



# WAVANCE VISION

March 2022



SUENN HO design



## **Project Purpose**

The Vance site is an opportunity to transform nearly 90 acres of county-owned land in a neighborhood that's been historically underserved. The site's past uses as a quarry and municipal landfill left legacy issues that the surrounding community lives with today. The County now has a unique opportunity to work toward a future for Vance that meets both community and County needs.

## **Project Principles**

- Accommodate known and future County facility needs.
- Center the needs of the people most impacted by the past and current uses.
- Create a more equitable future for one of the most racially and ethnically diverse neighborhoods in the region.
- Support the County's mission as a public health agency through investments in the built environment that positively impact the social determinants of health for people in the surrounding neighborhoods.
- Sustainably support the long-term environmental and economic well being of the community.

The Vance Vision is grounded in Multnomah County values. It seeks to address past wrongs through centering the needs of the people most impacted, investing in environmental justice, and reinvigorating land cut off from the surrounding neighborhoods by past extractive uses. The Vance Vision is a guide and roadmap for future development that is equitable, community driven, and groundbreaking for Multnomah County.



# Acknowledgements

## **Multnomah County Board of Commissioners**

Chair Deborah Kafoury  
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## **Special thanks to:**

City of Gresham  
Coalition of Gresham Neighborhood Associations

Gresham Redevelopment Commission  
Oregon Regional Solutions - Metro Region  
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Ethiopian and Eritrean Cultural and Resource Center (EECRC)  
Rockwood Community Development Corporation  
Oregon Tradeswomen  
Native American Youth and Family Center (NAYA)  
WorkSystems  
Beyond Black  
Gresham Stand Up  
Latino Network  
REACH Community Development Corporation  
Hacienda Community Development Corporation  
East County Rising

*\*Transitioned to Gresham City Councilor in July 2021*

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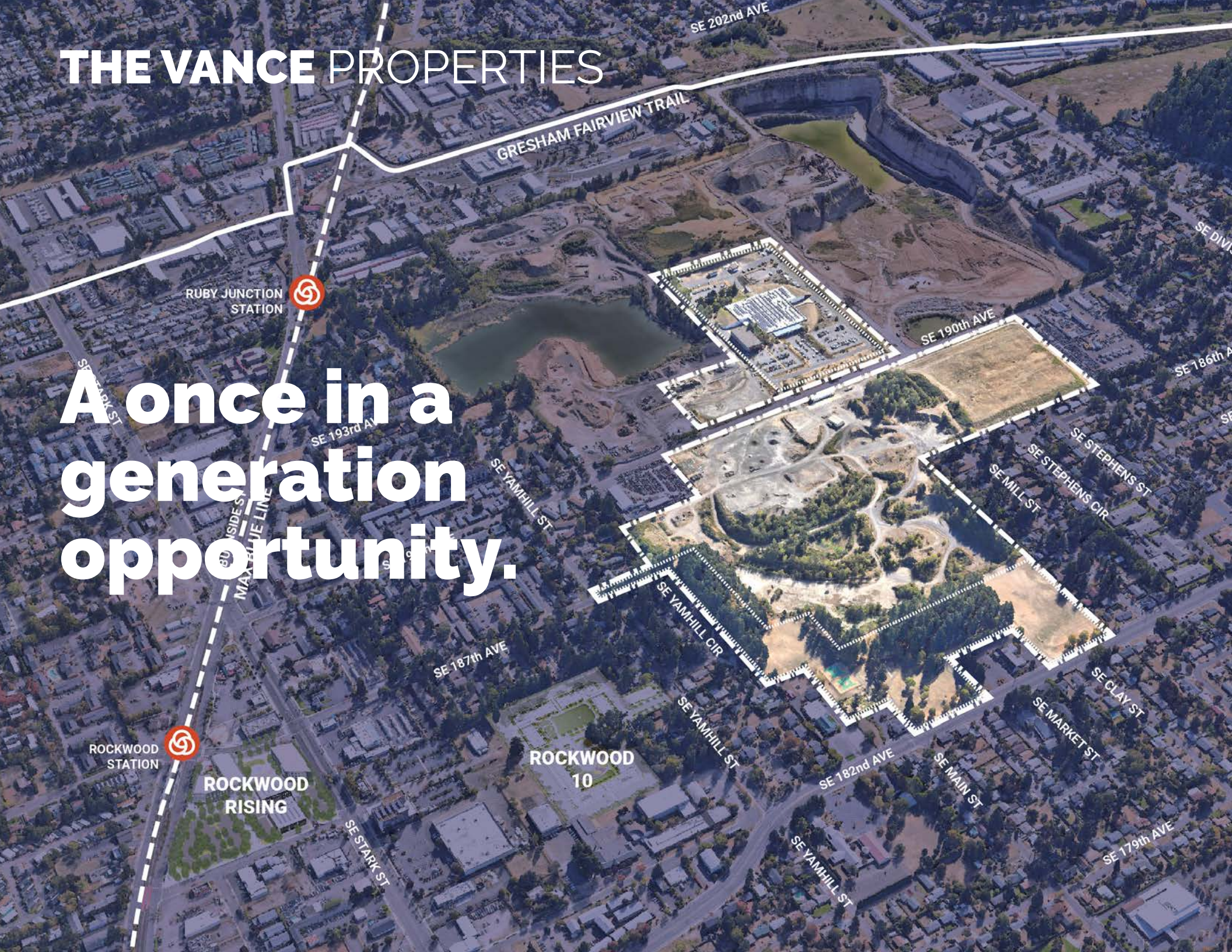
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# THE VANCE PROPERTIES

A once in a generation opportunity.



