

WAVANCE VISION

March 2022



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

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Rockwood Public Library
Metro

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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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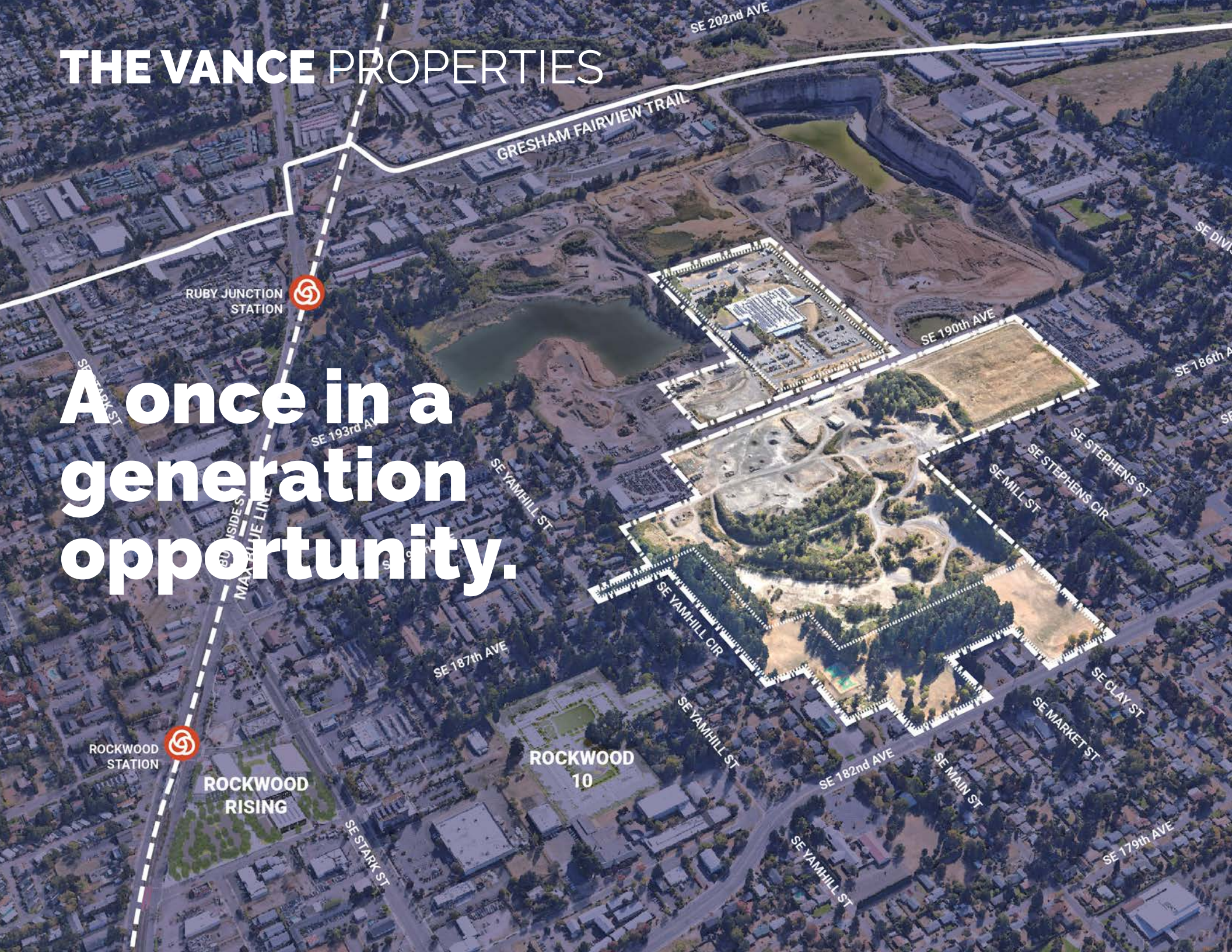
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THE VANCE PROPERTIES

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 MILL ST

SE 187th AVE

SE YAMHILL CIR

SE CLAY ST

SE STARK ST

SE 182nd AVE

SE MAIN ST

SE MARKET ST

SE 179th AVE

SE YAMHILL ST



GRANT
BUTTE

01

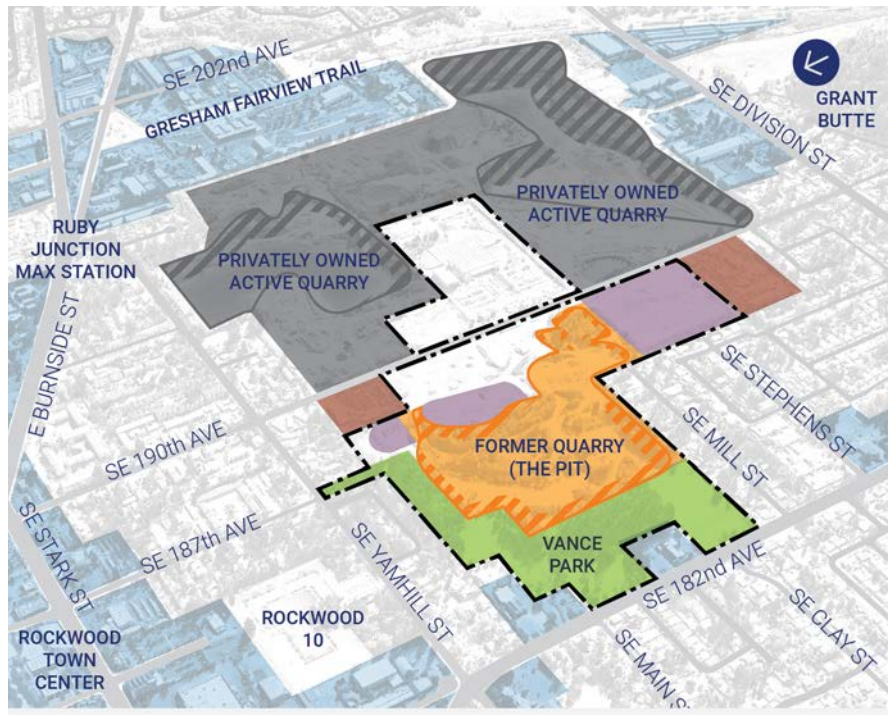
Executive Summary

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.

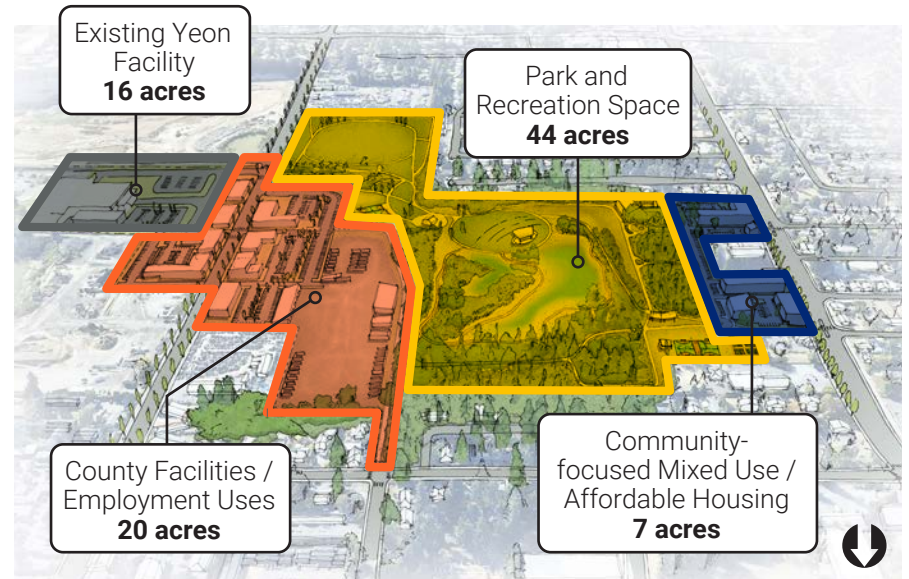
1 The Vance Properties is an underutilized 87-acre site in a land constrained region.



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.

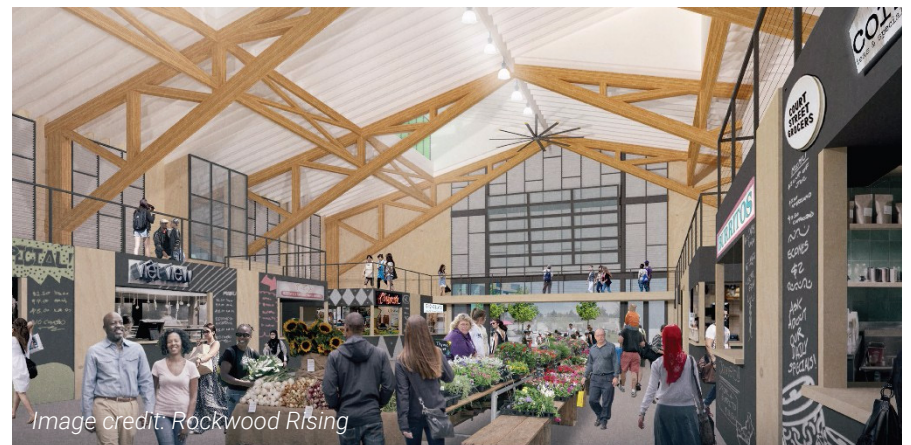
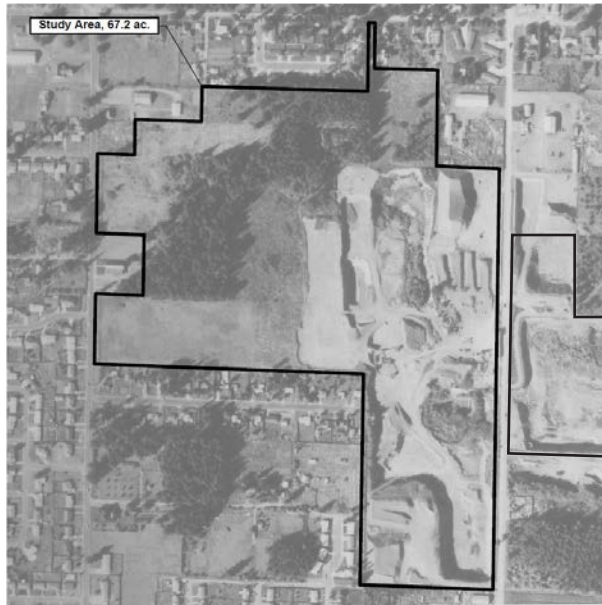


Image credit: Rockwood Rising

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

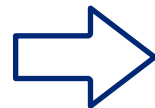
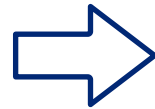
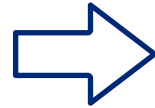
The new developments in Downtown Rockwood are focused on community-minded tenants and services such as business training and development, affordable healthcare and childcare, workforce training, micro food-oriented businesses, and commissary kitchen.

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



Goals

- Understand and accommodate known County needs and also ensure adequate space for as-yet unknown future facilities.
- Extensive public engagement to identify and prioritize community needs that can be accommodated on the site, including understanding what, where, and how.
- 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.

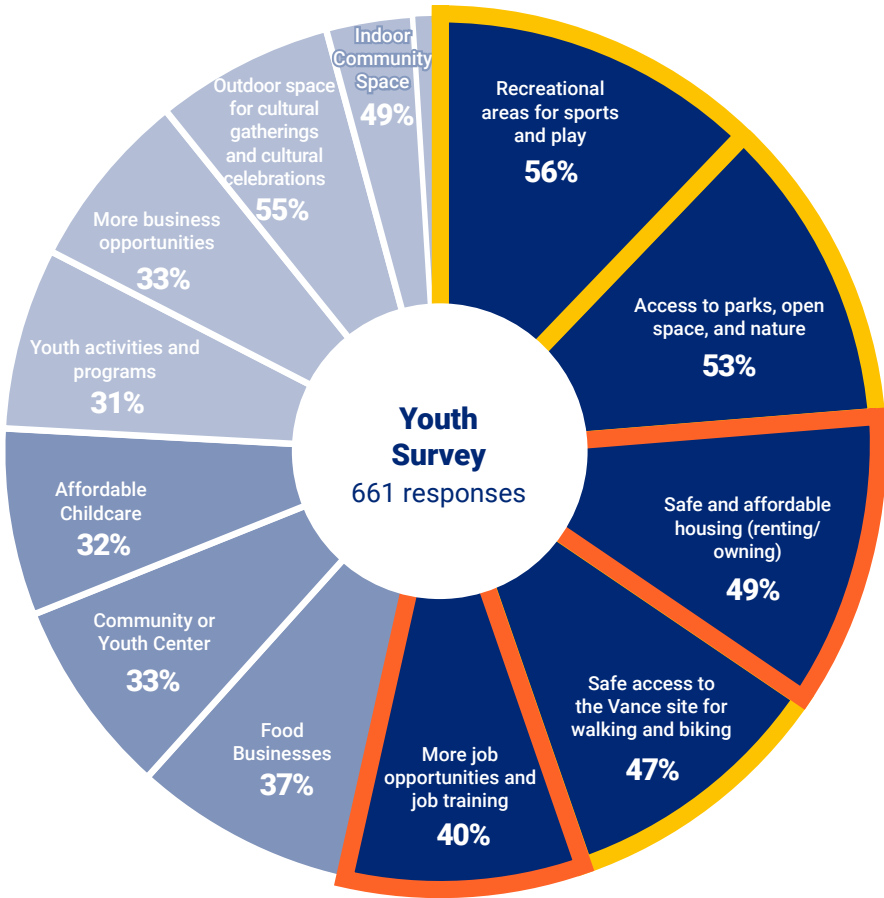
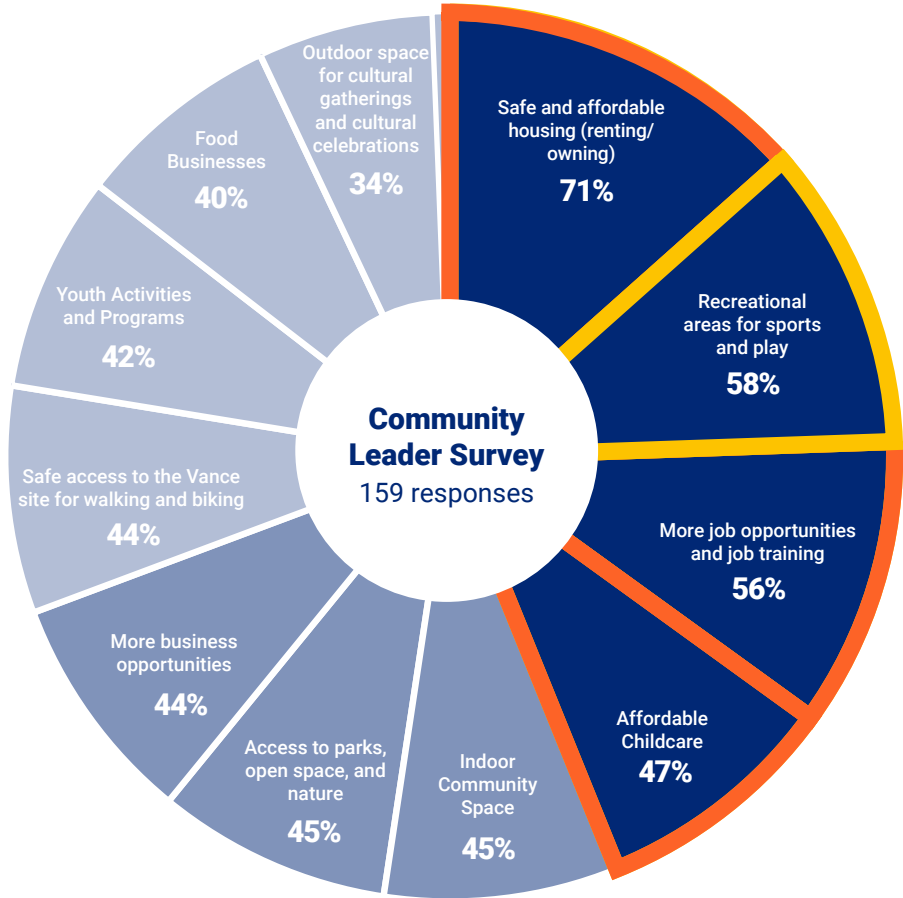
Community Leadership Model

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.

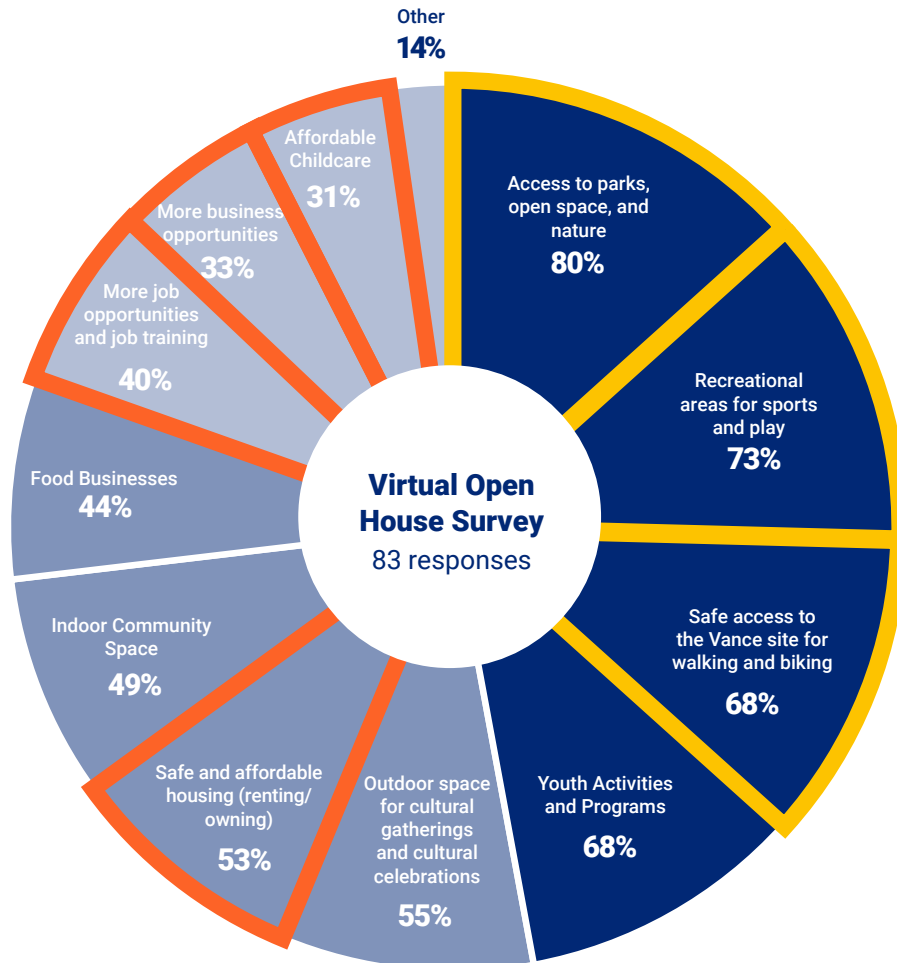


Highlights of What We Heard: Responses from All Visioning Surveys

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

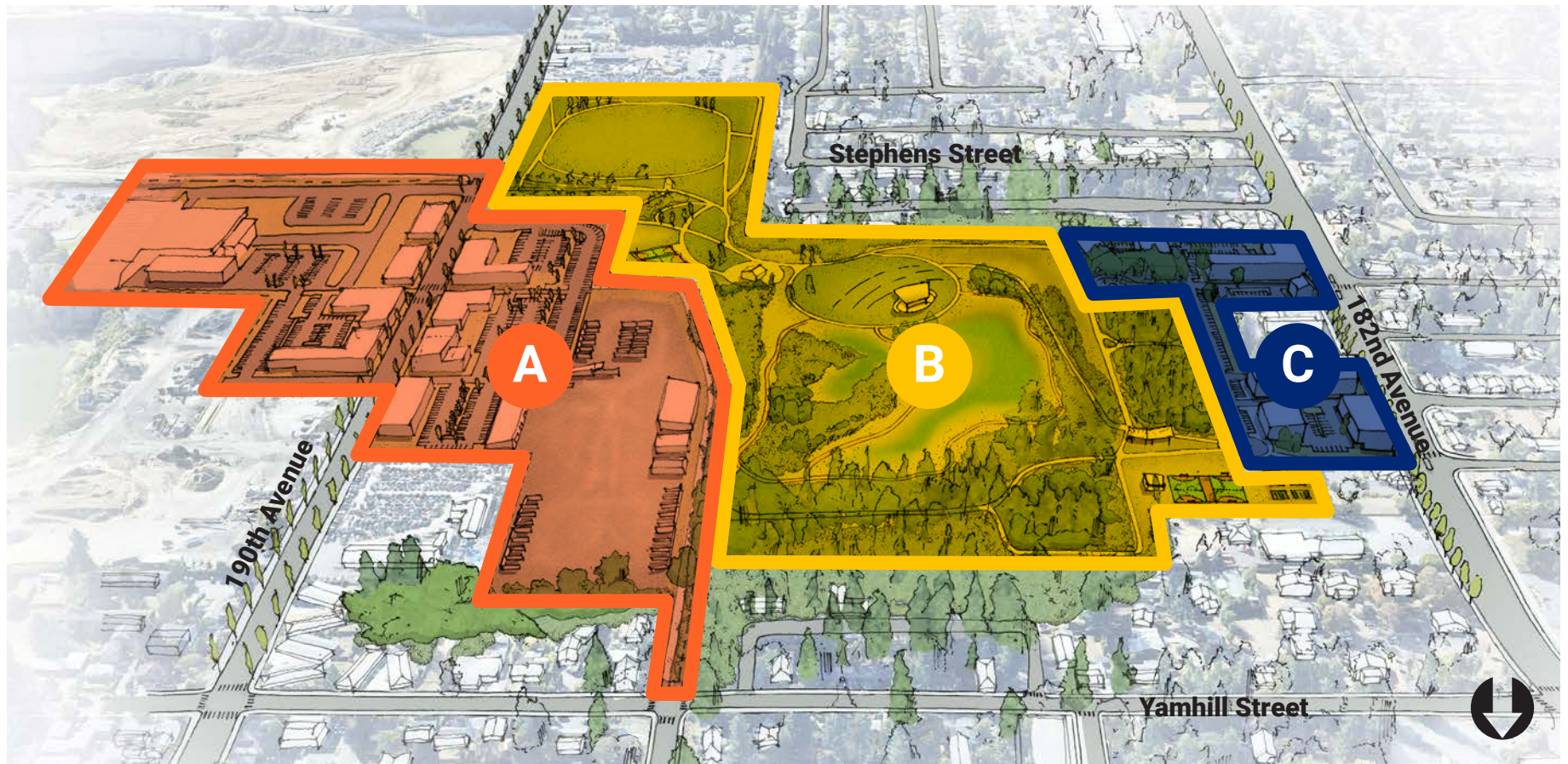
BIPOC communities and youth respondents also identified the following as top priorities (highlighted in red).

