. Public Markets: The Main Street Market Hartford, CT. Public Markets involve vendors selling fresh produce and other foods from open stalls in municipally owned and operated facilities. The Main Street Market is an attractive option for low-income Hartford residents, especially since it redeems more Women, Infants and Children (WIC) and senior coupons than any other outlet in the state.

<http://www.ct.gov/dss/cwp/view.asp?a=2345&q=315396>

- C. Farm Projects: The Poughkeepsie Farm Project

**4) Establish grocery stores in every neighborhood:** more grocery stores equal more opportunities for access to healthy food. Try to coordinate development of supermarkets with location of public transit lines. Examples:

- A. Urban Grocery Store Development **Error! Reference source not found.** Program, Chicago, IL. (And

Atlanta, GA.) Big box grocers have adapted to urban environment and produced innovative stores in dense neighborhoods; for example, offering a grocery store in the ground floor of an apartment building.

- B. Pennsylvania launched the Fresh Food Financing Initiative to increase the number of supermarkets and grocery stores in the State's underserved communities.

[http://www.thefoodtrust.org/catalog/download.php?product\\_id=104](http://www.thefoodtrust.org/catalog/download.php?product_id=104)

- C. Stimulate supermarket development: Philadelphia, PA

[http://www.greenpolicy.us/Seattle,\\_WA\\_Community\\_Gardens\\_Program](http://www.greenpolicy.us/Seattle,_WA_Community_Gardens_Program)

- 5) **Consider Restaurant Restrictions** Example: Ordinance Limiting Formula Restaurants

<http://www.publichealthlaw.net/Zoning%20City%20Planners%20Guide.pdf>

- 6) **Preserve Farmland and Open Space** The City of Holyoke has a long history of working to protect open space and farmland while promoting recreational opportunities for its residents. Every five years City staff collaborate, under the direction of the Conservation Commission, to update the City's Open Space and Recreation Plan (OSRP). The recommendations of this plan should be implemented.