RUBY JUNCTION STATION

ROCKWOOD STATION

ROCKWOOD RISING

ROCKWOOD 10

SE 202nd AVE

GRESHAM FAIRVIEW TRAIL

SE 190th AVE

SE 193rd AVE

SE YAMHILL ST

SE STEPHENS ST  
SE STEPHENS CIR

SE 187th AVE

SE YAMHILL CIR

SE CLAY ST

SE STARK ST

SE STARK ST

SE YAMHILL ST

SE 182nd AVE

SE MAIN ST

SE MARKET ST

SE 179th AVE





GRANT  
BUTTE

# 01

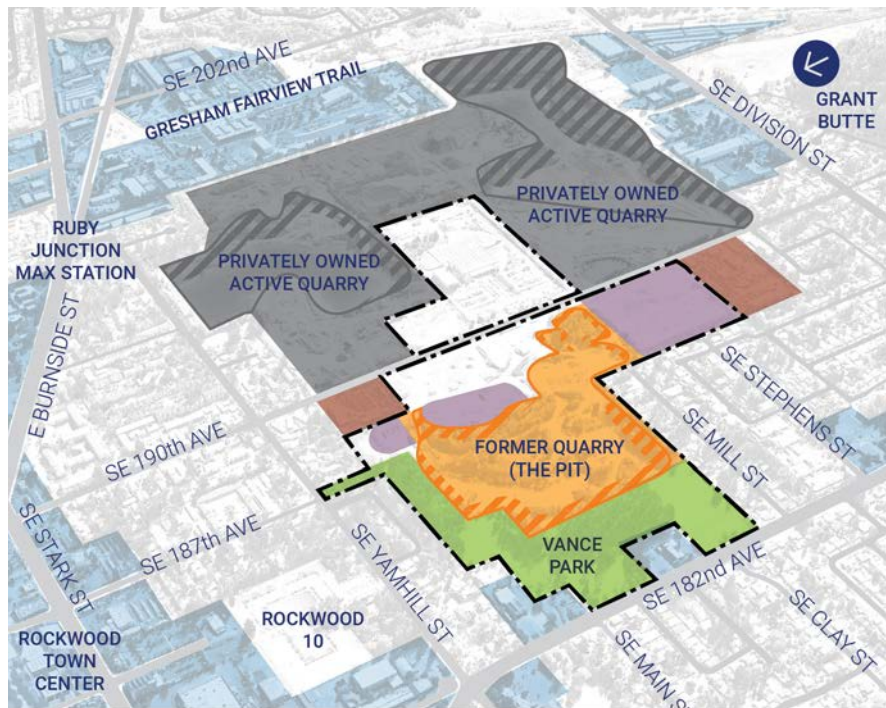
## Executive Summary

**The Vance Vision presents a County and community-focused design framework and action steps for one of the largest undeveloped areas of East County.**

Located between Stark and Division Streets to the north and south and 182nd and 190th Avenues to the east and west, the Multnomah County-owned Vance Properties is a 87-acre site that sits in one of the most racially and ethnically diverse parts of our region. **The Vance Vision aims to create a vision that reflects the needs and priorities of the community and future County facility needs.** The site has the potential to create an affordable, liveable, accessible, and healthy place that supports the diverse, mixed income population living there today. This plan sets near and longer term strategies and actions to develop more affordable housing, jobs and BIPOC-owned businesses, unique regional park and recreation attractions, and County services that are close to many cultural amenities including Rockwood Town Center and Rockwood 10.

# The County-owned Vance site in East Multnomah County is large and unique.

**1** The Vance Properties is an underutilized 87-acre site in a land constrained region.



**Legend**

- Vance Properties
- County-owned Former Quarry
- Public Park
- Steep Slopes
- Privately-owned Active Quarry
- Commercial Uses
- Known Former Landfill Areas
- Privately-owned Auto-Wrecking Yard

**2** The property contains hundreds of thousands of square feet of development potential including over 44 acres of parks, open space, and recreational development opportunities.





**3** The property sits in one of the most diverse and low-income parts of our region and state.



**There are over 90 spoken languages**

in Gresham and over 50 spoken languages in Gresham-Barlow School District.



**Over a quarter of residents identify as non-white**

in census tracts surrounding the site with twice as many Hispanic or Latino residents than the County as a whole.



**Over a quarter of residents are under the ages of 19**

in census tracts surrounding the site and residents are younger than the County as a whole.



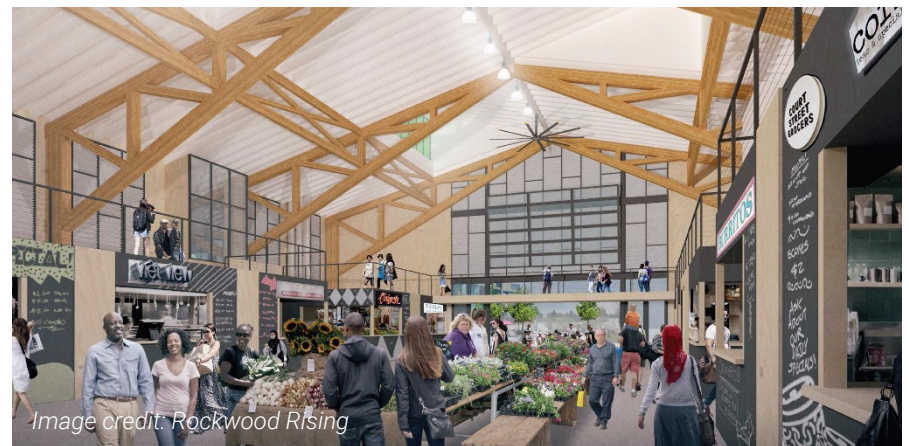
**Over half of all races are burdened by housing costs**

in census tracts surrounding the site. The disparities are much higher for communities of color, especially Black/African American and Indigenous households.

Source: U.S. Census Bureau; American Community Survey, 2014 - 2019 ACS 5-Year Estimates

**4** It's an area of rapid growth and change - and many community needs.

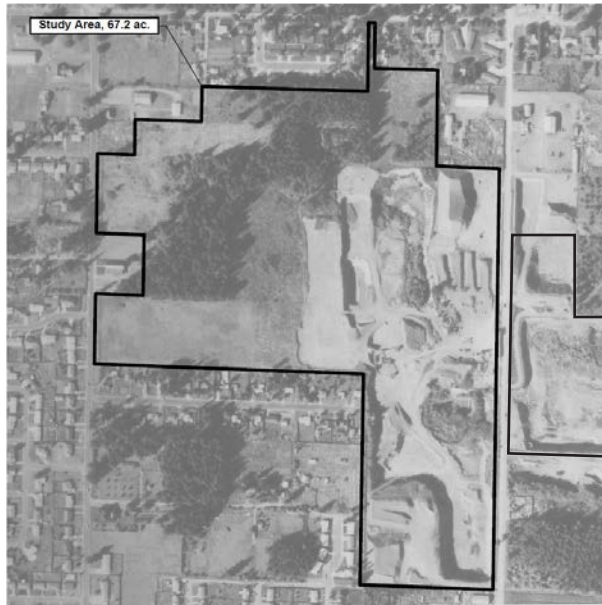
The much anticipated Market Hall in Downtown Rockwood is opening in early 2022 (pictured below), and Rockwood 10, a new 224-unit affordable housing development by Hacienda CDC, is currently under construction. Both are just a 10-minute walk from Vance Park.