- 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.

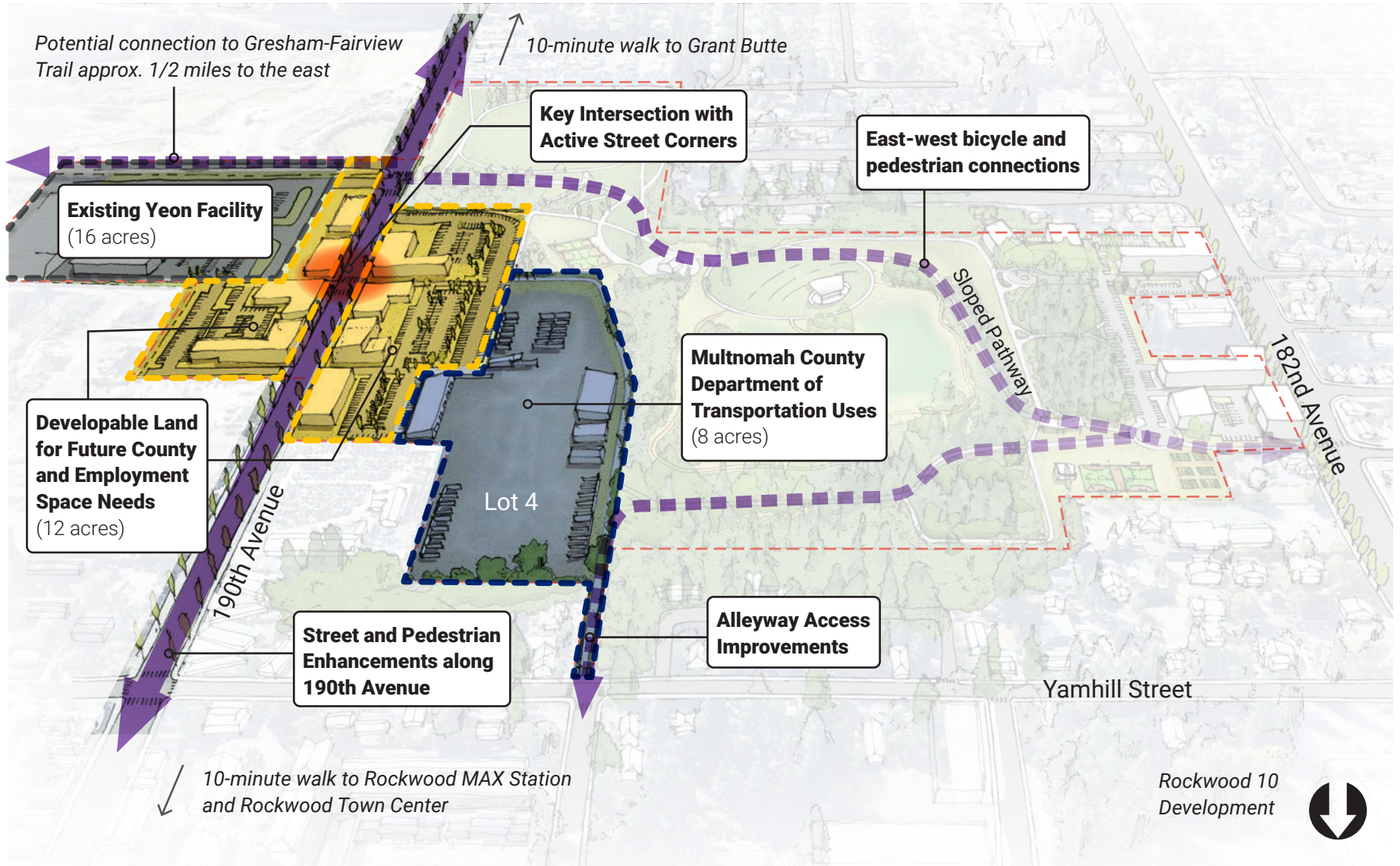


A 190th Employment Corridor

B The Park, the Pit + Slope

C 182nd Corridor Site 1 + 2

A 190th Employment Corridor Vision



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

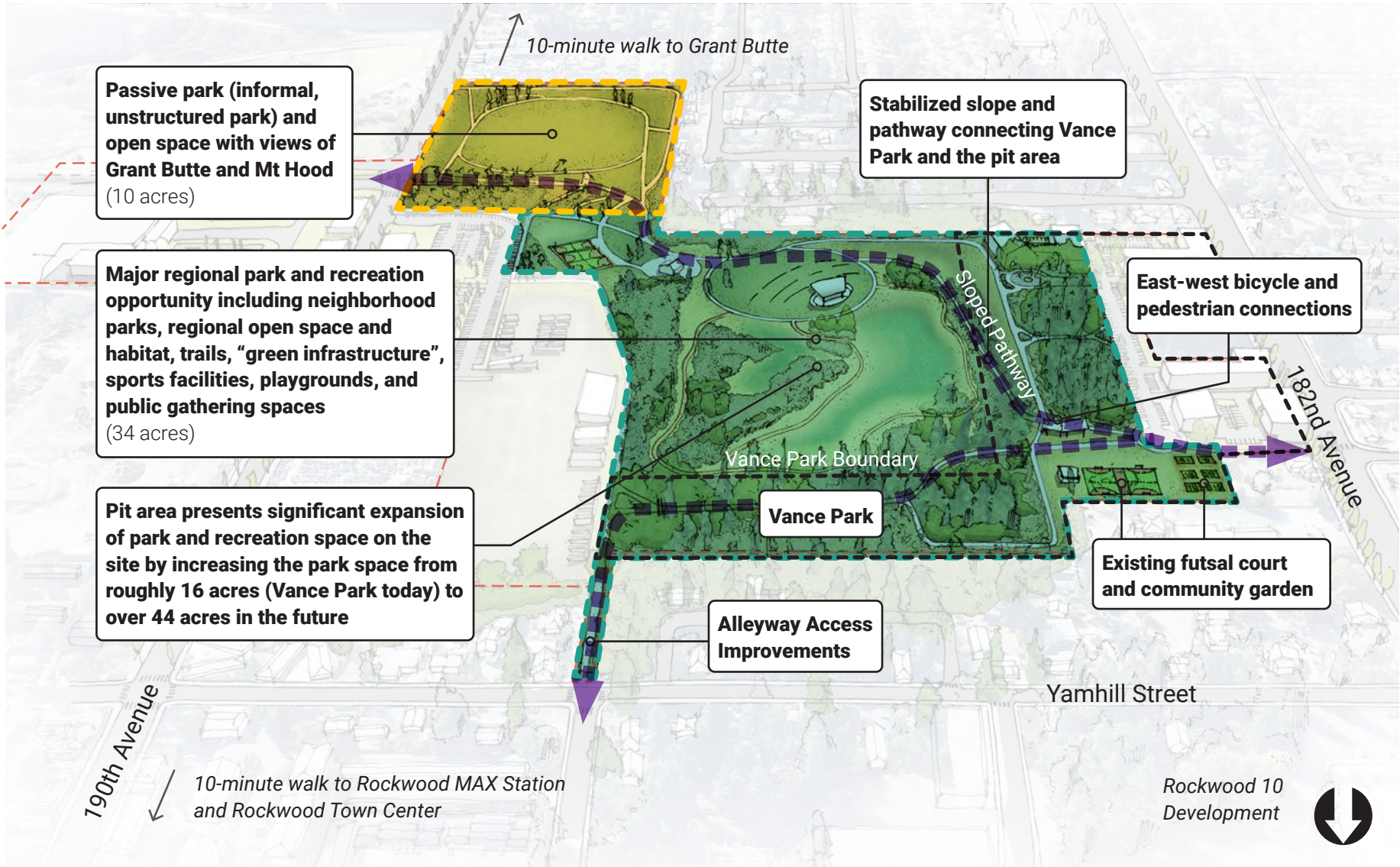


Image credit: Underlying visuals by YBA Architects and GreenWorks, overlay graphics by Cascadia Partners

C 182nd Corridor Site 1 + Site 2 Vision

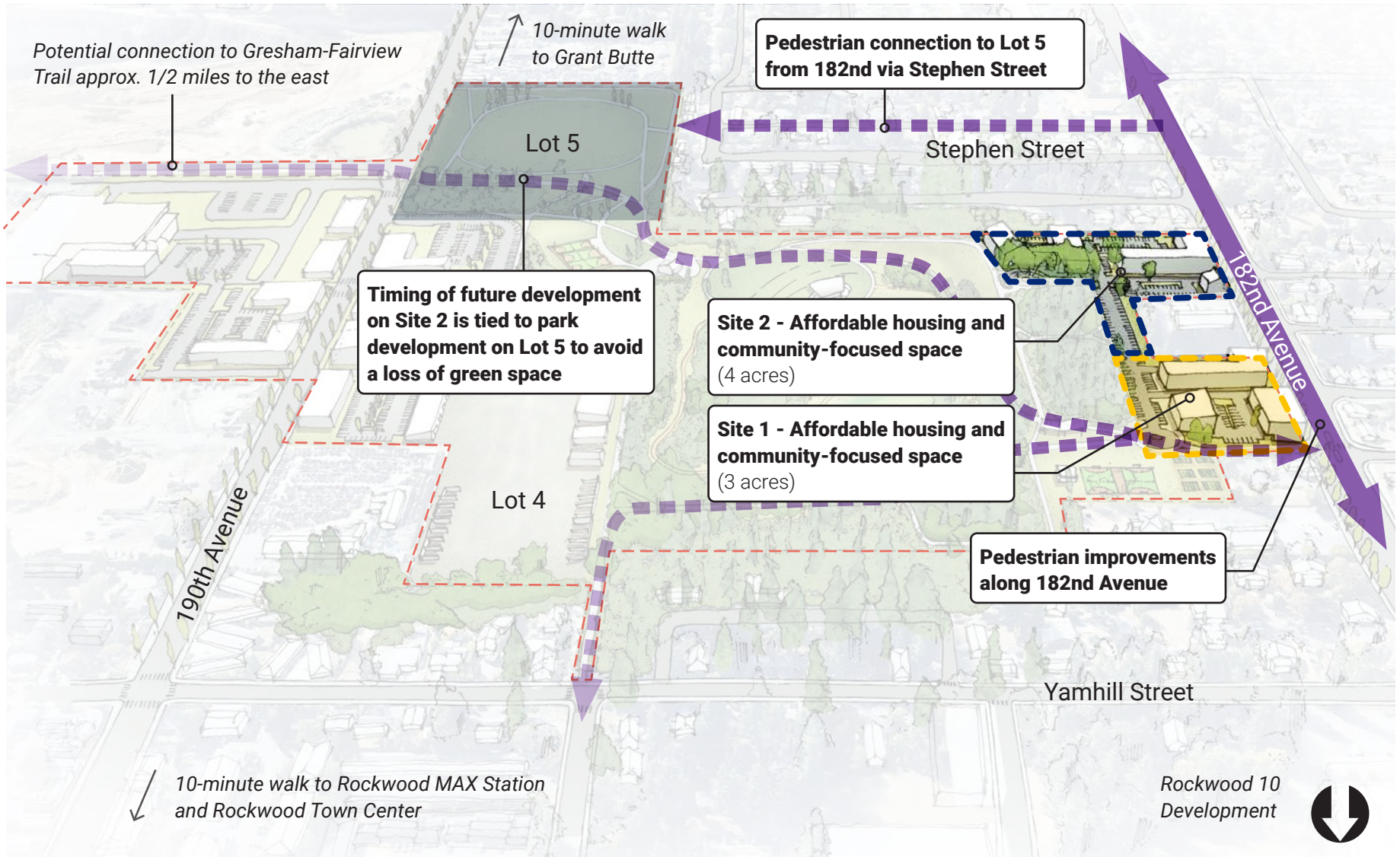











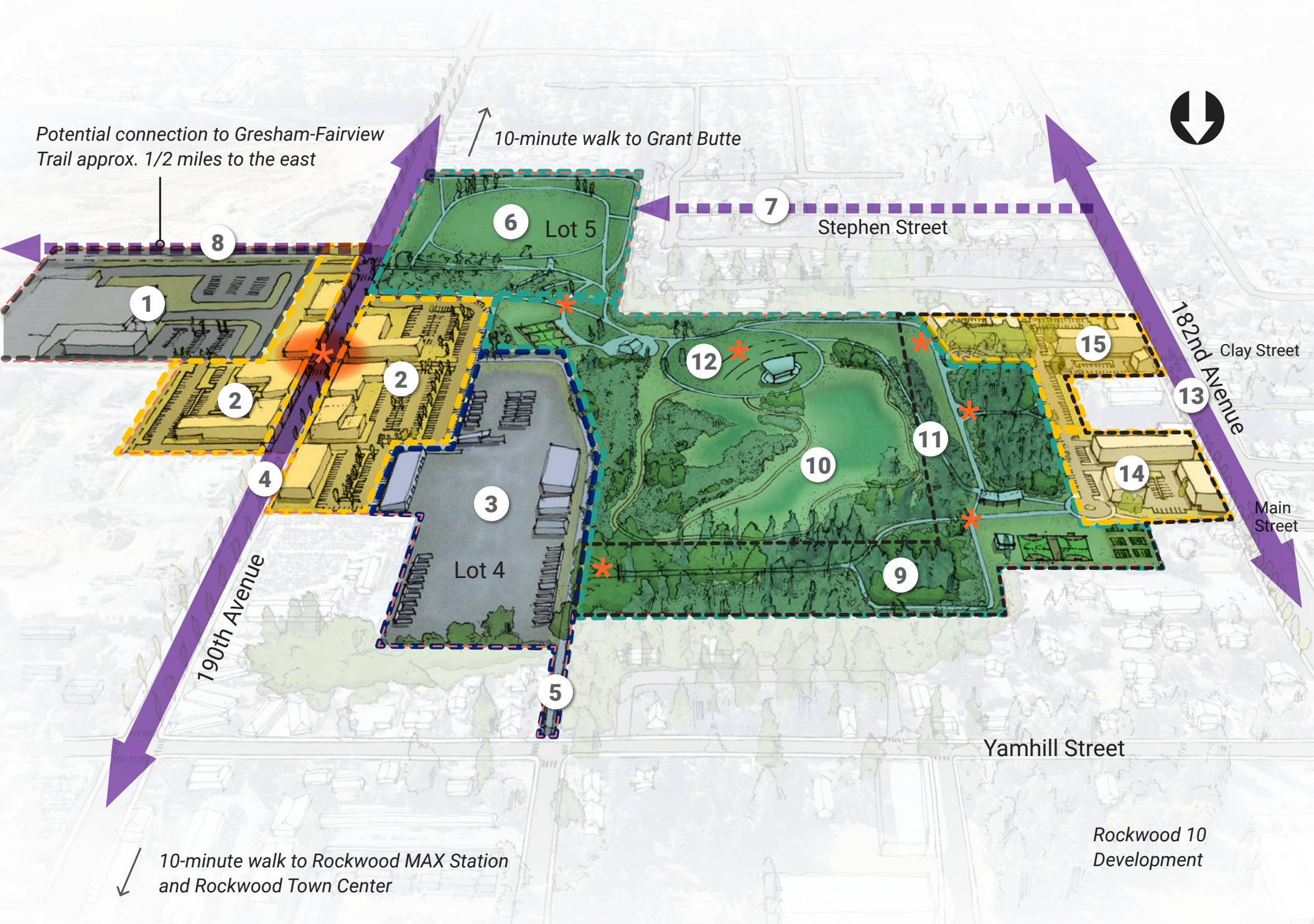
Image credit: Underlying visuals by YBA Architects and GreenWorks, overlay graphics by Cascadia Partners

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

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

190th Avenue

182nd Avenue

Yamhill Street

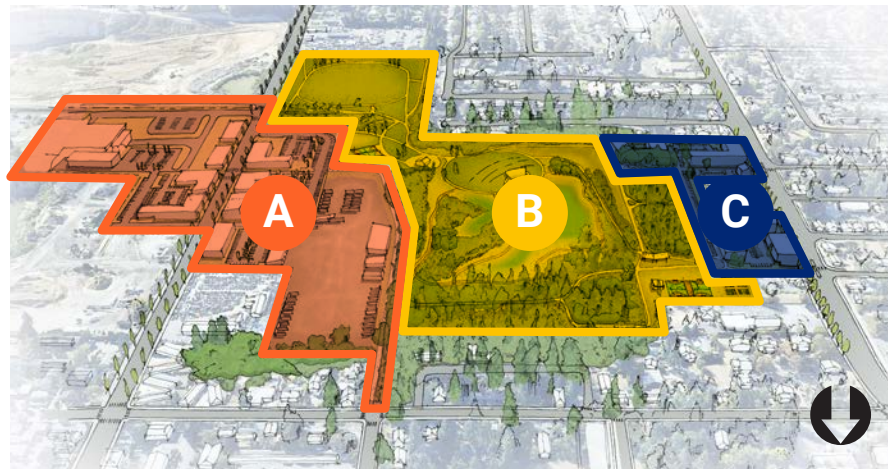
10-minute walk to Rockwood MAX Station and Rockwood Town Center





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

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.

Long-Term

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



02

Introduction

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The Vance Properties is one of the largest undeveloped areas in East Multnomah County with opportunities to serve the community in many ways.

The 87-acre site is owned by Multnomah County and surrounded by a rich, vibrant, and growing multicultural community between the Rockwood and Centennial neighborhoods in the city of Gresham. The Vance Properties is a unique and catalytic opportunity to expand on the

ongoing community-focused growth and development currently underway in Gresham.

The physical landscape of the site is poised to be a one-of-a-kind regional destination for parks, recreation and open space. Vance Properties also presents opportunities for more community-serving affordable housing, businesses, community spaces, and greater walkability and connectivity.

Some parts of the site will be needed for future County services, and the County is seeking partnerships and pathways to provide benefits that are important to the community as well.

Project Purpose + Goals

In late 2019, Multnomah County began the Vance Vision project. This project is the first step in a multi-year planning and development process to implement the vision of both the community and County for the site.

This effort was prompted by the recognition of future County facility needs that could potentially be accommodated on the site, as well as potential development opportunities that serve and benefit the surrounding community, including future parks and recreational spaces and other community-oriented development projects.

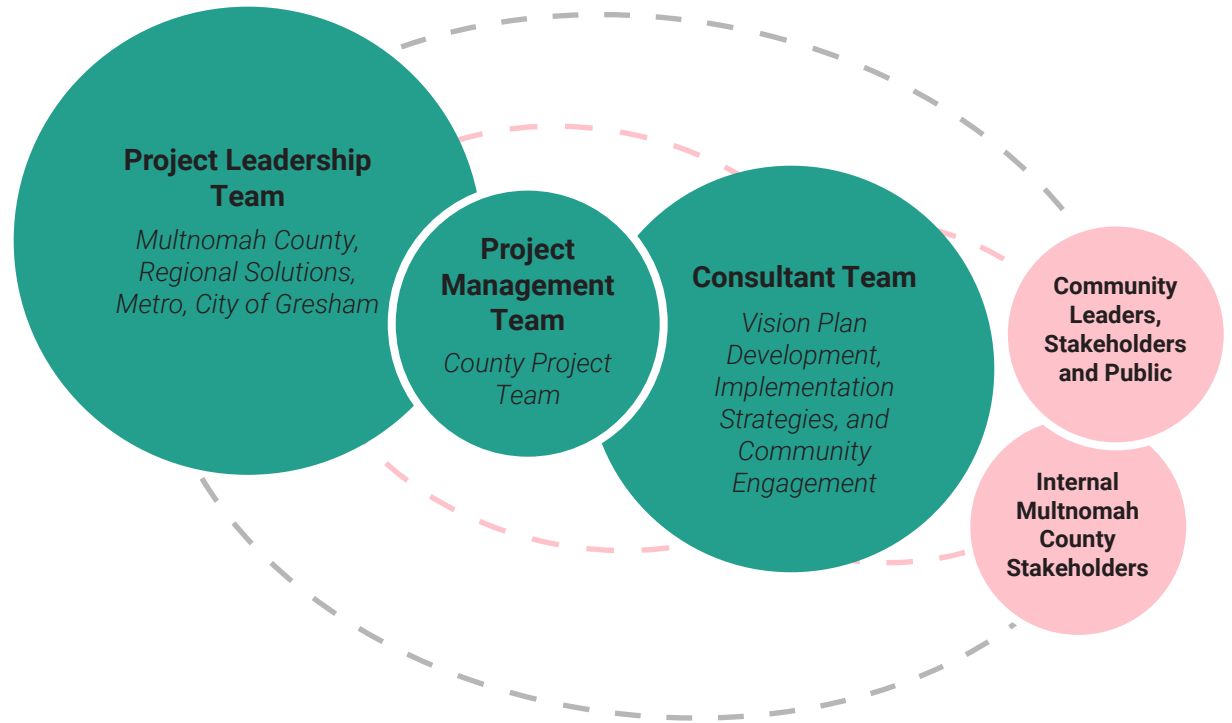
The purpose of this document is to:

1. Define a vision and design framework for the site based on community feedback, County needs and a technical analysis of the site, and
2. Set a roadmap for the County to bring the vision to life with key implementation strategies and actions.

Project Governance

The Board of County Commissioners will decide how and what types of development moves forward on the site based on community's feedback and County needs. Community members and County stakeholders will continue to be engaged in future planning and development efforts.

Figure 2. Vance Vision project organizational chart



Project Leadership Team

The project is guided by the Project Leadership Team which includes representatives from:

- State of Oregon, Regional Solutions Team
- Metro Regional Government
- Multnomah County Chair's Office
- Multnomah County Commissioner, District 4
- Multnomah County Departments

- City of Gresham
- Port of Portland

The role of the Leadership Team is to provide oversight and governance on the overall planning process, the County's project management team, and the consultant team.

Community Leaders Group

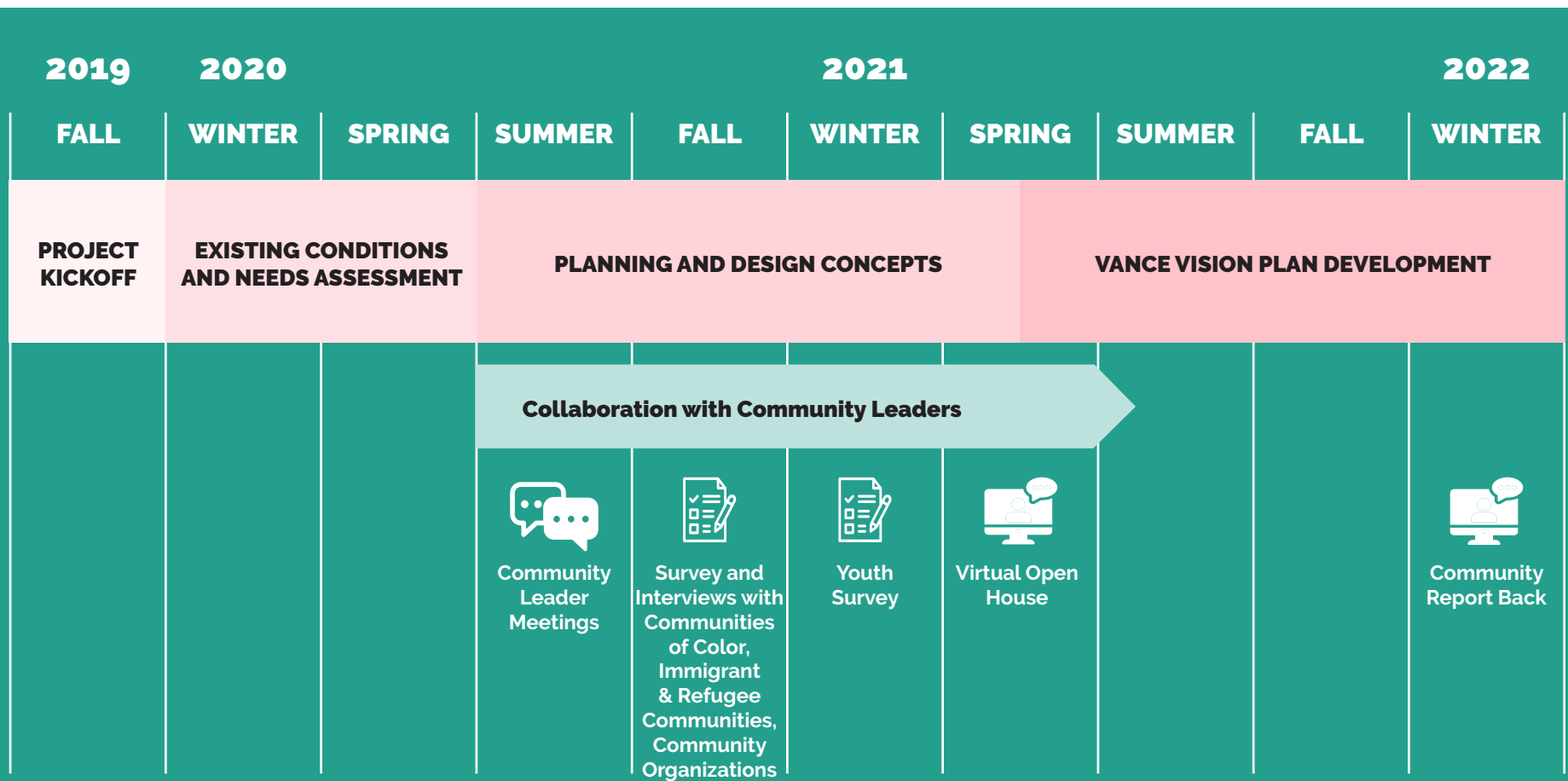
Given the diverse and multi-ethnic make-up of the neighborhoods surrounding the site, the consultant team partnered with local community leaders to act as a liaison between the consultant team and the community and to help center the desires, needs and visions of immigrant and refugee

communities, communities of color and lower income residents in the area.

The consultant team recruited a group of 12 Community Leaders to advise and support the project team with community outreach and engagement. Community Leaders were representative of the racial

and ethnic diversity of the surrounding area and include African American, Latinx, Russian, Ethiopian, Eritrean, Vietnamese, and Burmese members. All Community Leaders were offered a paid opportunity to build a deep understanding of the project, provide feedback, and help facilitate engagement activities.

Figure 3. Vance Vision project process and timeline

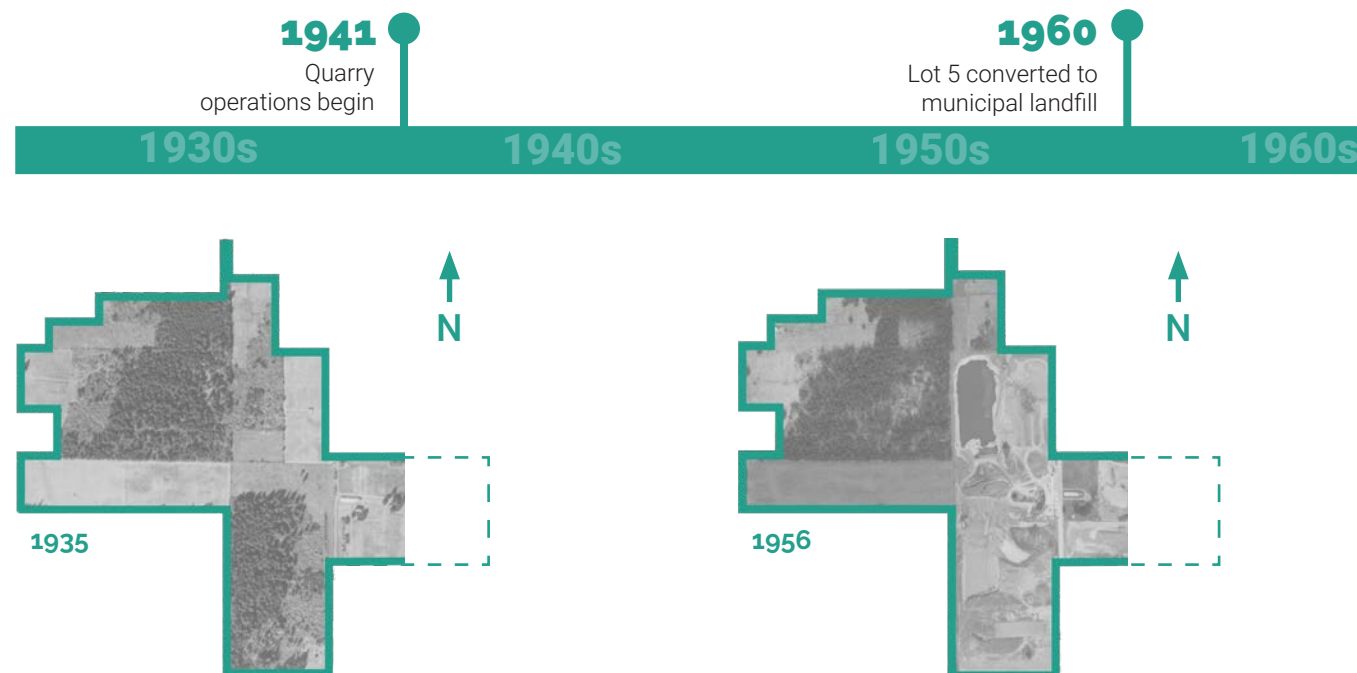


Vance Properties History + Background

A large portion of the Vance Properties is industrial in nature - in the 1940's, the western area of the site was used for quarry operations with some areas that were later converted to a municipal landfill in the 1960s. Quarry operations from the past created a large pit in the center of the site that exists today. Landfill operations ceased in the mid-1970s. The Yeon facility was constructed in the early 1980s on the east side of 190th Avenue. This facility houses multiple County facilities including the maintenance of the City of Gresham fleet vehicles. On the west side of the property, Vance Park was built in the mid-1970s and remains an active 17-acre park and recreational area. In the late 1990s, the County and the City of Gresham entered an intergovernmental agreement (IGA) for the City to manage Vance Park.

Since 2009, Multnomah County has completed several site condition assessments of the property and community outreach activities. Findings from these site condition assessment can be found on page 47.

HISTORICAL TIMELINE OF VANCE PROPERTIES





1970s
End of quarry operations

1974
Multnomah County creates Vance Park

1980

- Construction of Yeon Building
- Landfill materials from Yeon construction moved to Lot 5

1989
Cogan Sharpe Cogan develops a Master Plan Study of Vance Park/Vance Pit

1998
Multnomah County and City of Gresham enter an IGA for management of Vance Park

2010
Phase 1 Environmental Assessment completed

2011
Monitoring wells installed on Lot 5

2017
EPA Vision2Action Community Workshops and design charrettes for Vance Park

1970s

1980s

1990s

2000s

2010s

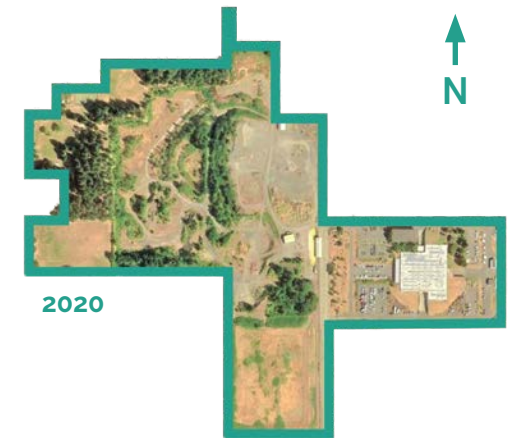
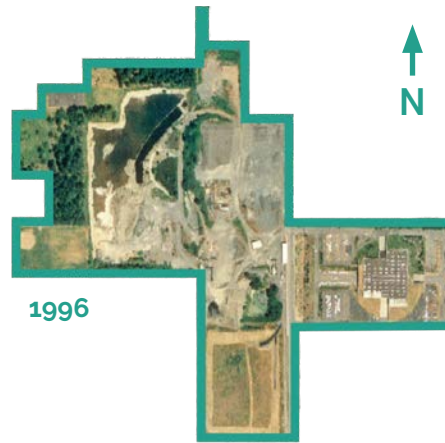
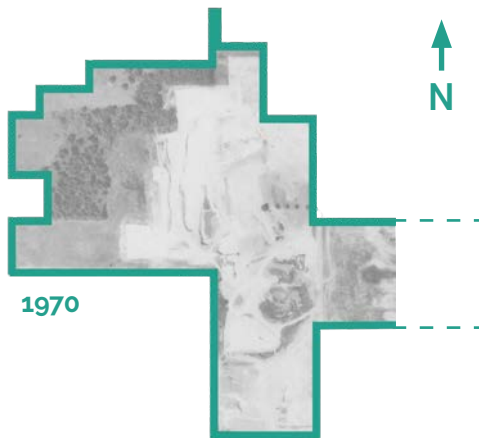
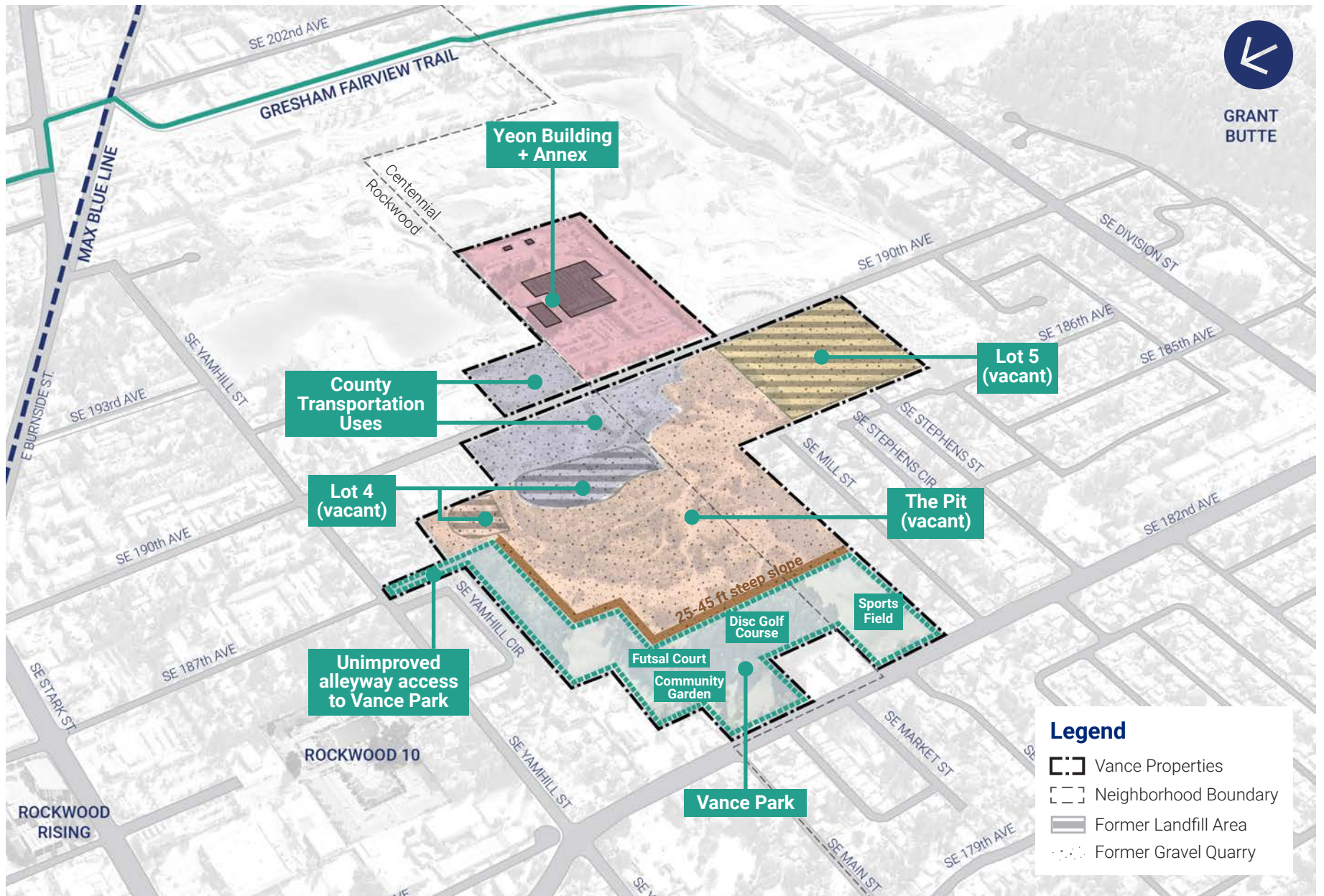


Figure 4. Current uses on Vance Properties



Vance Properties Today

Location and Context

The Vance Properties are located mostly between SE 182nd Avenue and 190th Avenue, and between SE Stark Street and Division Street. The properties sits within industrial, commercial, and residential areas in the Rockwood and Centennial neighborhoods of Gresham. The eastern edge is bordered by two privately-owned active gravel quarries and the western half of the site is surrounded by commercial areas, multifamily and single family residential homes.

Current Uses

Parts of Vance Properties function as an active site for various County uses. The Yeon Building is a County-owned building facing 190th Avenue and houses the Health Department, Department of Community Services, storage needs, and fleet vehicle maintenance. The Multnomah County Land Use Planning Division is located in the Yeon Annex adjacent to the Yeon Building.

Central to Vance Properties is the former gravel quarry, which is referred to in this plan as the Pit (see Figure 3). This area remains inaccessible to the general public. Landfill debris was used to fill some areas left from past quarrying operations which are located in Lot 4 and Lot 5 (see Figure 3).

Vance Park faces SE 182nd Ave and is an active park and recreational space with off-street parking and other amenities such as a mature tree cover, futsal court, community garden, playground, walking trails, open sports field, and a disc golf course. There is also a steep slope (varying between 25-45 feet) bordering the edge between Vance Park and the Vance Pit which is currently fenced off for safety reasons.

Quick Facts: Vance Properties

LOCATION

Between SE Stark St and SE Division, and between SE 182nd Ave and SE 190th Ave

PROPERTY SIZE

87 acres or the equivalent of about 50 soccer fields

OWNERSHIP

Multnomah County

CURRENT USES

NEIGHBORHOODS

- Rockwood
- Centennial

- Vance Park
- Health Department and the Department of Community Services, which includes Transportation and Land Use Planning at the Yeon Building and Annex
- City of Gresham Fleet Operations



INSIDE THE VANCE PROPERTIES TODAY



Walking paths along forested area at Vance Park



The steep slope edging Vance Park and the Pit



Disc golf course at Vance Park



Vance Park



Community garden at Vance Park



View of Mt. Hood from Lot 5



View of the Pit from Vance Park



SE 190th Avenue



Multnomah County Yeon Facility



Backward
Webb Ave
City Center

101
102
103

03

Community + Site Context

In this section:

- Demographics Snapshot **36**
- Locational Context **38**
- Site Analysis: Land Use + Zoning **39**
- Site Analysis: Connectivity + Access **42**
- Site Analysis: Environment + Contaminated Areas **46**

The Vance Properties are embedded in one of the most diverse and vibrant cultural hubs in all of Oregon.

The Vance Properties sit within the Rockwood and Centennial neighborhoods in Gresham, which are home to a population largely composed of people of color, immigrants and refugees, youth, and lower income households.