**We heard from residents that access to parks, open space, and nature, recreational areas, safe access to the site for pedestrians and bicyclists, affordable housing, job opportunities, and affordable childcare were top priorities in the community, particularly among BIPOC and youth.**

# The Impetus for a Vision + Implementation Plan

The County needs for the site are changing.



The site was originally acquired for transportation operations and quarry activities when most of the area was in unincorporated Multnomah County and streets were a County responsibility.



Over time as growth occurred and the surrounding area was incorporated, County street maintenance role reduced and the site has been used since to meet a range of County functions.



The County has identified the need for new facilities for Animal Services, which could potentially be accommodated on the Vance site.



# The County needs a robust, inclusive vision for the site's future. Here's why...

- 1** Vance is an underutilized site in a fast growing, land constrained, and underserved part of our region. However, Vance can accommodate additional community needs, such as a unique regional attraction for parks and recreation and affordable housing that are complementary to the exciting new development already happening near the site.
- 2** There are inherited issues and unanswered questions from historical uses of landfill and quarry. Further analysis is needed on the environmental conditions of the site before development occurs.
- 3** More engagement is needed to understand specific community needs, the site's role in meeting those needs, environmental issues, and future opportunities on the site.



*Image credit: Central Bethany, Downtown Rockwood*

*The new developments in Downtown Rockwood are focused on community-minded tenants and services such as business training and development, affordable healthcare and childcare, workforce training, micro food-oriented businesses, and commissary kitchen.*

- 4** Recent inquiries and questions from the Gresham community and community partners are arising regarding specific uses for the properties.

# Key Questions & Goals Driving the Plan

## Key Questions

**1** How can this property best serve the long-term needs of the County?



## Goals

Understand and accommodate known County needs and also ensure adequate space for as-yet unknown future facilities.

**2** Are there community needs and desires that could be served on the site?



Extensive public engagement to identify and prioritize community needs that can be accommodated on the site, including understanding what, where, and how.

**3** How do the legacy issues with the site limit or shape what can happen and what additional actions does the County need to take to manage these issues?



Investigate implications of future development or change on the site and legacy issues, mitigation, and management.

## What is a Vision Plan?

A vision plan is a long-term planning document that lays out a conceptual vision to guide future growth and development of a particular site or area. The **Vance Vision** includes:

- **Shared Goals:** A shared set of goals and desired outcomes with key stakeholders and broader community
- **Needs, Opportunities and Challenges:** Specific needs identified, and how and where they can be accommodated
- **Design Framework:** A design framework (vision map) identifying development areas and high level uses or themes, connections and circulation, and open space or other community amenities
- **Implementation Actions:** Specific strategies, actions, and partnerships needed to realize individual portions of the vision plan



# Engagement Process + What We Heard

The goal of the engagement process is to center the voices of underrepresented and marginalized communities about their vision for the Vance Properties as well as hear from County staff about what potential County needs could be accommodated on the site.

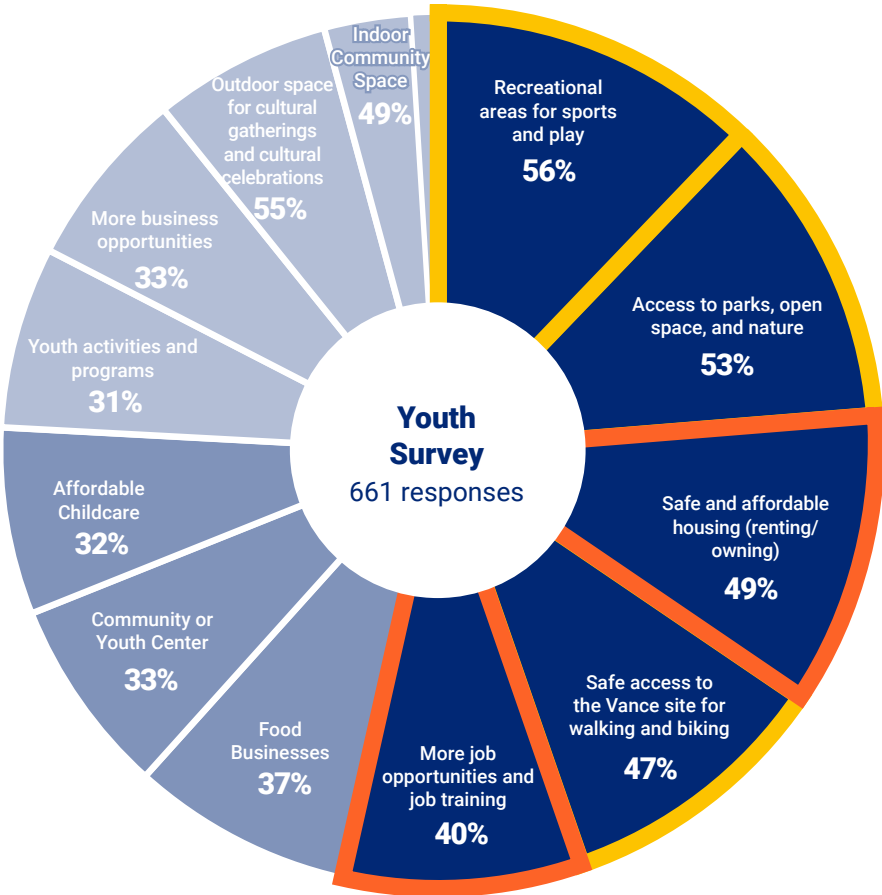
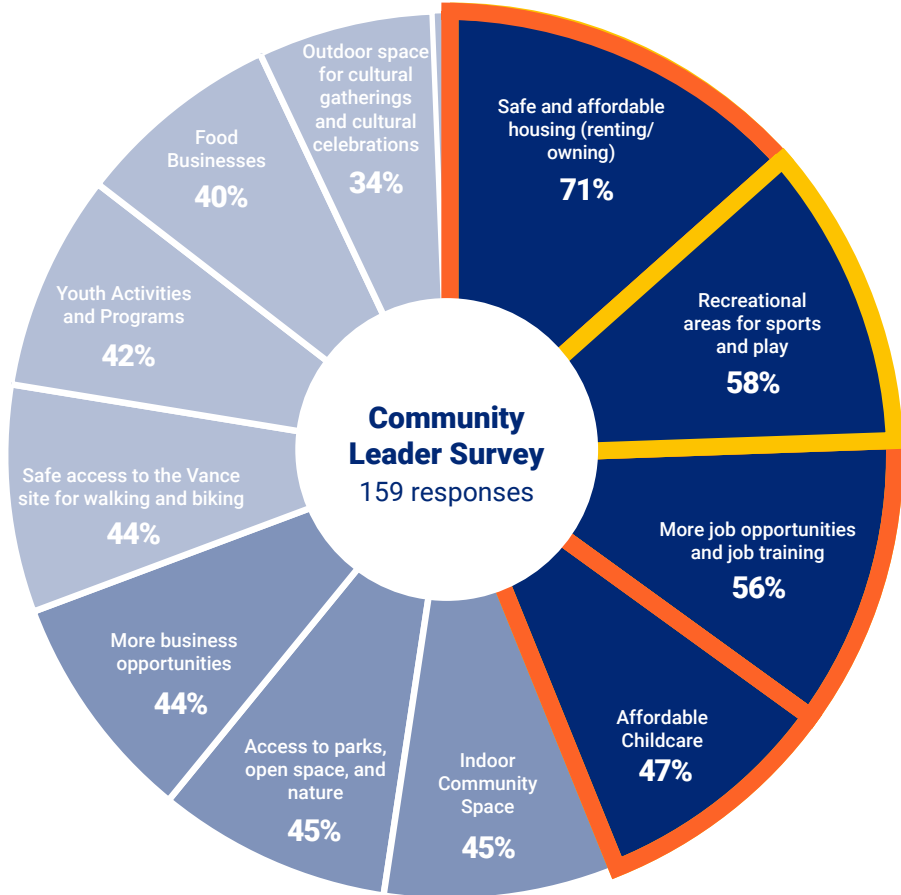
## Community Leadership Model