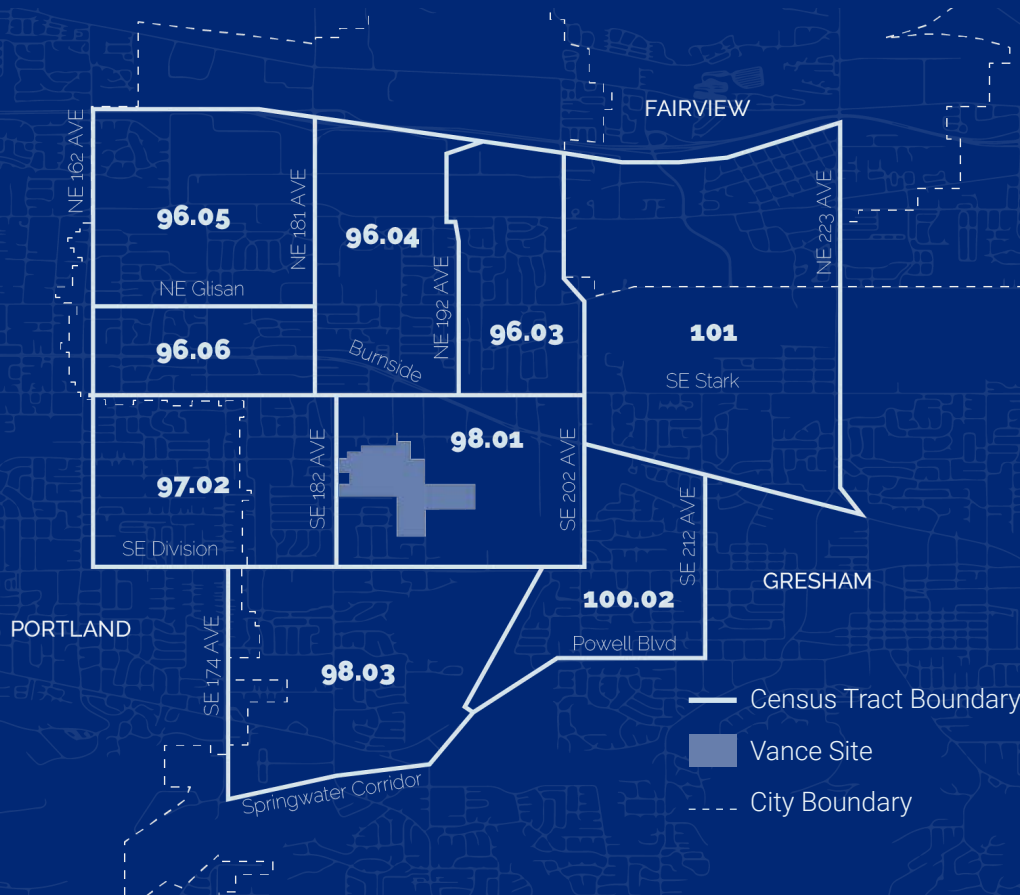
Understanding the demographics and context of the community is a first step in identifying the voices and priorities that should be represented in the plan.

This chapter provides an overview of the socio-demographic background of the community, and explores the existing conditions of the site and the surrounding area. It will provide a snapshot of neighborhood amenities, land use and zoning, connectivity and access, and the site's environmental context. Specific gaps and challenges on the site are also identified, which inform potential opportunities and strategies for future development.

Demographics Snapshot

The following pages show demographics for the census tracts surrounding the Vance Properties shown in Figure 4. A more detailed demographics analysis can be seen in Appendix A.

Figure 5. Selected census tracts for demographics analysis



Sources on page 15-16: U.S. Census Bureau; American Community Survey, 2014 - 2019 ACS 5-Year Estimates



AGE

Over a quarter of residents in the Vance properties area is under the age of 19 and residents are younger than the County as a whole.



RACE & ETHNICITY

The select census tract areas are more racially diverse with twice as many Hispanic or Latino residents than the County.



LANGUAGES SPOKEN AT HOME

There are over 90 spoken languages in Gresham and over 50 spoken languages in the Gresham-Barlow School District.



POVERTY BY RACE

While the overall percentage of people living below the poverty level has decreased between 2014 and 2019 by nearly a third, the Hispanic/Latino population has seen a 15% increase in poverty levels.



HOUSING COST BURDEN

Housing cost burden for household earning less than \$20,000 decreased between 2014 and 2019 while housing cost burden increased for households earning \$20-75,000.



HOUSING COST BURDEN BY RACE

More than half of all races living in selected census tracts are burdened by housing costs. The disparities are much higher for communities of color, especially Black/African American and Indigenous households.



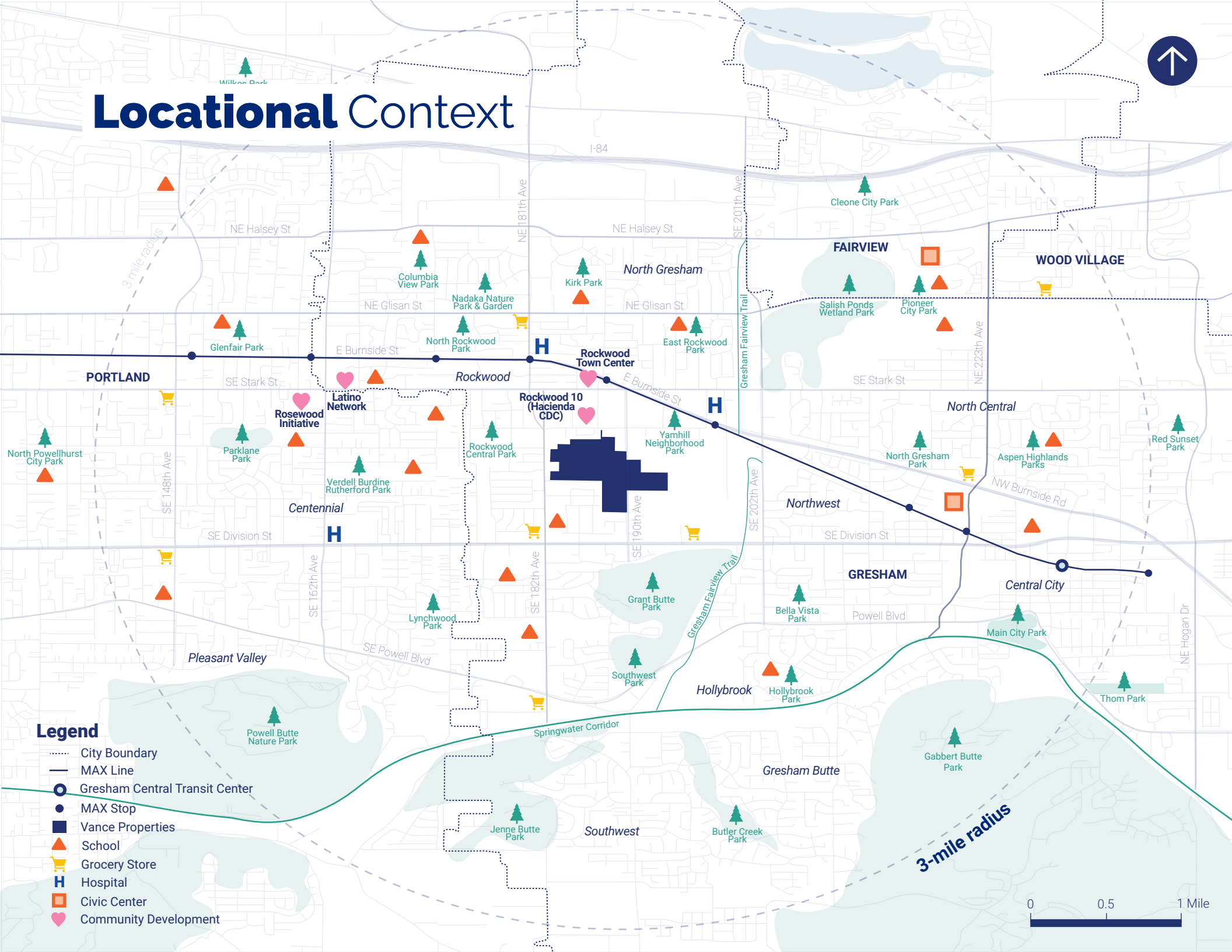
OWNERS AND RENTERS

The select census tract areas has seen an increase in homeownership and a decrease in renters between 2014 and 2019.

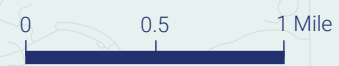
See Appendix A for more detailed demographics of the selected census tracts.



Locational Context



- Legend**
- City Boundary
 - MAX Line
 - Gresham Central Transit Center
 - MAX Stop
 - Vance Properties
 - School
 - Grocery Store
 - Hospital
 - Civic Center
 - Community Development



Site Analysis: Land Use + Zoning

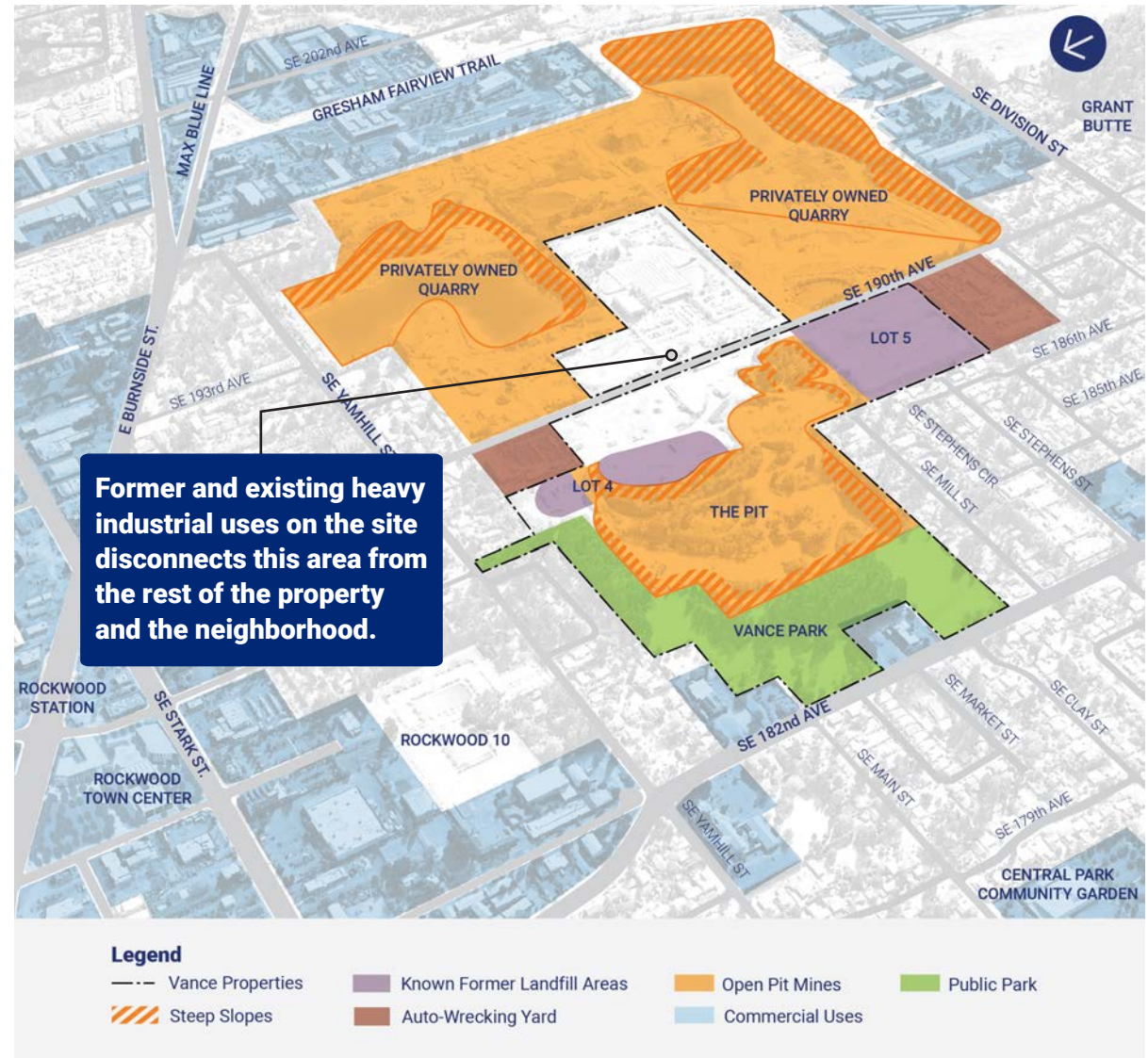
A Diverse Mix of Uses Surrounding Vance Properties

The eastern half of the Vance Properties is surrounded by heavy industrial uses including two active, privately owned quarries to the east and auto wrecking businesses immediately north and south of the site along 190th Avenue. The Pit and steep slopes created by former quarry activities and former landfill areas identified on the site disconnects the Yeon Building and developable areas along 190th Avenue from the rest of the property and neighborhood.

The northern edges of the site along Yamhill and Stark Street are composed of older multifamily developments and new mixed used and affordable housing developments such as Rockwood Town Center and Rockwood 10. The western edges of the site along 182nd Avenue include a mix of single family residential and retail/commercial uses including two churches immediately adjacent to Vance Park.

In addition to Vance Park, there are several smaller neighborhood parks and regional parks and trails within a half-mile from the Vance site.

Figure 6. Land use constraints within and near the Vance Properties



Zoning

There are two zoning designations on the site. Vance Park is zoned Transit Low Density Residential (TLDR) and the rest of the property is zoned Heavy Industrial (HI). Both of these zoning types limit the areas on the site that can allow the types of uses that community members have expressed are a major need and priority in the area such as affordable housing and community spaces. TLDR allows for duplexes and single-family attached dwellings at a maximum net density of 20 units per acre. However, the densities allowed in TLDR zones are too low to allow for modern mixed-use and multifamily buildings including affordable housing. HI only allows a narrow set of industrial uses by-right, or in other words, without a special review and approval by the City of Gresham (Table 1).

There are areas of Vance Park that are technically feasible for new development without the major environmental remediation costs which are likely required in other areas of the property such as the Pit and Lot 5. If the Vance Pit area can become an opportunity to gain more parks and open space, some parts of Vance Park could provide opportunities for affordable housing and other community-serving spaces. A zone change to a higher density zone will make an affordable housing development more feasible for developers.

Employment Lands

East County is currently underserved by employment areas which can be supported by Heavy Industrial lands. Heavy Industrial lands, especially large parcels like the Vance Properties, can accommodate more employment-oriented uses such as institutional uses, manufacturing, creative spaces, and other community-focused professional services. These lands are important to preserve to support more employment opportunities and businesses as Gresham continues to grow in population.

Metro has designated parts of HI zones along 190th Avenue as Employment and Industrial Areas under Title IV of Metro's Urban Growth Management Functional Plan. This designation helps preserve large industrial parcels in the region for employment opportunities. It is important to note that Title IV lands do allow publicly-owned parks, open space, and trail uses through a Special Use Review (SUR) which are typically not permitted in industrial districts. This opens up a potential opportunity for the Pit to be developed into public parks, open space, and trails.

Metro is currently in the process of reevaluating the regional employment and industrial land policy that may result in formal policy changes that broaden the types of uses that are prioritized in these designated areas.

Table 1. Allowed uses in Heavy Industrial zone

Uses	HI Zone
All Residential Uses	NP
Commercial	
Auto-Dependent Use	NP
Business / Retail Service and Trade	L
Clinics	L
Commercial Parking	NP
Daycare Facilities	SUR
Live-Work	NP
Major Event Entertainment	SUR
Mini-Storage Facilities	NP
Outdoor Commercial	NP
Industrial	
Construction	P
Exclusive Heavy Industrial Uses	P
Industrial Office	L
Informational Services	NP
Manufacturing	P
Misc Industrial	P
Trade Schools	NP
Transportation / Distribution	P
Warehousing / Storage	P
Waste Management	P/SUR
Wholesale Trade	NP
Institutional Uses	
Civic Uses	SUR
Community Services	L/SUR
Medical	NP
Parks, Open Space and Trails	L/SUR
Religious Institutions	L/SUR
Schools	L/SUR

P = Permitted use

L = Use is permitted, but limited in the extent to which it may be permitted

NP = Use not permitted

SUR = Use permitted subject to a Special Use Review

Figure 7. Vance Properties zoning designations



Legend

- Vance Properties
- Rockwood Urban Renewal Area
- Title IV Lands: Industrial Areas
- Title IV Lands: Employment Areas
- Low Density Residential - 5 (LDR-5)
- Low Density Residential - 7 (LDR-7)
- Moderate Density Residential - 12 (MDR-12)
- Corridor Multifamily (CMF)
- Moderate Commercial (MC)
- Station Center (SC)
- Station Center Ruby Junction Overlay (SC-RJ)
- Rockwood Town Center (RTC)
- Corridor Mixed Use (CMU)
- Transit Low Density Residential (TLDR)
- General Industrial (GI)
- Heavy Industrial (HI)

Site Analysis: Connectivity + Access

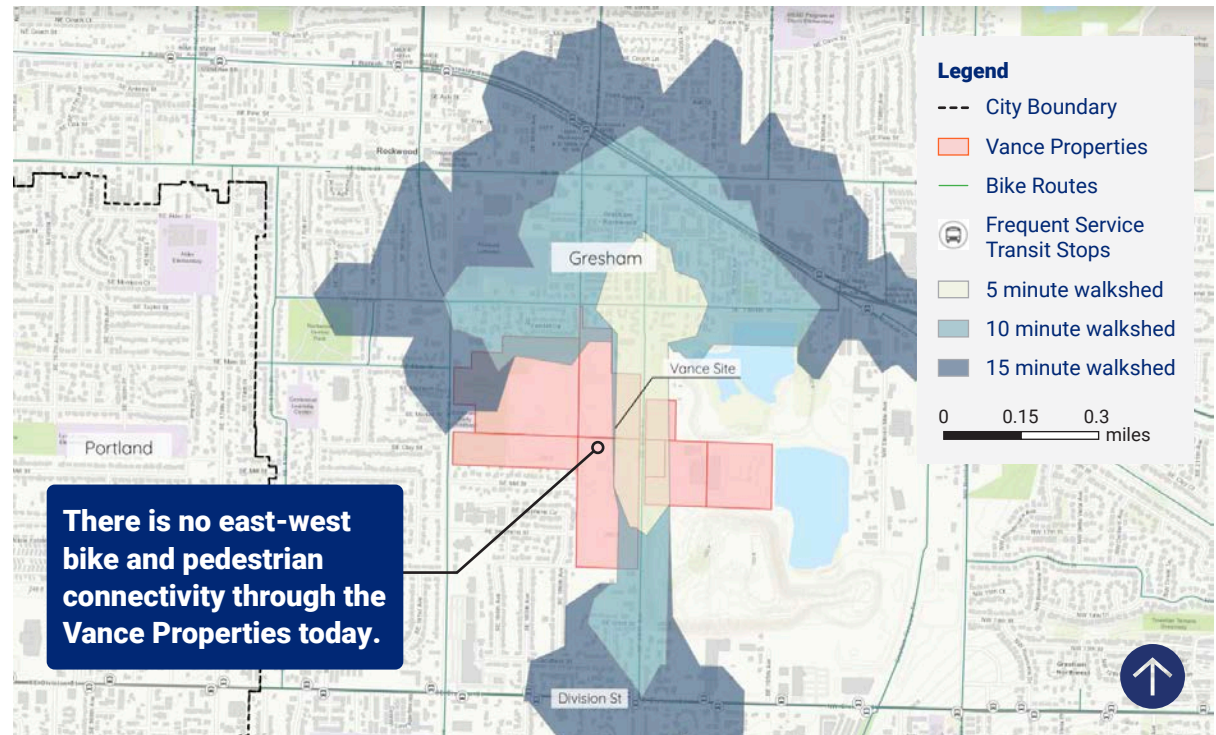
190th Avenue

190th Avenue splits the Vance Properties and extends from Stark Street past Division Street to Grant Butte Park. 190th is a low traffic road and serves as the primary access for a variety of industrial and employment uses in the area, with regular truck and utility vehicle traffic accessing the County's transportation-related uses and the existing gravel pits both north and south of the Yeon Building. 190th also serves as the primary access road for employees and customers visiting the Yeon Building (Figure 8).

While 190th Avenue allows north and south access to the Vance Properties, there is currently no east-west access through the site between 182nd and 190th Avenues (Figure 7). As such, 190th Avenue currently lacks the infrastructure to allow for safe bike and pedestrian-friendly streets which further isolates an already challenged site.

The right-of-way (the width of the street from sidewalk to sidewalk) is approximately 55 feet wide with two-way access, a center lane, unprotected bike lanes and incomplete sidewalks on both sides of the street. There are no sidewalks for approximately a third of a mile along 190th Avenue between Division Street and the Yeon Building (Figure 8).

Figure 8. 5, 10, and 15 minute walkshed analysis



182nd Avenue

Unlike 190th, 182nd Avenue is a residential and commercial corridor with higher traffic volumes, and provides the main access to Vance Park. There is a signaled pedestrian crossing at the intersection of Main Street and 182nd Avenue and a shared bike lane along Main Street from Vance Park to

Rockwood Central Park about one block to the west (Figure 8).

Providing bike and pedestrian access between 182nd and 190th Avenues will be a critical part of building a more complete urban form throughout the neighborhoods and encouraging a more vibrant and active street network.

Figure 9. Existing pedestrian and bike connections



Public Transit and Active Transportation

There is ample public transit access near the Vance Properties. Stark and Division Street have frequent bus service (Lines 20 and 2, respectively) and 182nd has standard bus service (Line 87) everyday. Rockwood MAX Station and Ruby Junction MAX Stations are both approximately a 10-minute walk to and from the north edge of the Vance Properties. There are also designated bike lanes along 181st/182nd and 190th Avenues, and Division and Stark Street; and there is shared bike lane access to Vance Park on Main and Yamhill Streets.

However, high traffic speeds, low visibility, and wide streets along 181st/182nd Avenue make the corridor increasingly unsafe for pedestrians and bicyclists as a series of new developments such as Rockwood 10 and Rockwood Town Center are completed.

Access to Vance Properties

Vance Park can be accessed on 182nd Avenue. The Multnomah County Yeon Building and the Yeon Annex can be accessed via 190th Avenue which is a mile-long corridor that cuts through the site. All other areas are currently not accessible to the public. Apart from 182nd and 190th Avenue, Yamhill Street and 187th Avenue are the only other streets that provide public access to the site through Vance Park.

Vance Park can also be accessed on 182nd Avenue and via an alleyway on 187th Avenue and Yamhill Street. The alleyway is currently unmarked and unpaved and goes through a residential area. Rockwood Town Center and the Rockwood MAX Station are less than a 10-minute walk from the alleyway allowing easy access to public transit and bike routes.

181st Corridor Safety Improvements

In 2021, the federal government and the City of Gresham earmarked \$4 million and \$1 million, respectively, to implement safety improvements for bikes and pedestrians along 181st Avenue between Stark and Yamhill Streets just north of Vance Park. Safety improvements will include sidewalk infill, new marked pedestrian crossings, better lighting along the roadway. The City also envisions wider sidewalks and bike lanes.¹



Intersection of Yamhill Street and 181st Avenue

¹ Christopher Keizur. June 16 2021. Protecting pedestrians in Gresham. The Outlook. <https://pamplinmedia.com/go/42-news/512240-409247-protecting-pedestrians-in-gresham>.



Intersection of 182nd Ave and Main Street



Alleyway on 187th Ave and Yamhill St



Rockwood MAX Station

Site Analysis: Parks + Environmental Conditions

Parks, Open Space, and Trail Network

The City of Gresham's 2009 Parks Master Plan projected the City would need to add an additional 88-acres of community park land (classified as a minimum of 10 acres) and an additional 81-acres of neighborhood park land (smaller in size serving those living in walking and biking distance) to serve a population of 112,000 residents and meet the basic level of service needs.

There are a few parks within a half to one mile radius of the Vance Properties: Vance Park (17 acres), Rockwood Central Park (9.4 acres), and Yamhill Neighborhood Park (0.6 acres).

Vance Park also offers unique amenities beloved by the community such as the community-built futsal court, disc golf course, and paved trails underneath a forest of mature evergreen trees. Past engagement has cited a need for additional lighting, improved safety, and more parking among others.

Gresham Fairview Trail is also less than a mile from Vance Park and connects to the Springwater Corridor Trail towards the south (Figure 9).

Figure 10. Regional ecology map

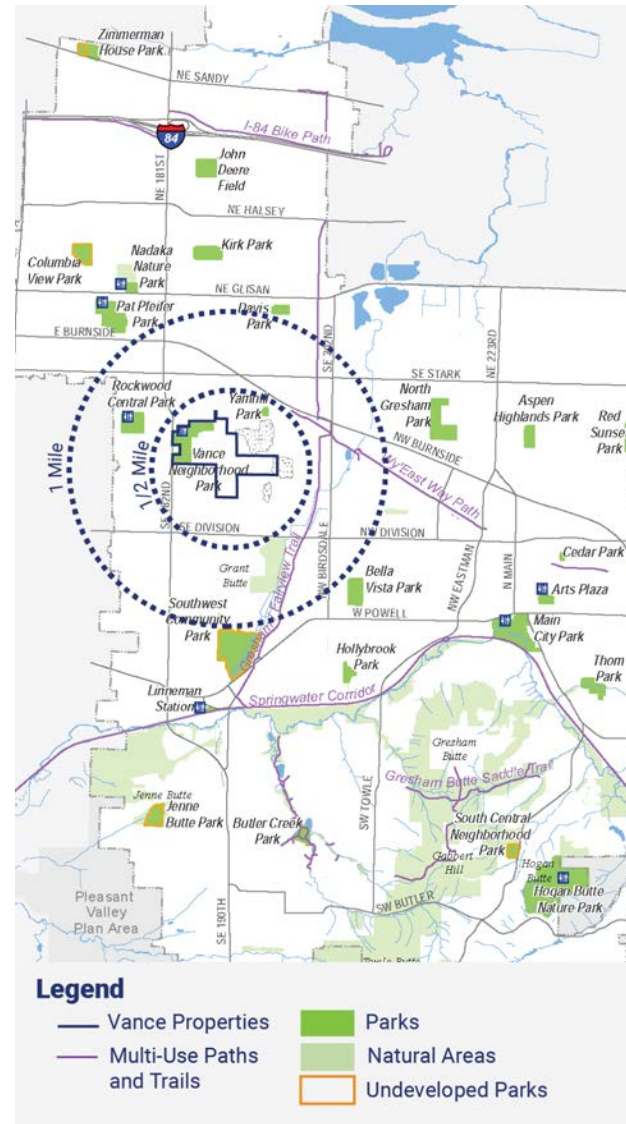


Image credit: TrailLink

Site Topography and Steep Slopes

Past quarry and landfill activities in the Pit have built up a unique topography on the site including a steep slope ranging between 25-45 feet high along the eastern edge of Vance Park. There are also dramatic views of Mt. Hood and the adjacent privately-owned quarries when standing on top of the hill created by former landfill activities at Lot 5.

These topographic features create challenges for developing new buildings in the Pit without major capital costs to get the site ready for development.

Vance Park Slope Stability

The steep sloped sides of the pit, particularly on the western edge of the pit, is a longstanding safety concern for the County, and stabilizing those edges is a top priority. In September 2020, the project team conducted a preliminary analysis of the slope's stability. No evidence of large-scale slope failures were observed and the rate of erosion was estimated to be an inch or less per year. Nonetheless, stabilizing the slope is a major priority for future development to ensure safe access to the Pit area. The slope will require cutting and filling to create a more stable "angle of repose" in the future (Figure 11).

Figure 11. Topographic map of Vance Properties

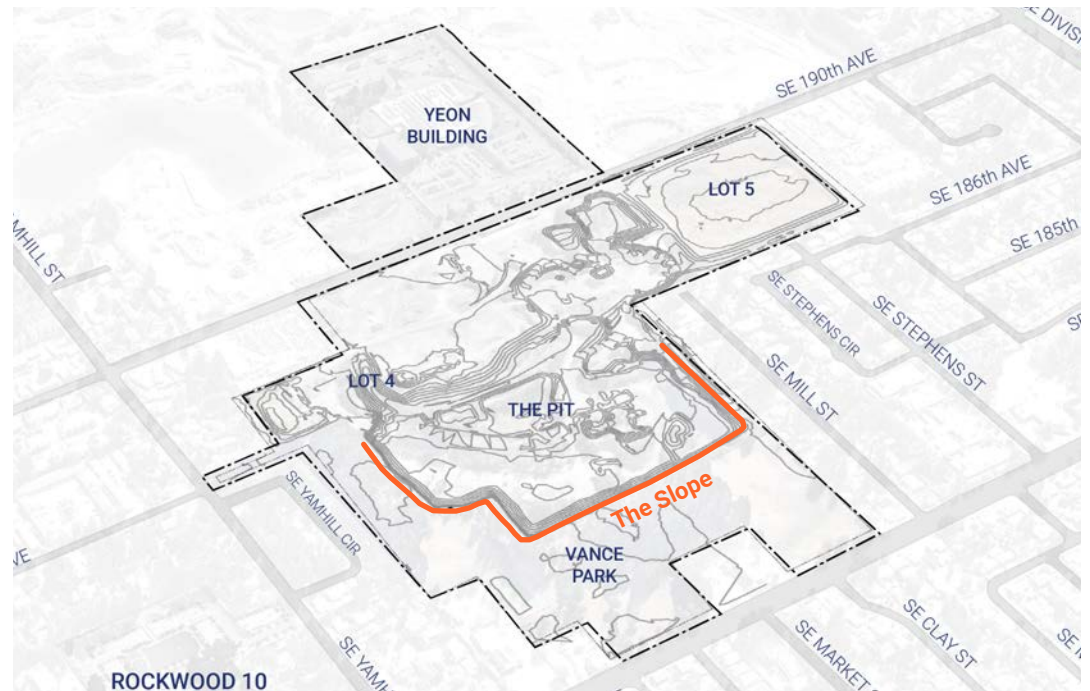


Figure 12. Angle of repose diagram



What is an "angle of repose"?

An angle of repose is the natural resting angle of an incline to prevent active debris from sliding off a steep slope.

Former Landfill Areas

There are three known areas that have been identified as former landfill areas in Lot 4 and Lot 5 (Figure 13). The County has conducted several studies to analyze the extent of landfill waste at the site. The compression and decomposition of the debris is generating methane that is currently being actively monitored and vented safely. The landfill contents are not structurally sound and there is potential for additional methane release if the underlying soil is disturbed during construction. As such, Lot 5 is not economically feasible to develop due to the high cost of removing the contents of the landfill and refilling the hole with structurally stable soils. Non-invasive improvements, such as turf, may be a more feasible alternative.

The County will seek oversight from the Oregon Department of Environmental Quality (DEQ) before any change or development occurs in areas where solid waste has been disposed to ensure any future use is not hazardous to human health or the environment.

Stormwater Management

Vance Properties Stormwater Plan (2019)

The County completed a Vance Properties Stormwater Plan in 2019 to explore potential options for stormwater management on the site. There is currently no stormwater

management on the site except for a stormwater discharge point for the Yeon Building.

The design and parameters of stormwater facilities will largely be dependent on how the site is developed in the future. However, the plan identified multiple options for managing stormwater on site including aboveground or underground infiltration facilities, or smaller facilities located throughout the site. There is also an existing gravel wash pit that could be used as an infiltration facility. The plan indicates that this option is a cost-effective way to manage stormwater and would provide more than sufficient volume to handle runoff from both the Vance property and the existing Yeon Building.

Groundwater Mounding Analysis (2020)

In July 2020, Stantec, the environmental consultant on the project team performed a groundwater mounding analysis to evaluate the likelihood for stormwater to concentrate underground and “mound up” into the infiltration area causing overflow issues or for ground water to intersect with former landfill areas causing contamination (Figure 12). The study found there to be ample clearance between the maximum height of mounding and landfill waste below ground based on a 100-year rainfall event. In other words, the probability of waste intersecting with stormwater is currently very low.

Figure 13. Groundwater mounding analysis diagram

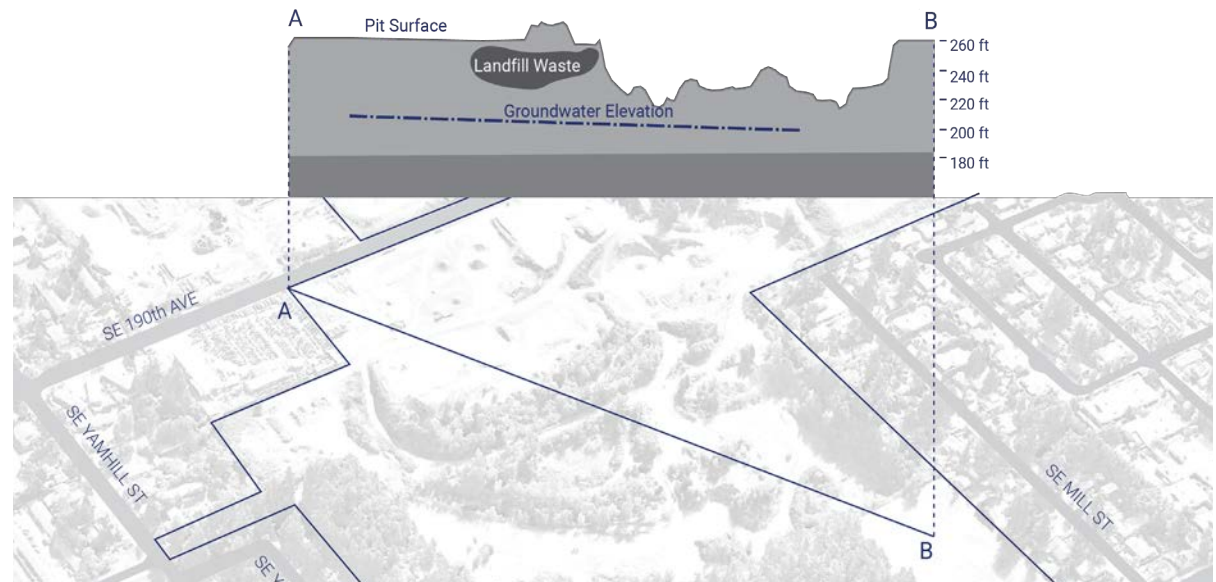


Figure 14. Areas of low, moderate, and high investment to prepare for new development

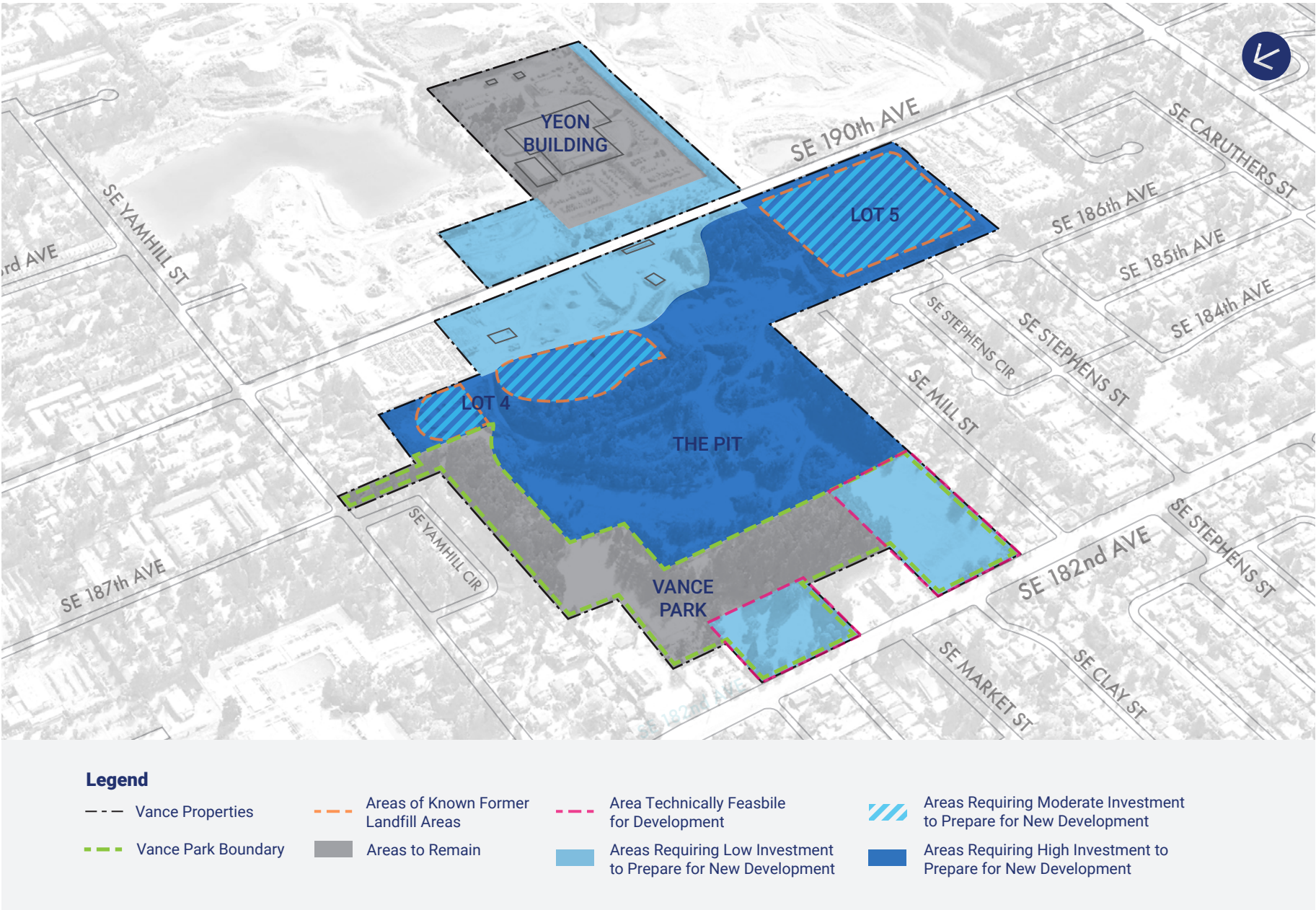
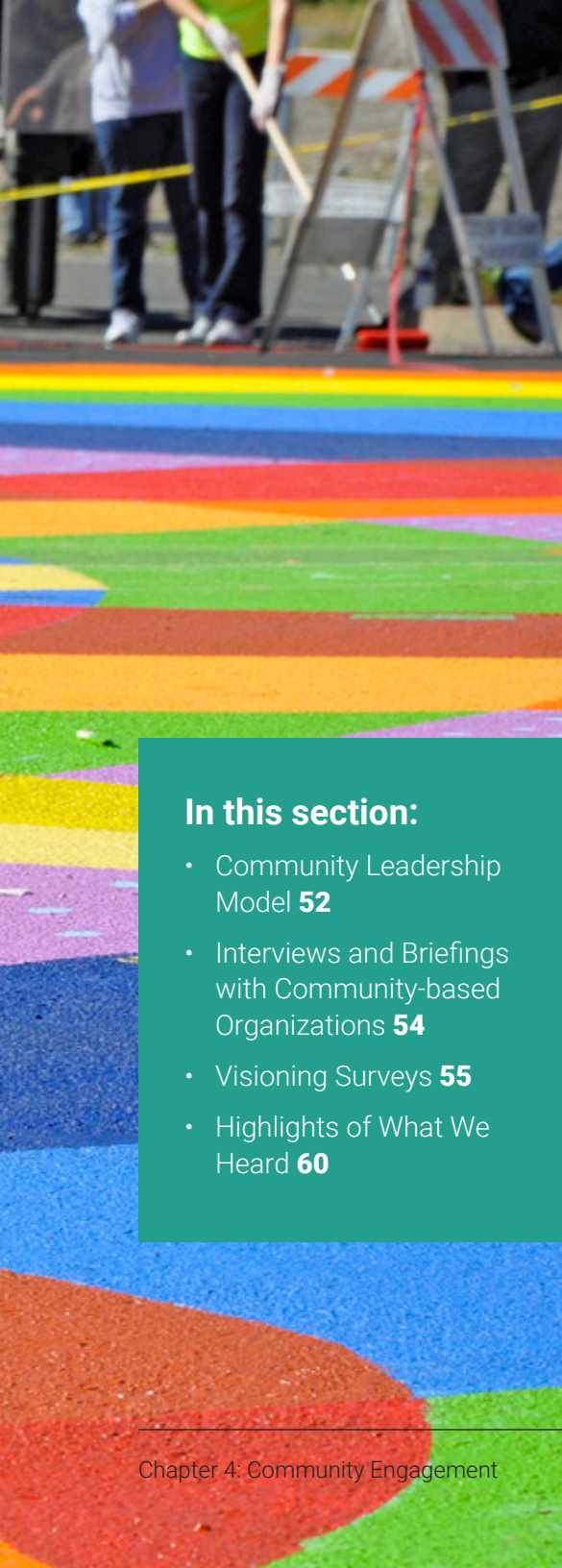




Image credit: Rockwood Rising, Gresham Redevelopment Commission



04

Community Engagement

In this section:

- Community Leadership Model **52**
- Interviews and Briefings with Community-based Organizations **54**
- Visioning Surveys **55**
- Highlights of What We Heard **60**

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.

The community engagement process for the Vance Vision project involved BIPOC communities, youth, local community-based organizations, Multnomah County staff, and the general public. The outcomes from the engagement directly influenced the design framework and implementation strategies described in Chapters 5 and 6, respectively, and the engagement process provided valuable feedback from residents and stakeholders in the area.

This section provides an overview of the engagement process, and a summary of what we heard from community members and County staff.

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. The Community Leader Group met a total of six times throughout the project to learn about the technical and environmental site

conditions, and to collaborate on engagement methods to help seek input from the larger community in a way that was accessible and culturally appropriate. All Community Leader Group members were compensated for their time.

In June 2020, the project team hosted a virtual listening session with the Community Leader Group. The goal was to hear their perspectives on the biggest concerns, needs and priorities within the community. Their feedback provided an initial sense of the types of uses and programming that would benefit and serve the community.



Virtual listening session with Community Leader Group

Highlights of What We Heard:

Community Leader Listening Session



Green Space / Recreational Space | It's important to preserve some green/open and recreational space for cultural celebrations, performances, and pop-up activities. Keep the existing futsal court and integrate more sports activities like basketball.



Affordable Housing | The cost of housing is increasing and becoming unaffordable in the area. If affordable housing is developed, it truly needs to be affordable to the residents in the area and should be developed in a way that reduces the stigma that some feel comes with low-income housing.



Community Center / Community Gathering Spaces | Free, accessible, programmable, culturally-specific, multipurpose space for community to gather for youth recreation and activities, community meetings, and cultural events. It should be a place to showcase and convene all cultures of the community.