Central to all outreach and engagement efforts of this project was the formation of a Community Leader Group composed of 12 people representing Rockwood’s marginalized communities and communities of color. The core purpose of the Community Leader Group was to build the capacity and knowledge of community members of the Vance project, and utilize their social and cultural networks to reach voices that are traditionally underrepresented. All Community Leader Group members were compensated for their time.



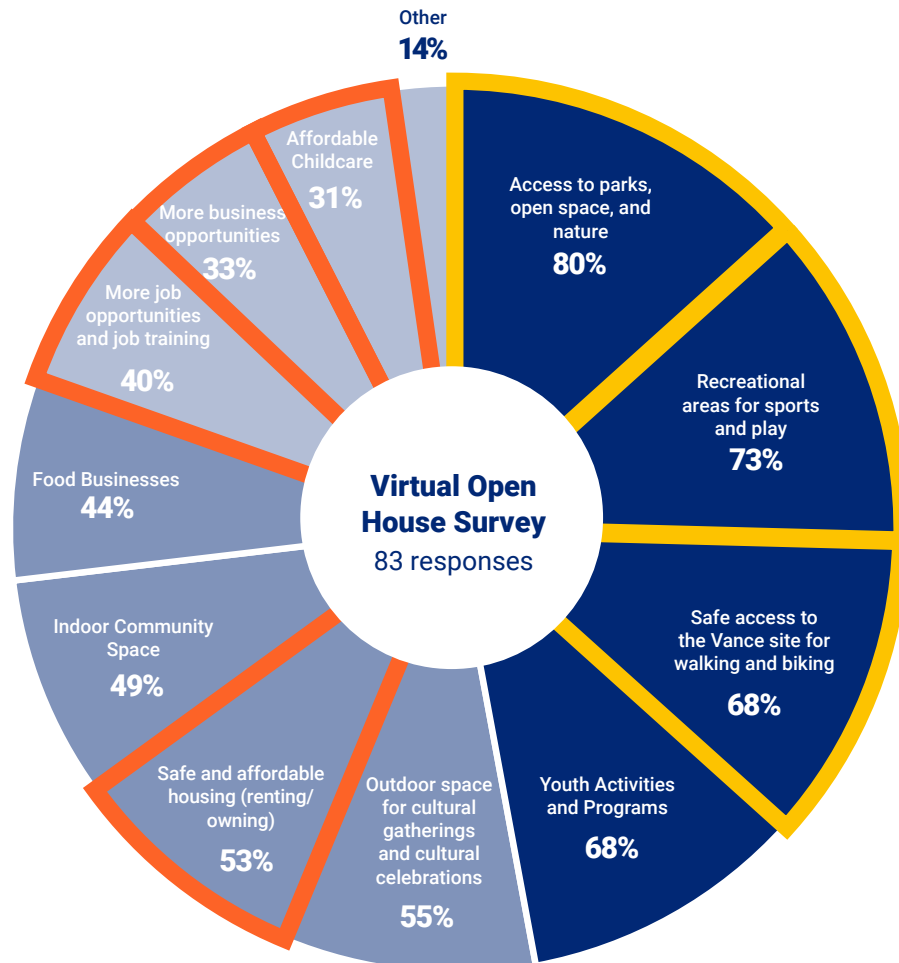
# Highlights of What We Heard: Responses from All Visioning Surveys

What do you feel are the top community priorities for the neighborhood? Choose top 6.





A detailed summary of what we heard from community members during the engagement process can be found in Chapter 4 (page 51).



## Participants had similar priorities across all the surveys, but there are key differences among BIPOC and youth.

Among the top six priorities, the following were consistent across all the visioning surveys (highlighted in yellow):

- Access to parks, open space, and nature
- Recreational areas for sports and play, and
- Safe access to the Vance site for walking and biking

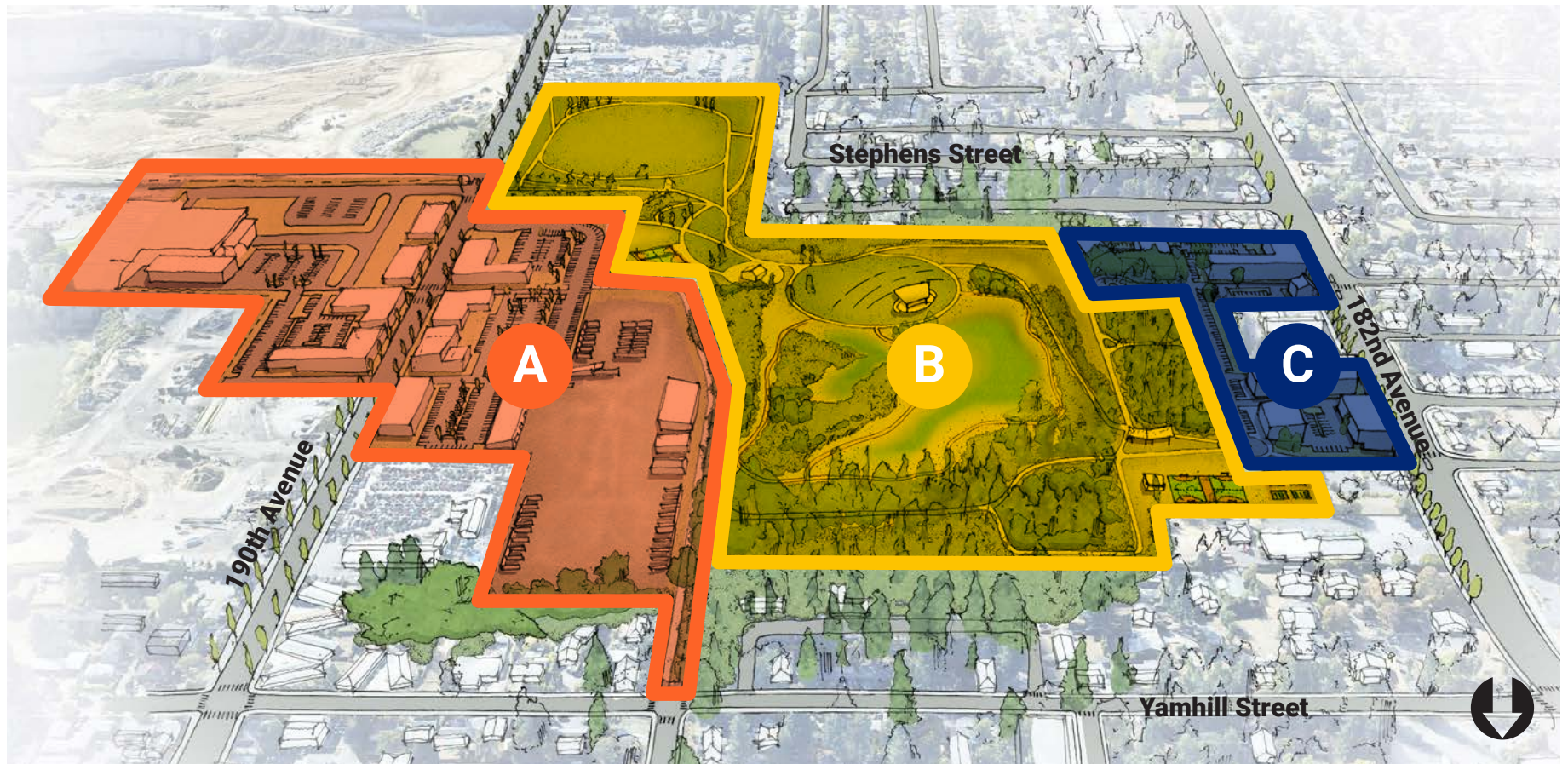
BIPOC communities and youth respondents also identified the following as top priorities (highlighted in red).

- Safe and affordable housing (renting/owning)
- More job opportunities and job training, and
- Affordable childcare

These top priorities differed from the other priorities identified in the Virtual Open House Survey (VOH survey). Participants in the VOH survey tended to be more white, affluent, younger, and represent households without children compared to participants in the Community Leader and Youth surveys.

# Vance Vision + Design Framework

During the planning process, three distinct subareas emerged that have their own unique features, challenges, and opportunities for meeting both the County and community's needs in the future. The vision for each subarea include opportunities for parks, recreation, and open space, affordable housing, community-focused employment areas, enhanced pedestrian and bike-friendly streets, and complete connections to nearby amenities and transit.