Community Health + Safety | Perceptions of safety and crime can be a signal that there are critical, yet unanswered needs in the community. Better access to basic living and health services that are free or affordable are needed. Enhance a sense of physical safety and maintain an illegal substance and gang-free environment.



Food Diplomacy | "Food diplomacy" and creating a range of spaces to create and share international foods can be a way to bring people and communities together. These spaces need to be accessible and affordable.



Training Center / Youth Development | There is a lack of spaces and programming that are safe, destigmatizing, and resonate with youth. Access to job training for young adults is needed.



Community Engagement | Continue engaging communities equitably through the duration of the planning and development for Vance Properties. Consider barriers for community members to engage in virtual and digital spaces. The community engagement process during the design and development of Rockwood Town Center (formerly known as Rockwood Rising) is considered a best practice in engaging diverse and hard-to-reach populations.

Interviews and Briefings with Community-based Organizations (CBOs)

Between October and December 2020, the project team conducted one-on-one interviews with community based organizations to:

- Share information and build awareness about the project and the Vance Properties
- Gather feedback on key priorities and needs in the community from the perspective of CBOs serving the area
- Explore potential opportunities or uses for community benefit and partnerships with the County in the future

The CBOs interviewed include:

- Ethiopian and Eritrean Cultural and Resource Center (EECRC)
- Rockwood Community Development Corporation
- Oregon Tradeswomen
- Native American Youth and Family Center (NAYA)
- Rockwood Public Library
- WorkSystems
- Beyond Black
- Let's Talk Rockwood

Multnomah County also provided briefings with additional community organizations in Gresham upon request. Briefings were an opportunity for community organizations to learn more about the project and receive updates. Briefings were provided for:

- Gresham Center for the Arts
- Coalition of Gresham Neighborhood Associations
- Rosewood Initiative

Interview Highlights: What we heard from CBOs

Affordable housing and workforce development opportunities are a major priority

Equitable development opportunities are key in addressing gentrification and displacement challenges in the area

Leverage centralized location of existing community programs and enhance access to County programs and services

Recognize cultural and ethnic diversity of the area and encourage cultural exchange and celebrations

Implement community-driven design of parks, recreation, and open space that represents the diversity and multi-ethnic character of the area

Honor the history of the land and the stories of Indigenous peoples by building relationships and engaging with Indigenous residents and elders

Continue to engage and build relationships between community members and government services in future development

Outreach Surveys

Three surveys were conducted during the Planning and Design phase of the project. The goals of the surveys were to gather feedback on broader community priorities and needs as well as gather specific input about the types of development, uses, and activities community members envision for the site. It is important to note that these surveys were administered during the COVID-19 pandemic which may have influenced the participants responses to the survey.

Community Leader Survey

The first survey was conducted in Fall 2020 by the Community Leaders Group and targeted for limited-English speaking, BIPOC, and immigrant and refugee communities in order to gather feedback representative of the area's diverse neighborhood. Survey questions were vetted by the Community Leader Group to ensure the survey was

culturally responsive and easy to understand. The survey was translated into seven different languages including Spanish, Russian, Vietnamese, Amharic and Tigrinya (Ethiopian and Eritrean languages), and Zomi and Karen (Burmese ethnic languages). Community Leaders were provided surveys in both online and paper formats to gather input from more hard-to-reach residents by phone or in-person.

Youth Survey

In December 2020, one of the Community Leaders Group members assisted with coordinating a survey with Gresham High School students. The survey questions were tailored for a student demographic to understand their top priorities in their neighborhood, the types of parks features and recreation activities they prefer on the site, and how safe they feel in their neighborhood.

Virtual Open House + Survey

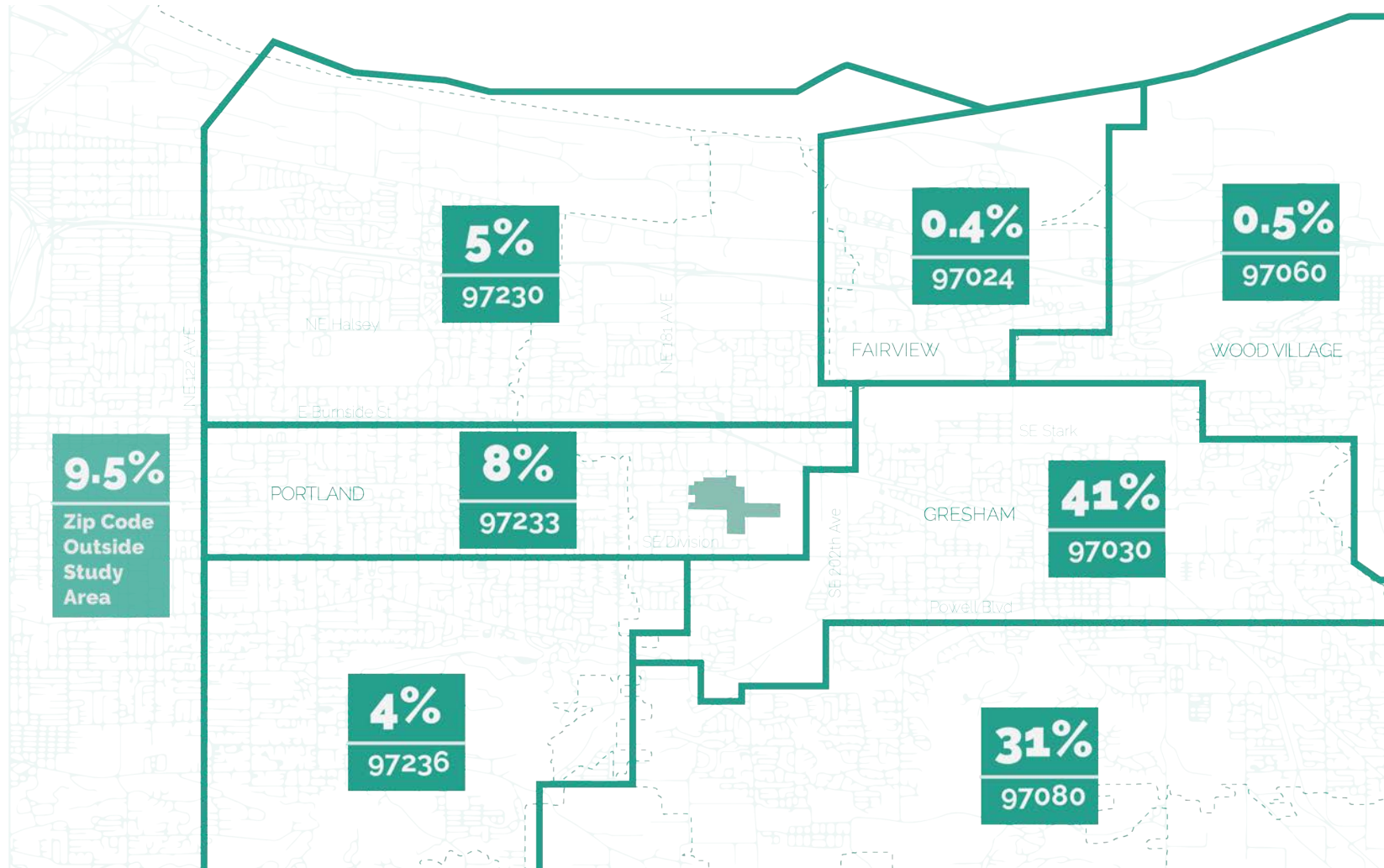
In March-April 2021, the project team developed a Virtual Open House using ArcGIS StoryMaps, which is an online tool to visually communicate project information and solicit feedback through an online survey. The goal of the Virtual Open House + Survey was to gather input and ideas from the broader community that had not had an opportunity to participate in the previous surveys. The survey asked similar questions to the previous two surveys and also included more specific questions about connectivity and access throughout the site, desired uses and tradeoffs in different subareas of the site, and general thoughts and concerns.



Highlights of What We Heard: Visioning Surveys Participants

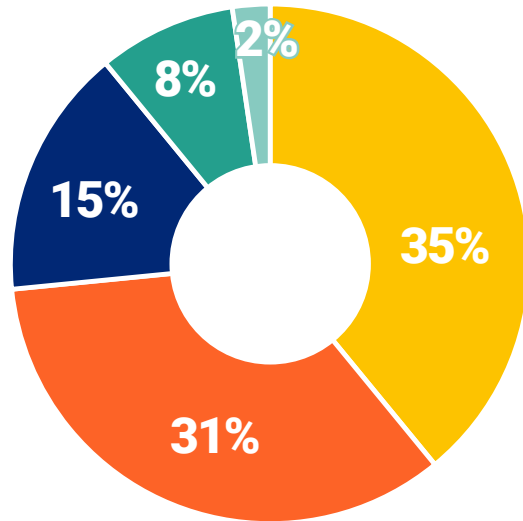
ZIPCODE OF PARTICIPANTS

----- City Boundary — Zip Code Boundary ■ Vance Properties



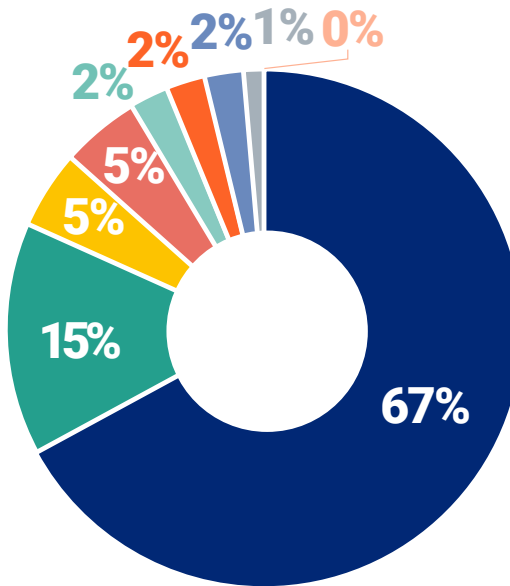
RACE & ETHNICITY

Community Leader Survey
142 responses



18%
Hispanic or Latino*

Virtual Open House Survey
82 responses

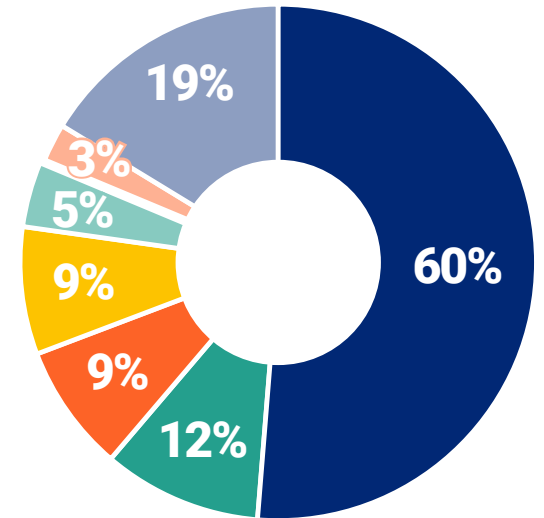


- Middle Eastern or North African
- Native Hawaiian/Pacific Islander
- Multiethnic

- Black/African American
- American Indian/Alaskan Native
- Hispanic, Latino, or Spanish Origin

- Asian
- Prefer not to answer
- White

Youth Survey
567-576 responses

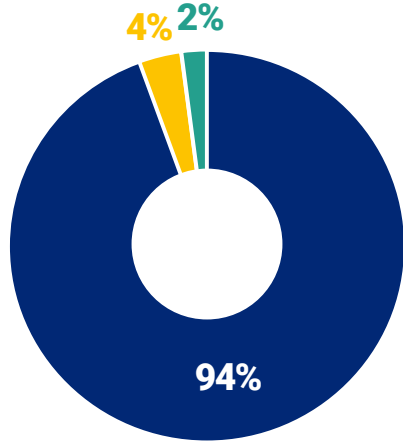


31%
Hispanic or Latino*

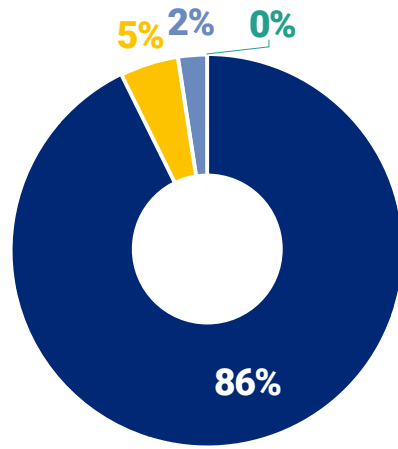
7%
Slavic / Eastern European*

*Hispanic and Slavic demographics were asked separately in the Community Leader Survey and Youth Survey.

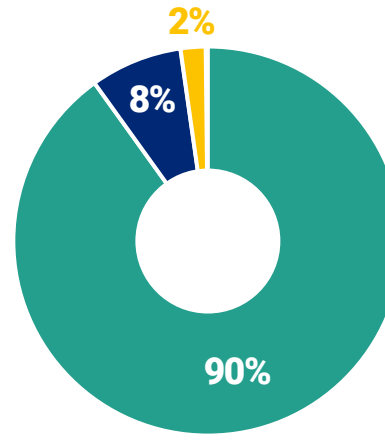
AGE



Community Leader Survey
142 responses



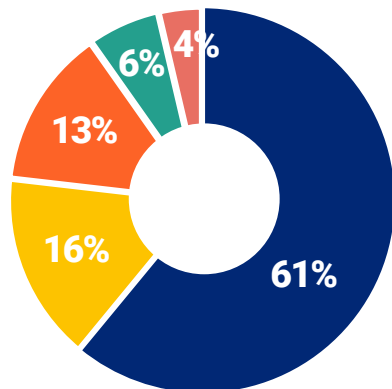
Virtual Open House Survey
82 responses



Youth Survey
575 responses

- Under 18
- 18-64
- 65 and older
- Prefer not to answer

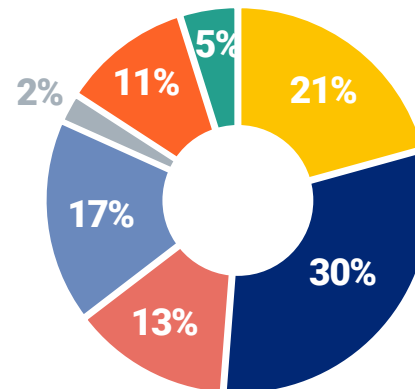
CHILDREN UNDER 18 IN HOUSEHOLD



Virtual Open House Survey
82 responses

- None
- Two
- One
- Three or more
- Prefer not to answer

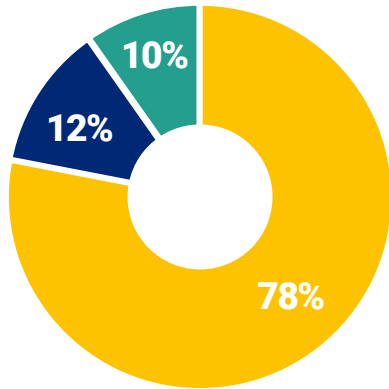
ANNUAL INCOME



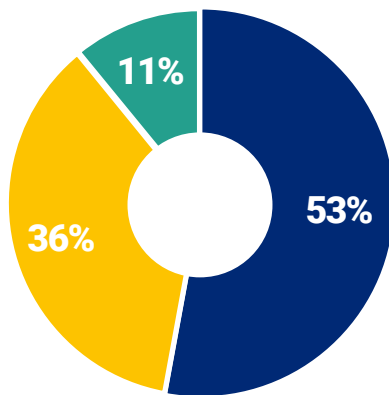
Virtual Open House Survey
82 responses

- Less than \$20,000
- \$20,000 to \$34,999
- \$35,000 to \$49,999
- \$50,000 to \$74,999
- \$75,000 to \$99,999
- Over \$100,000
- Prefer not to answer

RENTERS AND OWNERS



Virtual Open House Survey
82 responses



Community Leader Survey
142 responses

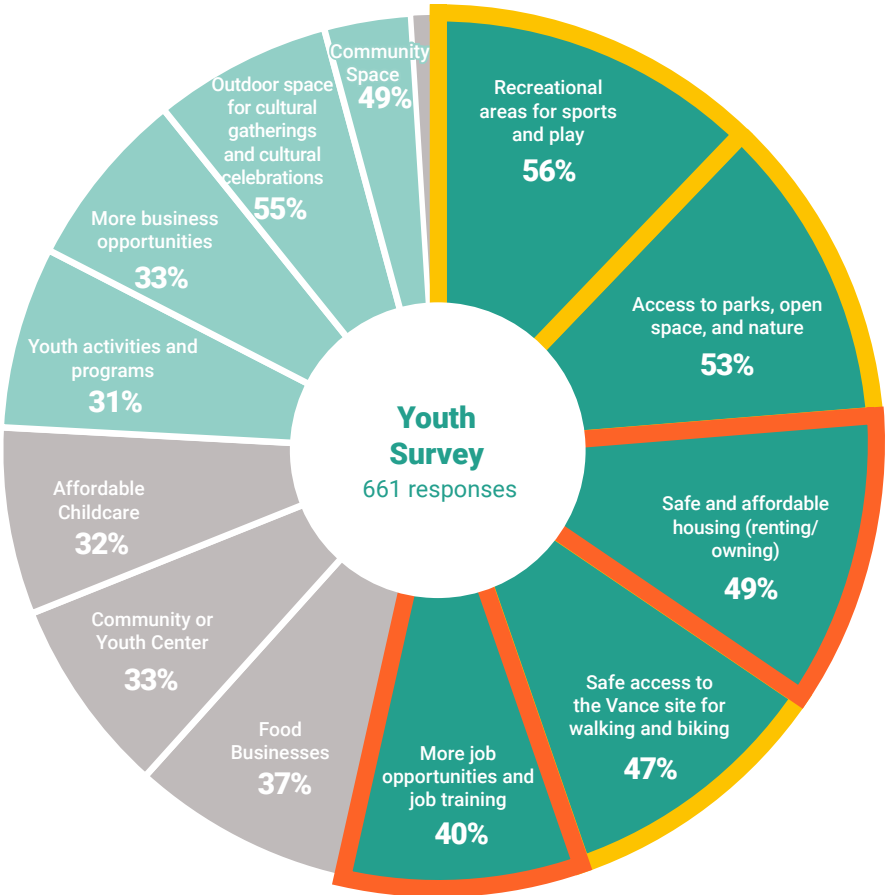
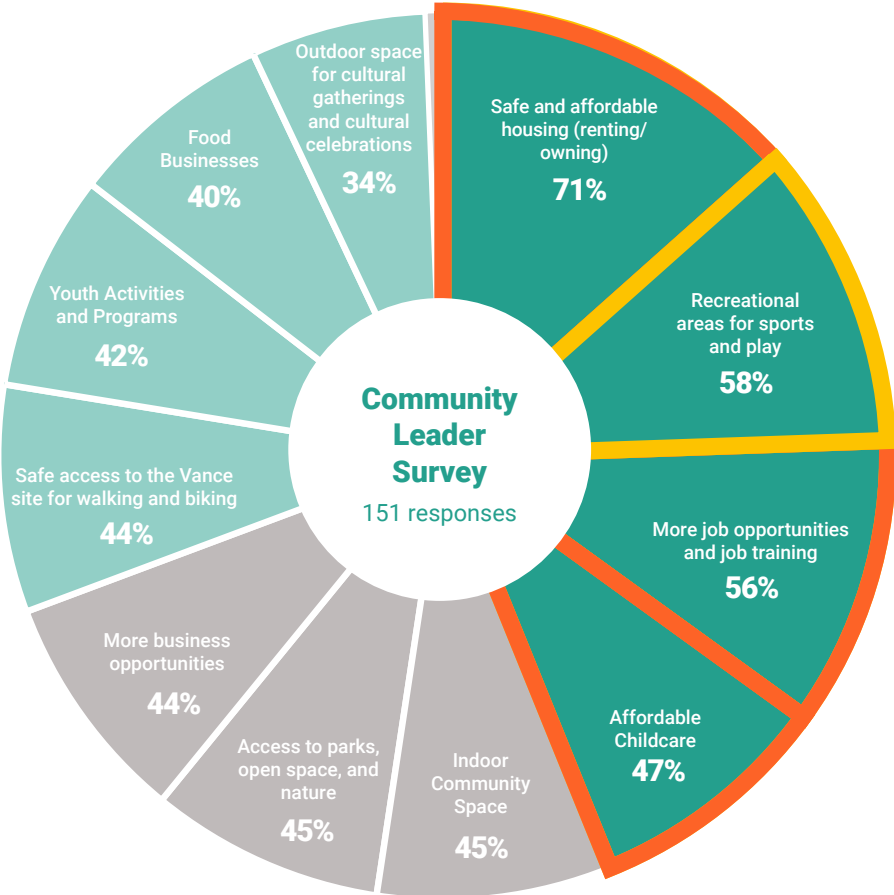
Own Rent Prefer not to answer



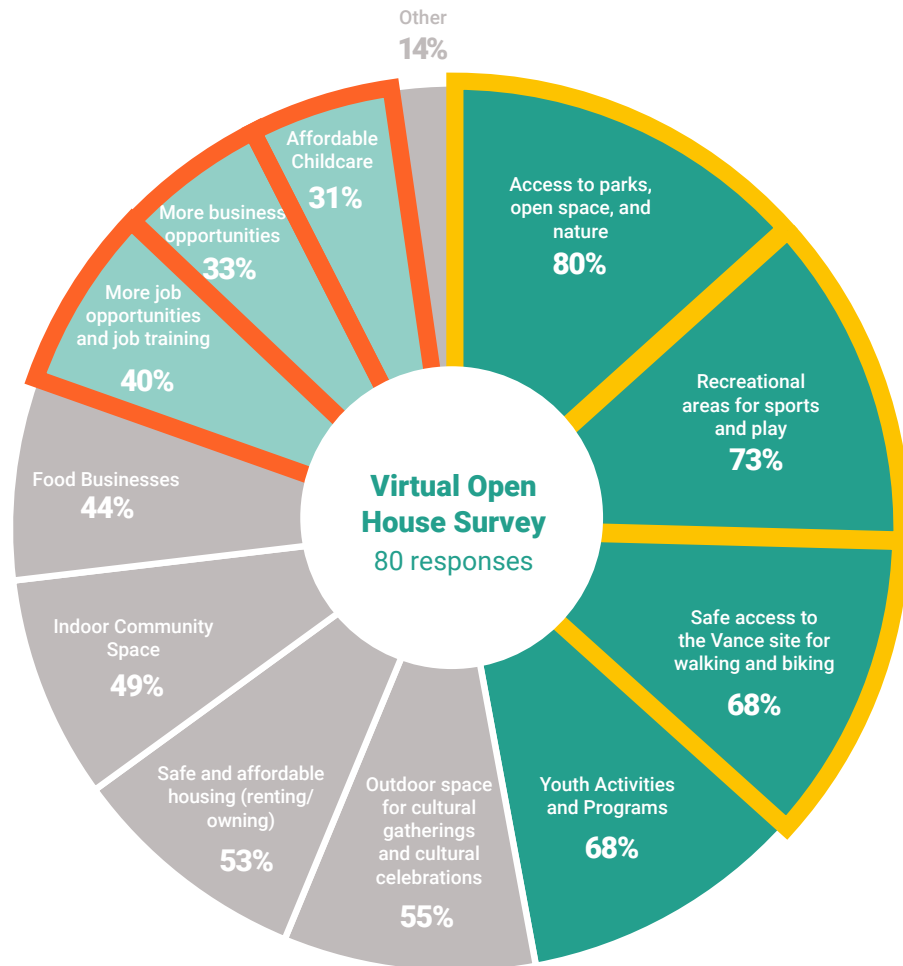
Image credit: Rockwood Rising, Gresham Redevelopment Commission

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.