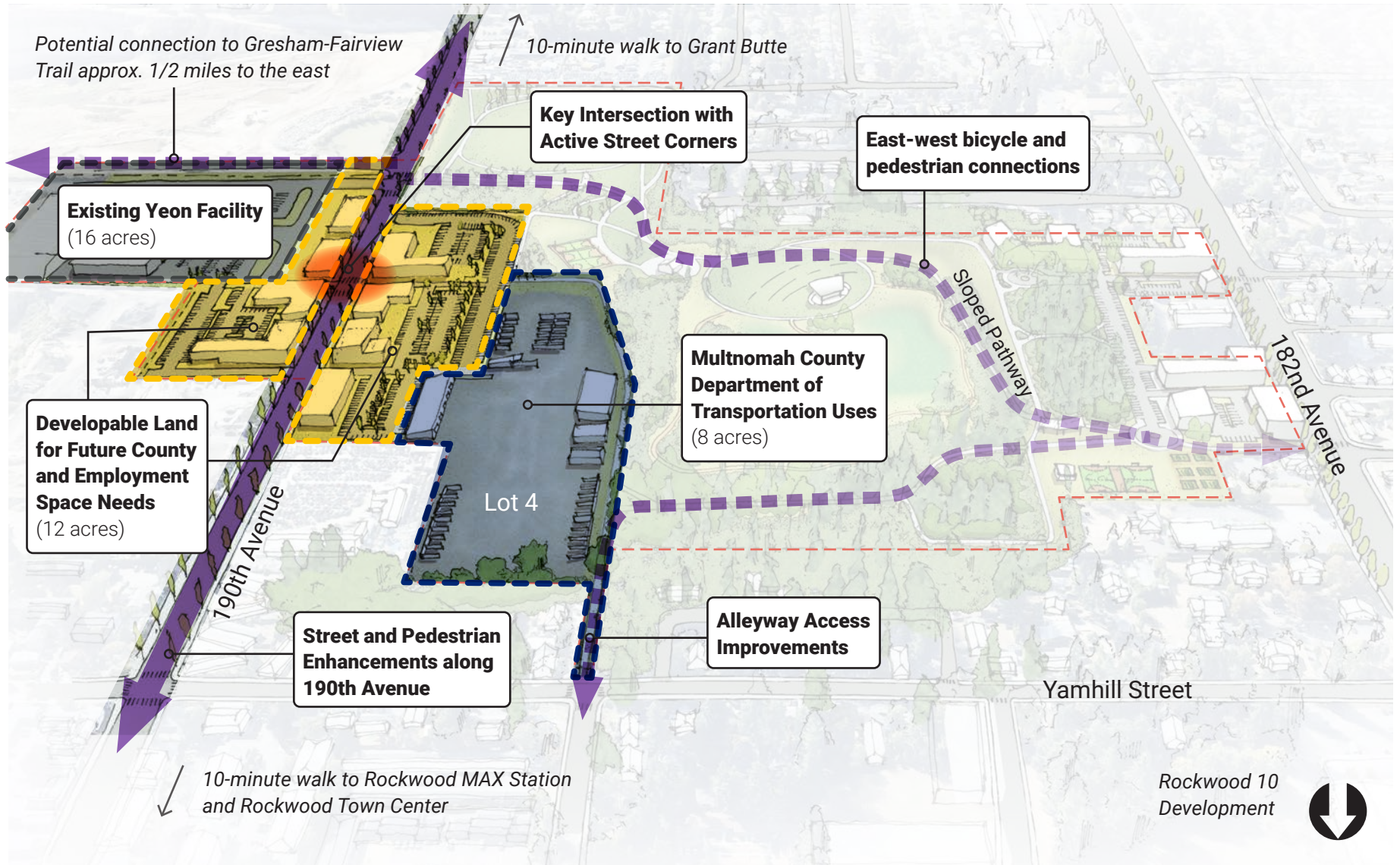
**A** 190th Employment Corridor

**B** The Park, the Pit + Slope

**C** 182nd Corridor Site 1 + 2



# A 190th Employment Corridor Vision





# B Vance Park, the Pit + Slope **Vision**

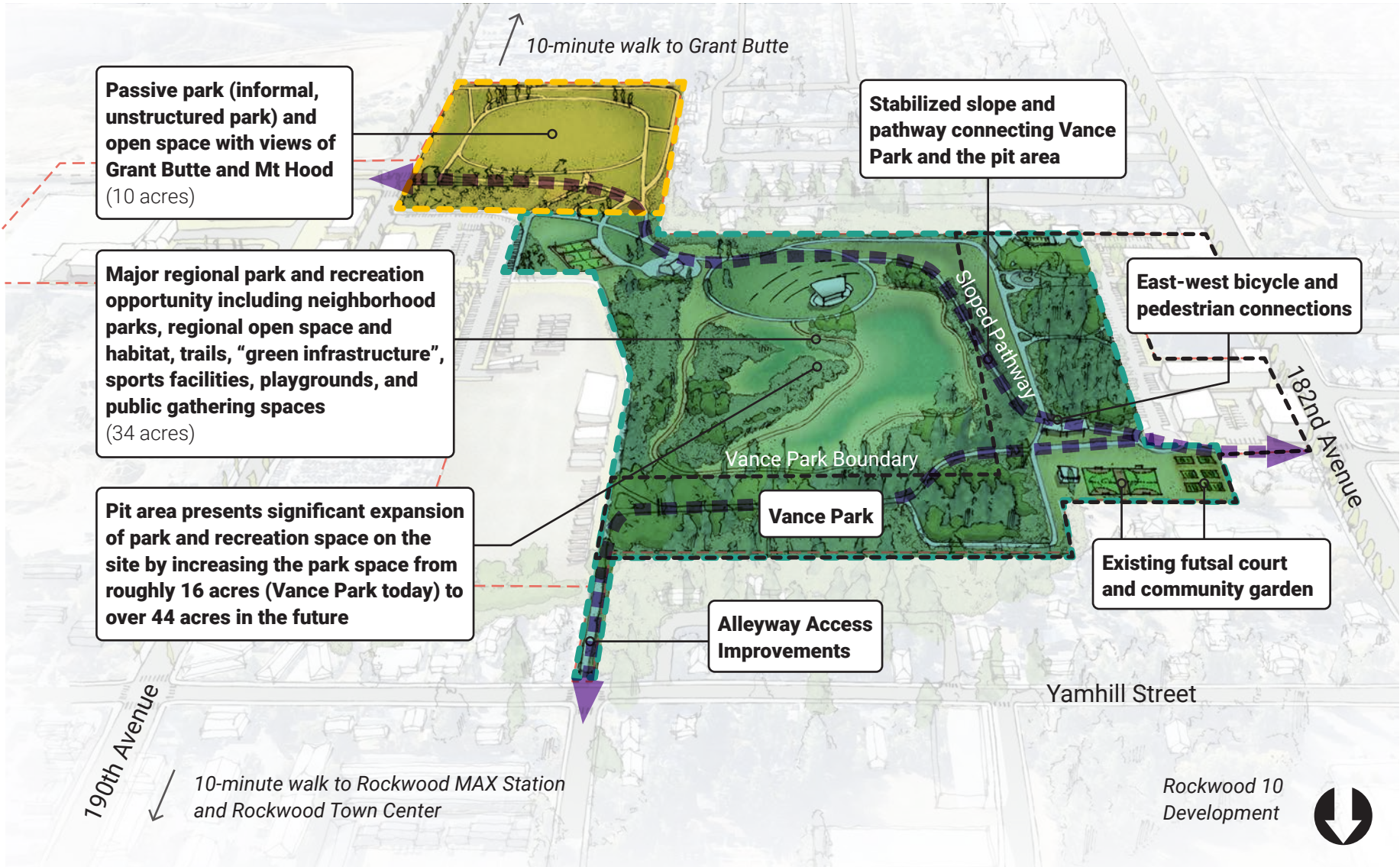


Image credit: Underlying visuals by YBA Architects and GreenWorks, overlay graphics by Cascadia Partners