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).

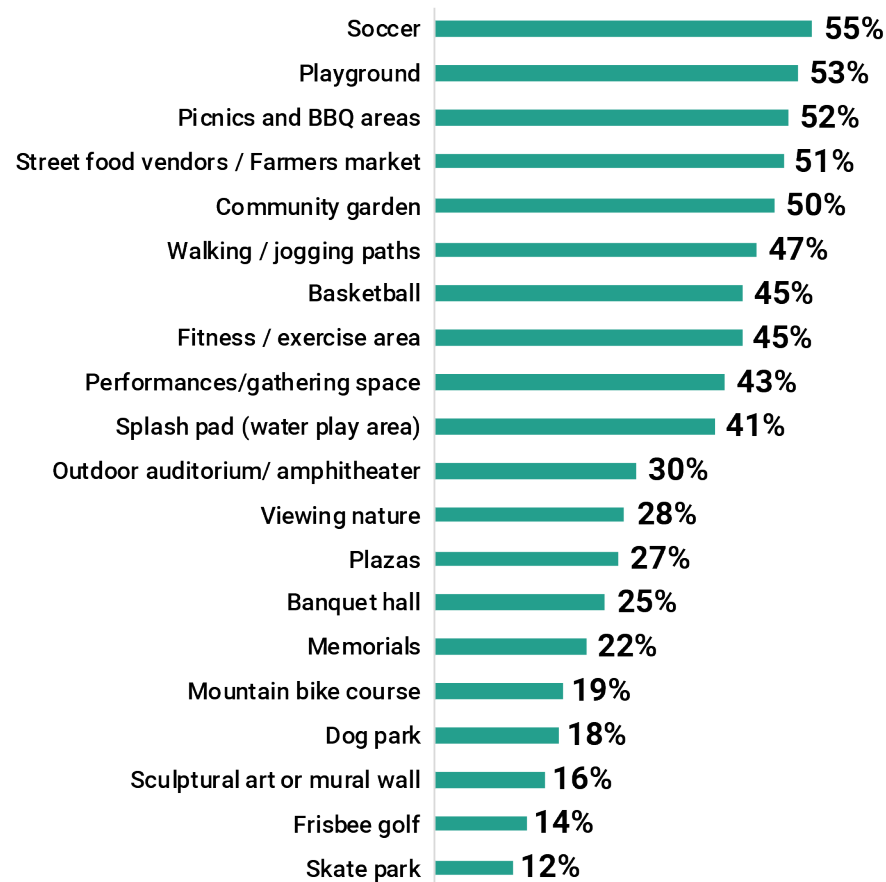
- Safe and affordable housing (renting/owning)
- More job opportunities and job training, and
- Affordable childcare

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.

If in the future, there are parks or open space on the Vance site, what types of features or activities would you like to see or do there? Choose top 6.

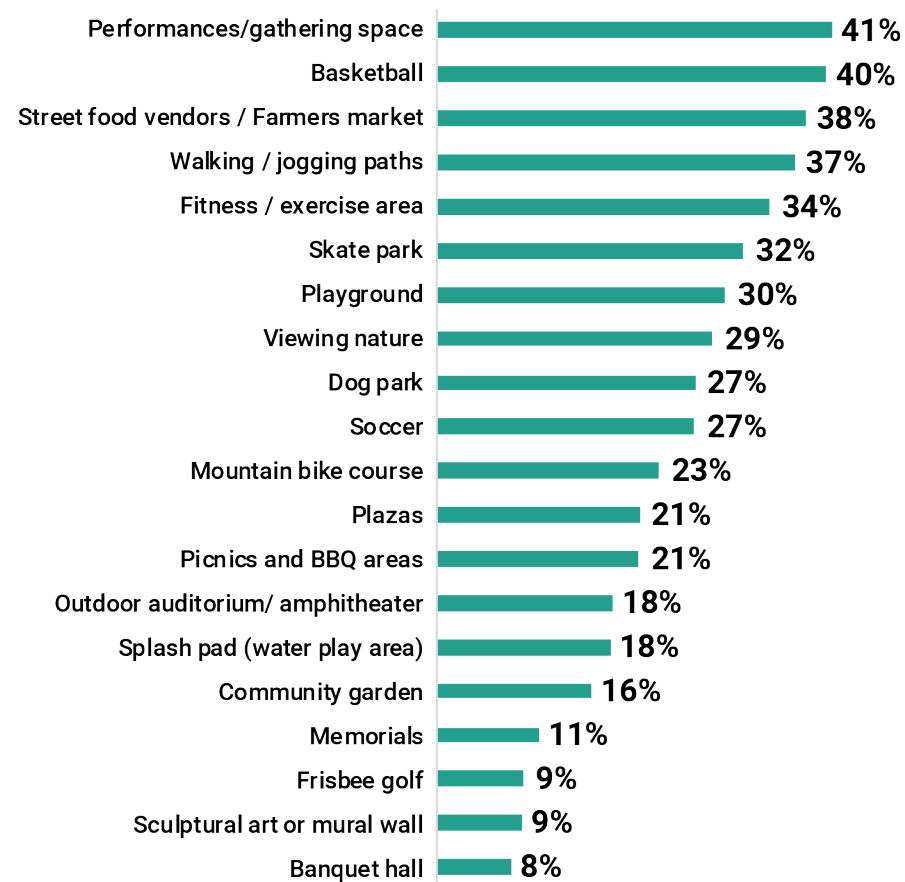
Community Leader Survey

149 responses



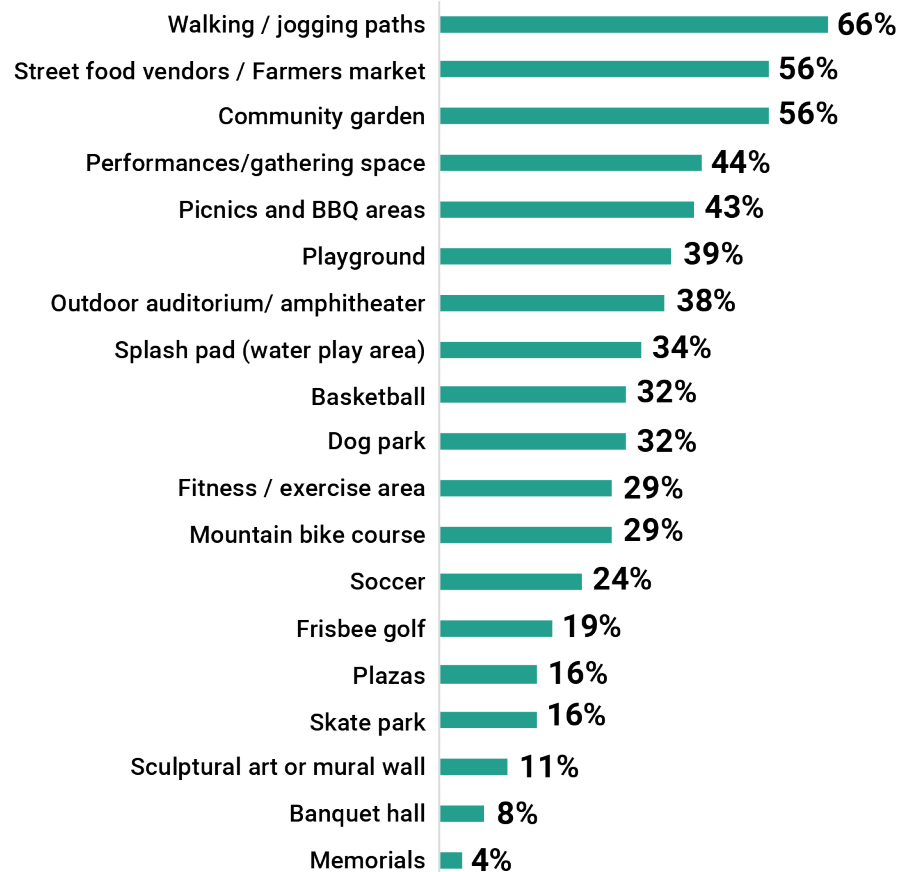
Youth Survey

628 responses



Virtual Open House Survey

79 responses



Common themes:

Among the top six priorities, the following parks features were most desired across all the visioning surveys:

- Street food vendors / Farmers markets
- Walking and jogging paths
- Playgrounds

Performance and gathering space was the top most parks feature desired by youth. Basketball and skate parks were ranked much higher among youth compared to other responses. Open-ended survey comments also emphasized the need for basketball courts and baseball fields over soccer fields.

Other notable features that were ranked higher among all the surveys were:

- Picnic and BBQ areas
- Community gardens
- Fitness and exercise areas

Highlights from Community Leader Survey

Can you share a little bit about how you or your family came to live in this area?

““ Because of the cycle of poverty, discrimination, and lots of challenges, I left my motherland and to seek better life...By the Grace of God, I was selected to be able to resettle to the US as refugee and now renting an apartment here in Portland.

““ Following my daughter's dream to pursue college, I started to live in 97230 area because it is affordable and [diverse].

““ Have lived in the Gresham area all my life. Family moved here from Mexico three generations ago. Have seen the growth of a more diverse population within our hometown and look forward for more community spaces and services.

““ We wanted to raise our kids in Gresham. My neighborhood had little crime. Unfortunately, there are few parks in comparison to the area in Portland we moved from.

““ We used to live in the Milwaukie/ Clackamas area and moved to this part of town in search of a more affordable housing and be apart of a more diverse community that this area offers.

What in your community helps make you feel safe and feel a sense of belonging?

Physical Spaces

- Community gathering spaces
- Open, active spaces for the public
- Safe and good quality affordable housing
- Concerns about vacant and abandoned buildings, and homeless camps
- Clean environment, fresh air and nature
- Accessible all day, 24 hours
- Good lighting
- Illegal substance and gang-free environment
- Placitas (small public plazas) and locally-owned stores
- Community garden
- Play areas for kids and families
- Meditative or retreat space

Placemaking

- Celebrating ethnic holidays, cultural exchange, and diversity
- Inclusive and diverse opportunities for business and recreation
- A place where immigrants are welcome and can help each other
- Communicating in my own language
- Being recognized as part of the community
- Feeling supported during COVID
- Friendly neighbors

Any concerns? What are important things that should not be forgotten as work and development on the Vance site moves forward?

Community Engagement

- The community around the site should be thought of in every step
- Concerned about how long development will take
- Concerned that the Black / African American community will not be valued or considered in planning
- Grassroots engagement beyond online formats

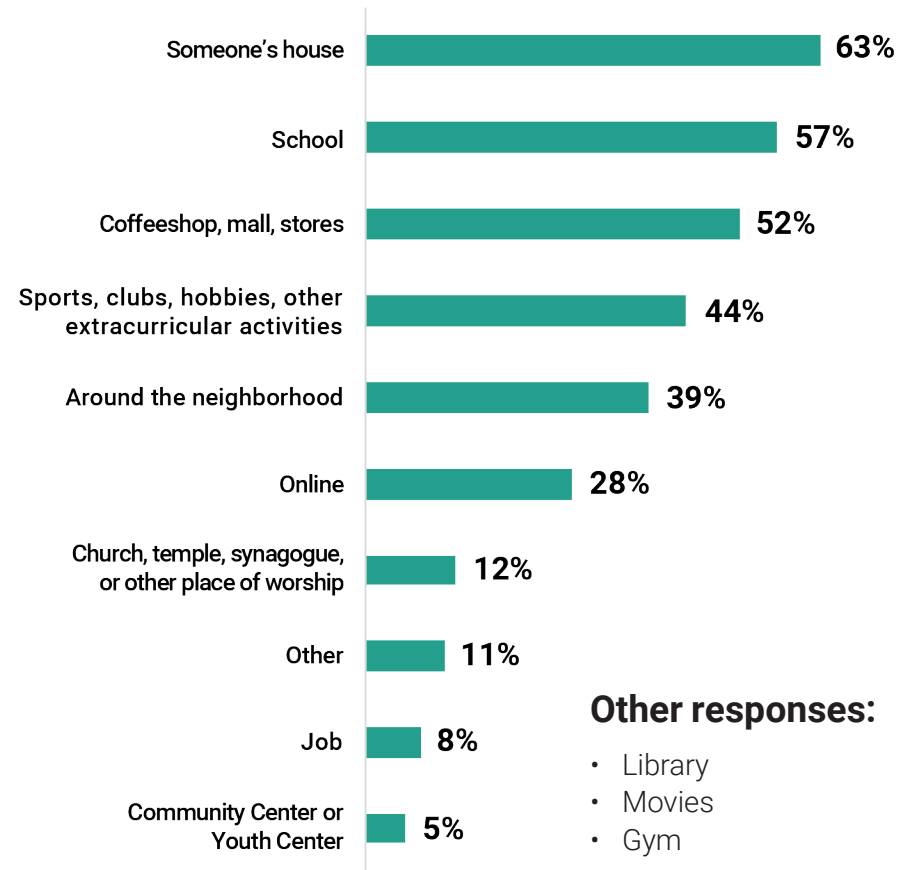
Community Development

- More affordable housing
- Investing in wealth building, business ownership, and financial support for small BIPOC businesses and communities
- Physical safety is important
- Illegal substance and gang-free environment
- Honor history of the land, history of the park
- Keeping the area diverse and inclusive
- More kids and youth activities
- Adequate parking

Highlights from Youth Survey

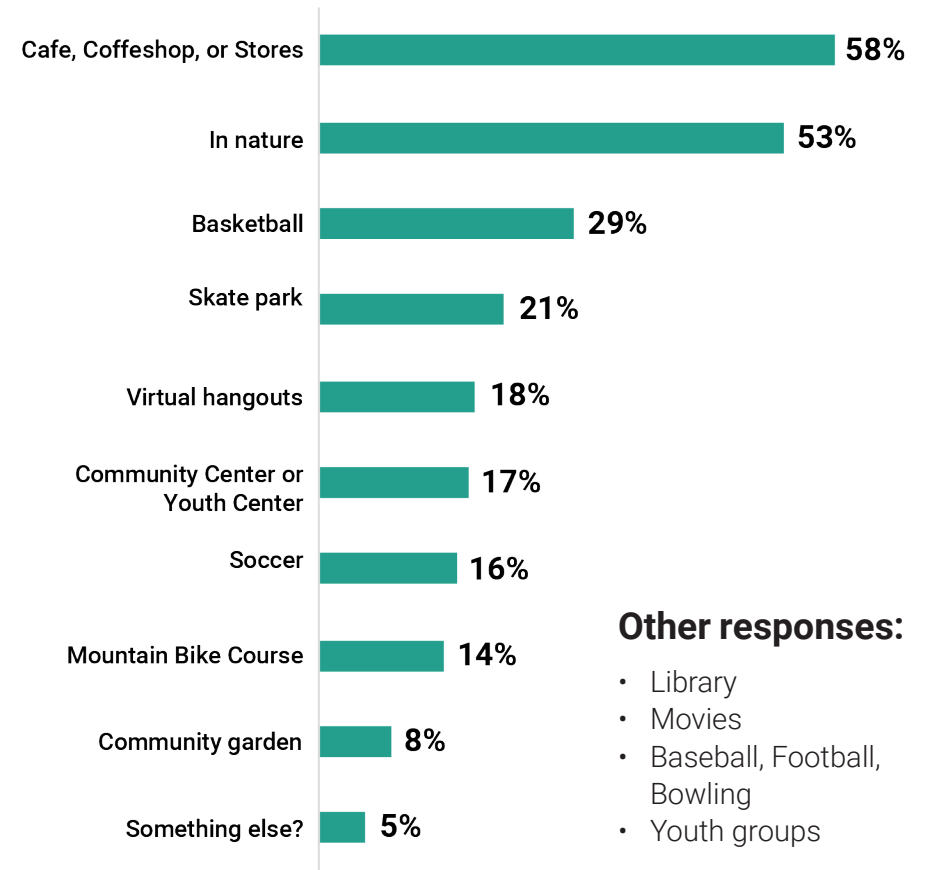
Before COVID, where did you like to hang out apart from your home?

628 responses



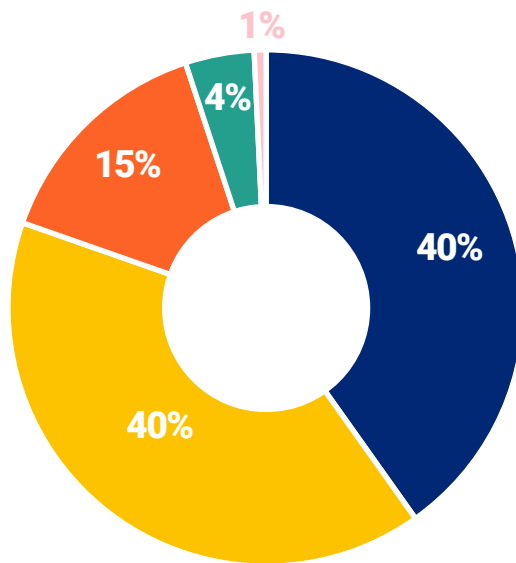
When COVID is over, where would you prefer to hang out at the most other than at home or someone's house? (Choose your top three and/or share more ideas)

603 responses



How safe or comfortable do you feel hanging out in your neighborhood?

603 responses



- Very safe
- Somewhat safe
- Undecided
- Not very safe
- Not safe at all

Common themes:

Prior to COVID, most youth participants spent time at each other's homes, school, or coffeeshops and retail stores. Post-COVID, youth participants expressed the top two places they prefer to spend time (other than their home or someone's house) is at a cafe, coffeeshop, or shopping, or in nature.

Going to the library, movies, and being active such as exercising and sports were also common activities that youth expressed in open-ended responses.

The majority of youth participants reported feeling somewhat safe to not safe at all in their neighborhoods; 40% indicated they felt very safe in their neighborhood.