# C 182nd Corridor Site 1 + Site 2 Vision

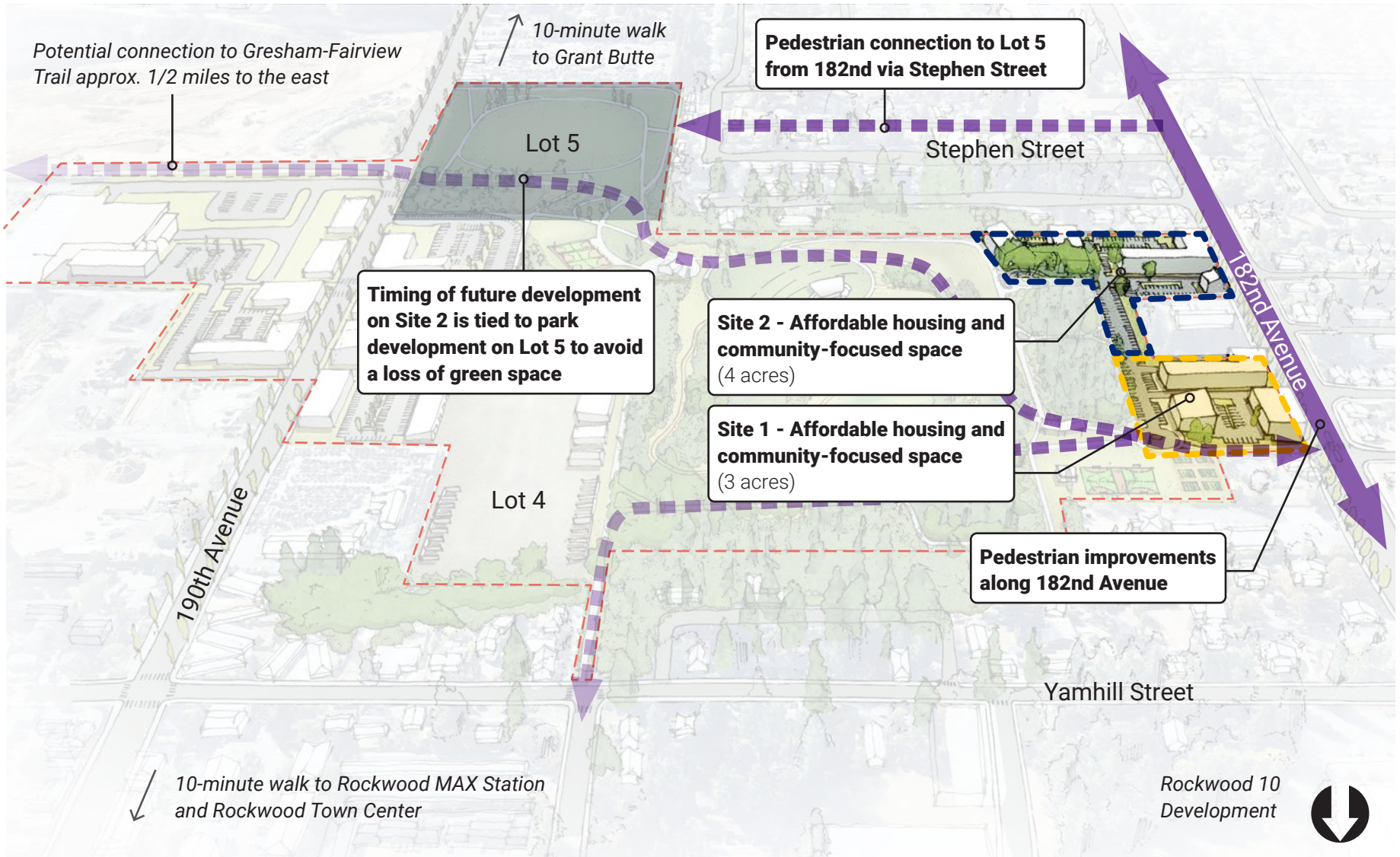











Image credit: Underlying visuals by YBA Architects and GreenWorks, overlay graphics by Cascadia Partners

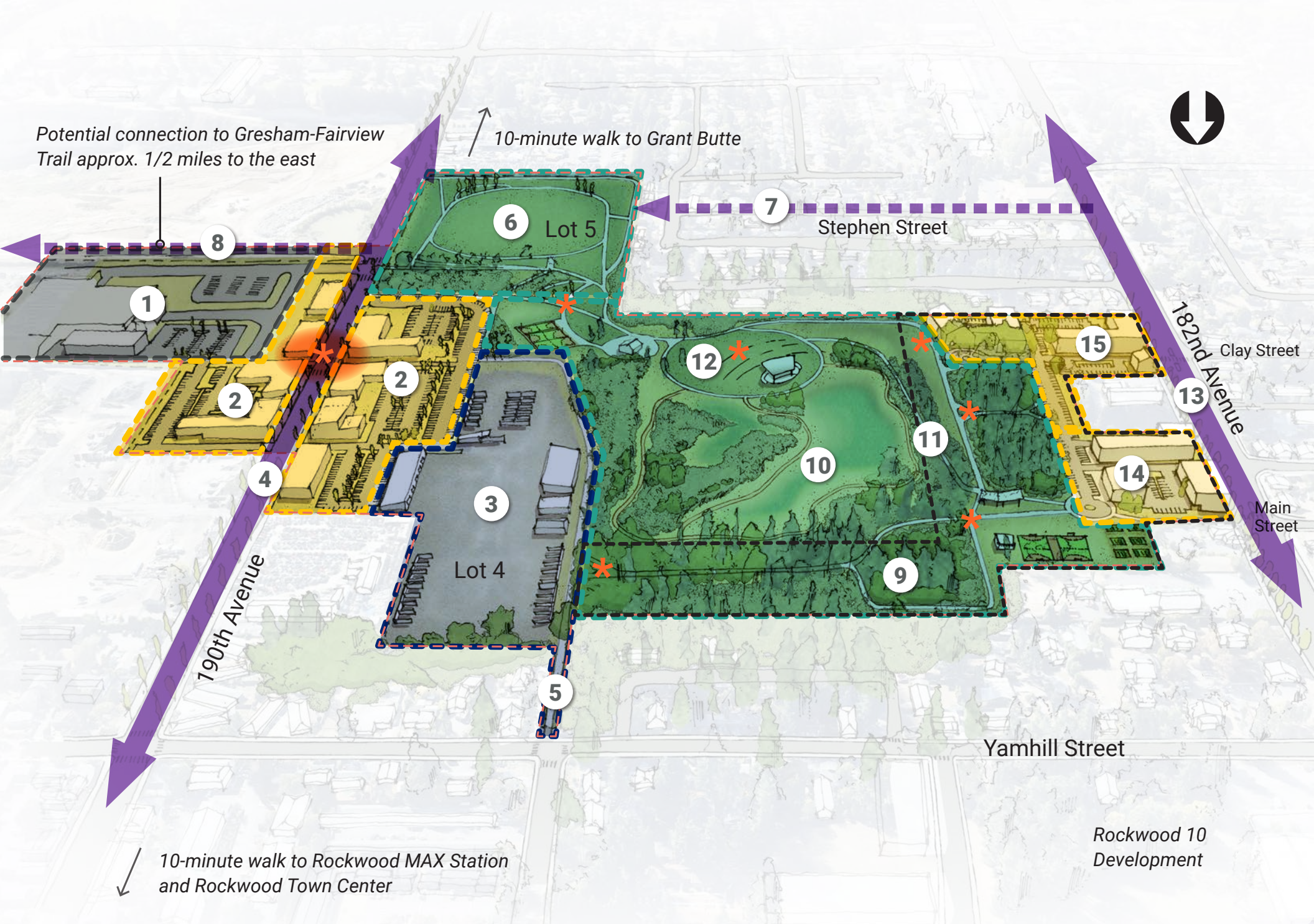
# Vance Properties Proposed Design Framework Map

## Legend

-  Vance Properties Boundary
-  Existing Vance Park Boundary
-  Pedestrian and Bike-friendly Street Improvements
-  Potential Trail Connection
-  Existing County Facility
-  Future Development Areas
-  Park, Recreation, and Open Space Areas
-  Known Future County Facilities
-  Landmarks and Focal Points

-  **1** Existing Yeon Facility and Annex
-  **2** Employment area including potentially new Animal Services Building
-  **3** County Transportation uses
-  **4** Pedestrian and bike-friendly street improvements on 190th Avenue
-  **5** Improved alleyway access
-  **6** Lot 5 open space and/or turf field for sports
-  **7** Neighborhood street access to Lot 5
-  **8** Pedestrian trail access to Gresham Fairview Trail
-  **9** Vance Park (existing)
-  **10** Natural area with walking trails
-  **11** Sloped pathway connecting Vance Park to the Pit Area
-  **12** Recreational facilities and open space for community gatherings and events
-  **13** Enhanced pedestrian crossings along 182nd on Main Street and Clay Street
-  **14** Affordable housing and community-focused space
-  **15** Affordable housing and community-focused space linked to Lot 5 development





Potential connection to Gresham-Fairview Trail approx. 1/2 miles to the east

10-minute walk to Grant Butte

Stephen Street

182nd Avenue  
Clay Street

Main Street

190th Avenue

Yamhill Street

Rockwood 10 Development



# Vance Implementation Roadmap

Planning and developing the Vance Properties could take many years and multiple phases which is typical for large-scale developments like the Vance site. The Vance Implementation Roadmap provides a snapshot of the recommended strategies and actions organized by subareas. These are steps the County and agency and community partners should pursue in the near and long-term to realize the goals and priorities of the community and the County on this unique and significant development opportunity.

**Figure 1. Design Framework Subareas**



Potential Partnerships



Community Engagement



County Space Planning



Seek Funding

## Near-Term

## Long-Term

**A**

### 190th Employment Corridor

Stay engaged in Rockwood Urban Renewal Area (URA); proactively seek partners that can help finance, develop, and operate future space needs.

Track Metro's evaluation of Title IV land policy which is likely to happen in 2022.

Continue to refine Animal Service space needs and proceed with a site planning process.

Continue to refine Transportation Division space needs. Approximately 14 acres has been identified for continued storage and maintenance needs.

Proceed with future County space planning process for additional developable land available along 190th.

Continue to seek state and federal funds for investigation, clean up, site remediation, and development readiness of legacy landfills and contaminated areas.



# B

## Vance Park, the Pit + Slope

Stay engaged in the City of Gresham’s funding streams for the recently established Parks and Recreation Department.

Continue to refine community-focused park and open space elements during upcoming engagement.

Present this unique, 44-acre open space opportunity to Metro.

Complete a park master plan in partnership with Metro, the City of Gresham, or both.

Lot 5:

- Continue monitoring methane release.
- Develop protocols for additional testing.
- Retain ownership of the property to ensure it can be permitted as a public park with exceptions granted in the City of Gresham’s current Heavy Industrial (HI) zoning.

Seek grant funding for a park master plan, if large-scale Metro bond dollars cannot be secured in the near-term.

# C

## 182nd Corridor, Site 1 + 2

Focus current Metro engagement funds to conduct deeper engagement and hear feedback on a more detailed site program for both sites and continue to center voices of historically marginalized and underrepresented populations.

Consider a heavily discounted, long-term land lease to lower or remove the land cost for a nonprofit development partner.

Secure a nonprofit development partner to participate or lead in planning and pre-development.

Conduct pre-development due diligence to determine if there are any major issues with site 1 and 2.

Seek a rezone of Transit Low Density Residential (TLDR) zone to a higher density zone to allow for more modern affordable multifamily and mixed use development.

Prepare a development plan to help define spaces, prepare cost estimates and produce the detail required to secure funding.

Near-Term

Long-Term