Highlights from Virtual Open House Survey

Ideas for better connections and street improvements on the Vance properties

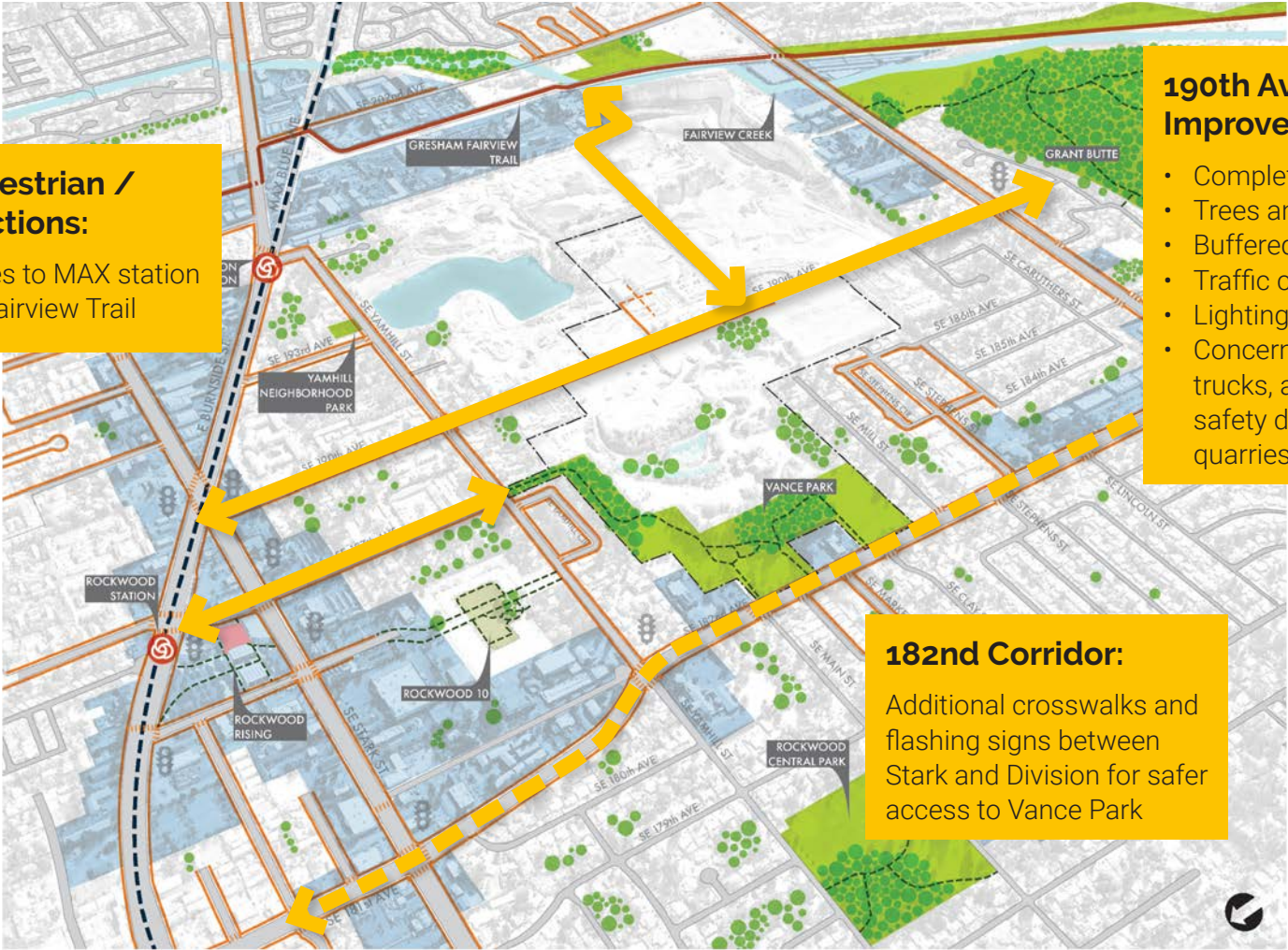
44 responses

Desired Pedestrian / Bike Connections:
 Vance Properties to MAX station and Gresham Fairview Trail

190th Avenue Street Improvements:

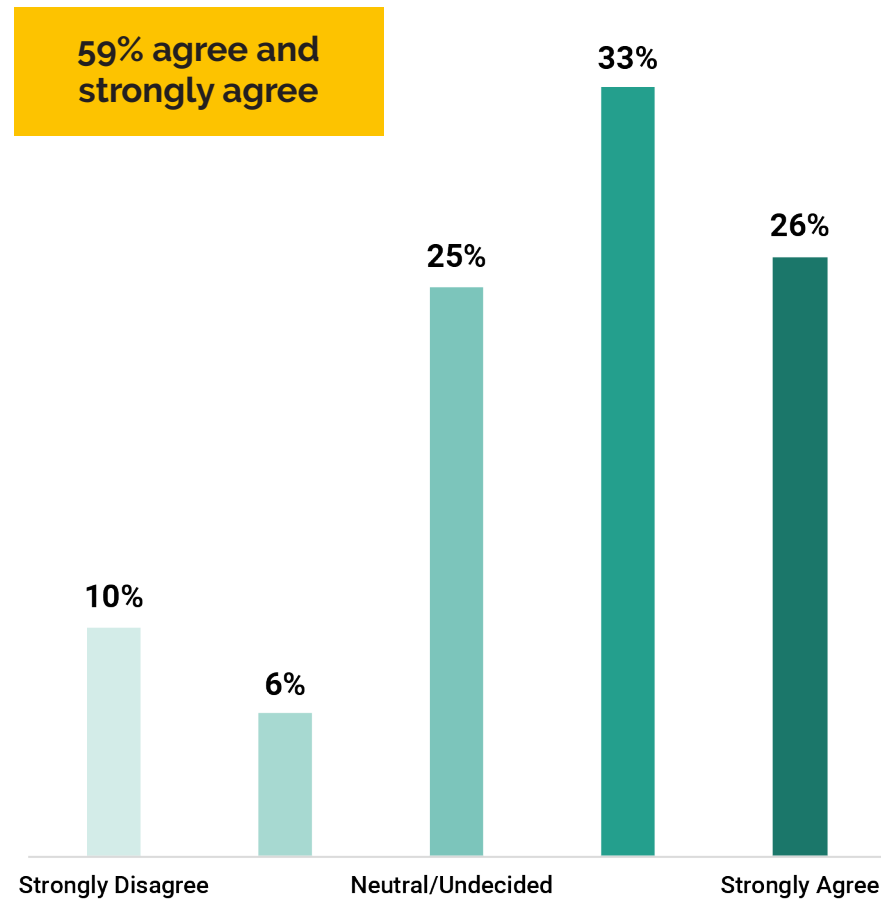
- Complete sidewalks
- Trees and landscaping
- Buffered bike lanes
- Traffic calming
- Lighting and wayfinding
- Concerns about large trucks, air quality, and safety due to active quarries

182nd Corridor:
 Additional crosswalks and flashing signs between Stark and Division for safer access to Vance Park



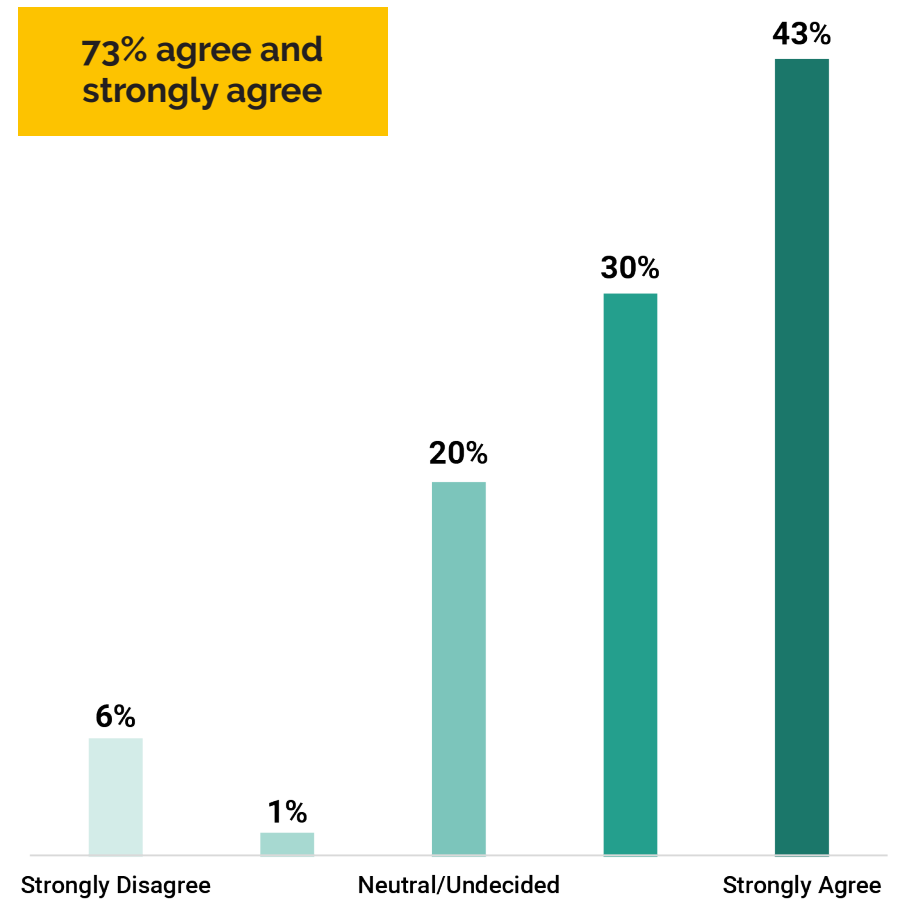
Do you agree that the property along 190th Avenue would be ideal for future County facilities, County services, and general employment opportunities?

81 responses



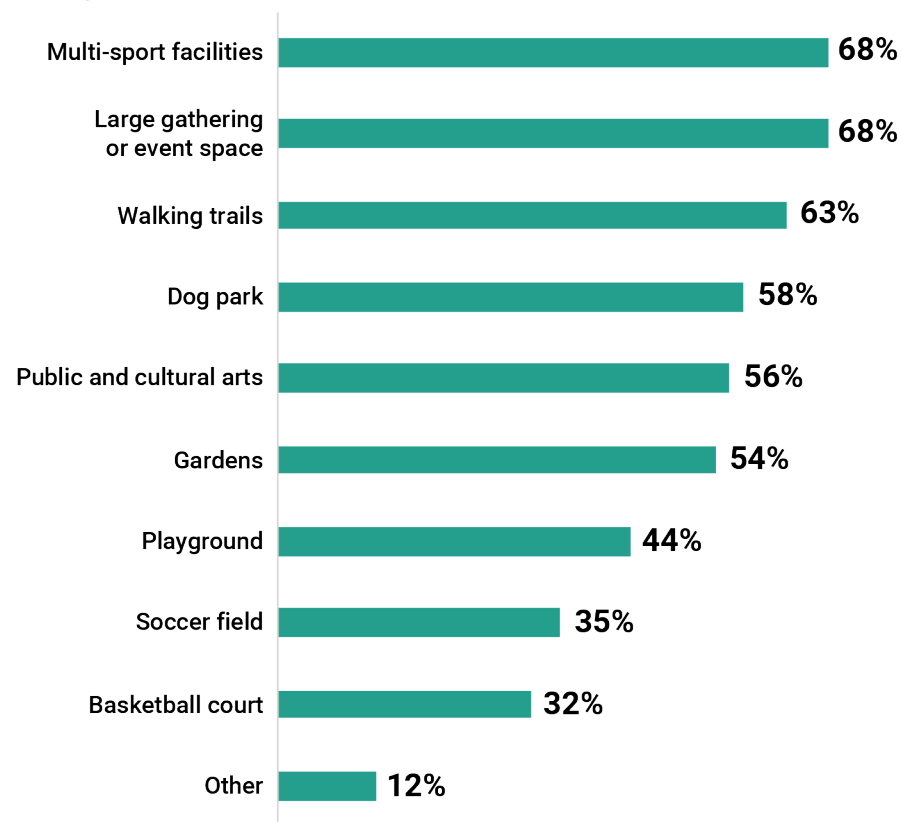
If the necessary clean up and containment measures were taken on Lot 5, should it be used for some type of park and recreational use in the future?

80 responses



If the necessary clean up and containment measures were taken on Lot 5, what types of uses would you most prefer to see here?

60 responses



- Desire for flexible sports facilities and large gathering space
- More passive uses are also desirable such as trails, dog park, art, and gardens

Vance Properties has the potential to provide nearly 2.5 times more park and recreation space than currently exists on the property today (Figure 14).

Today, Vance Park is currently 18% of the total area of Vance Properties. If new development occurred in parts of Vance Park along 182nd Avenue, over 50% of the Vance Properties would still be available for larger park and recreation space, with even more amenities, in the future. This area would include the Pit, Lot 5 and the remainder of Vance Park.

The survey asked participants to share what they prefer among the following tradeoffs.

60 responses

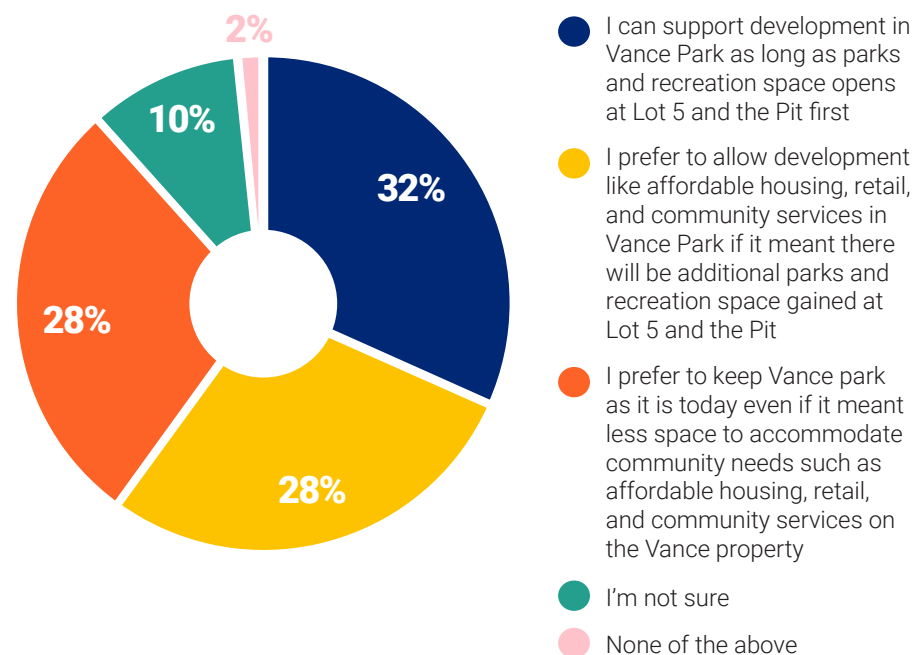


Figure 15. Potential net gain in park and recreation space on Vance Properties if parts of Vance Park were used for new development

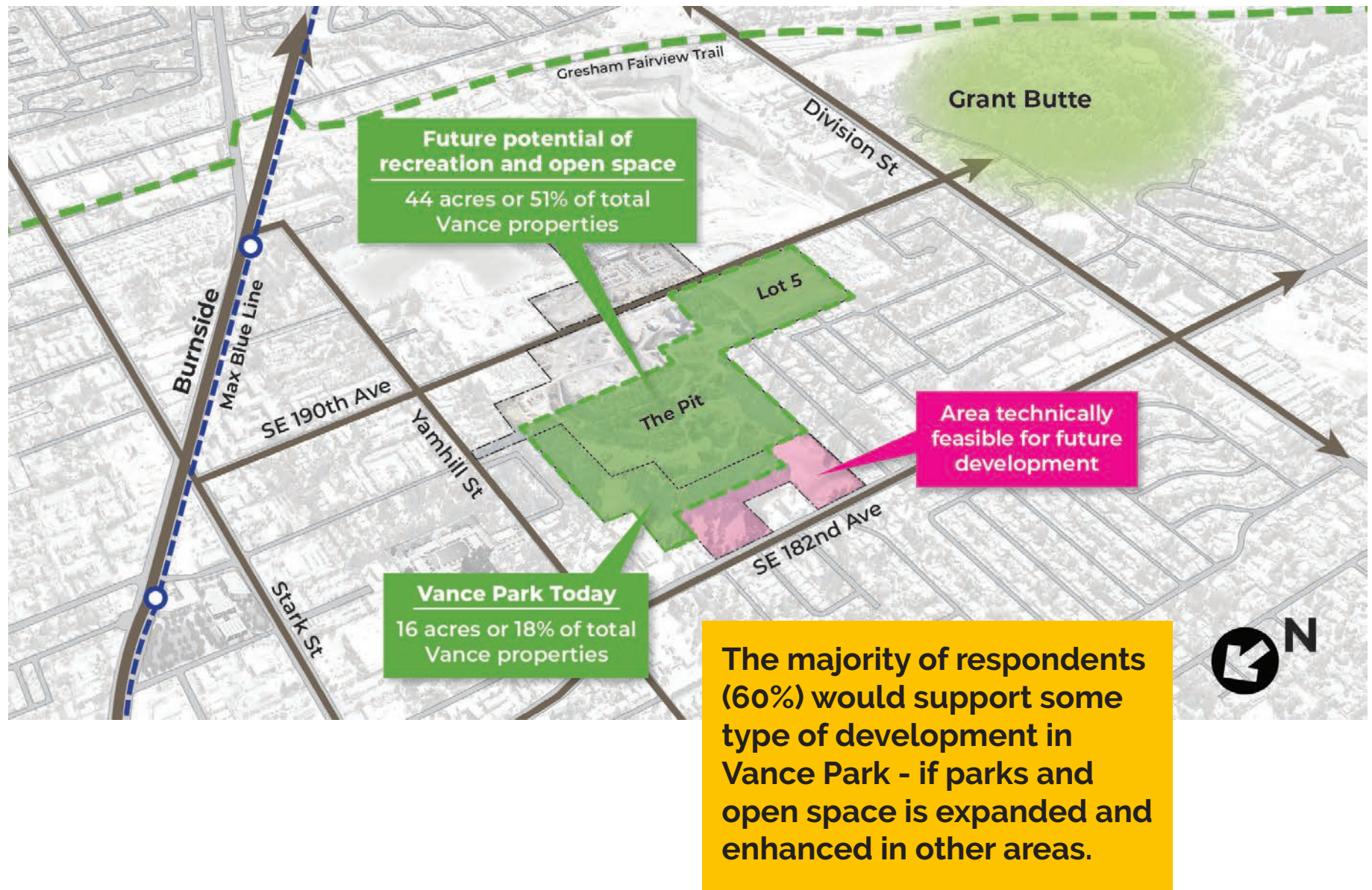
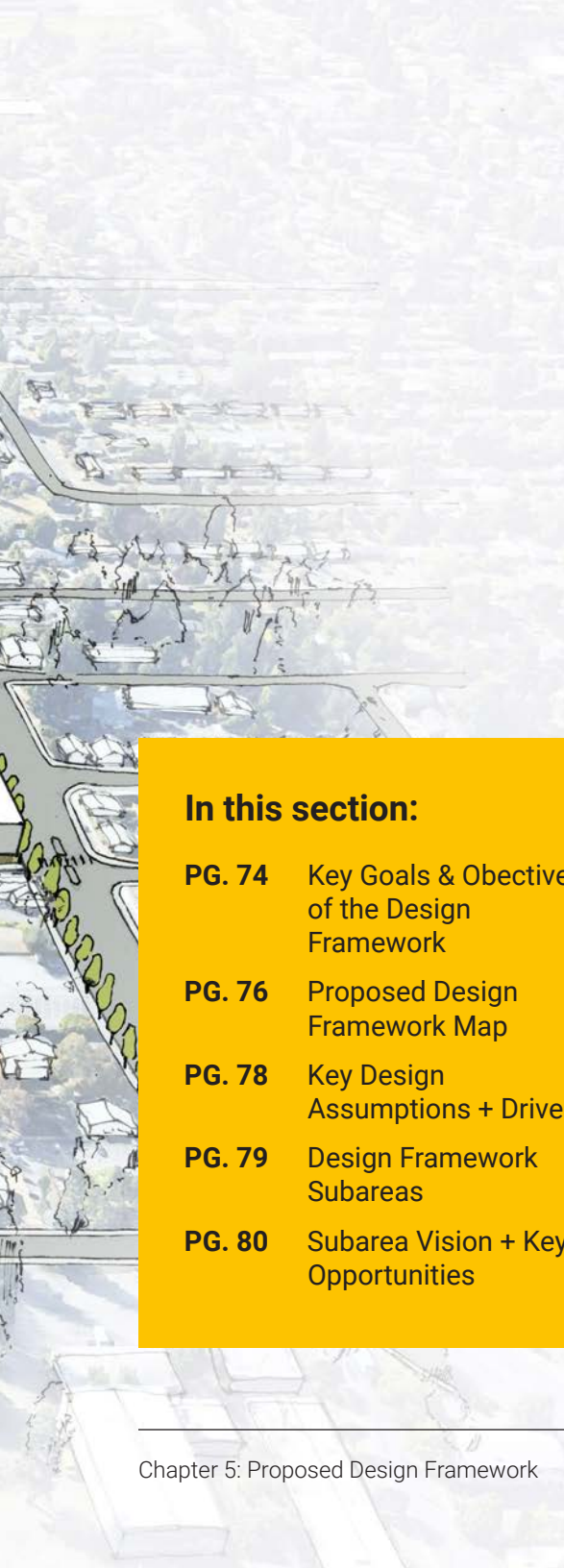




Image credit: YBA Architects, GreenWorks

An aerial photograph of a site with various architectural overlays, including building footprints, parking lots, and green spaces, overlaid on a light blue and white background.

05

Proposed Design Framework

In this section:

- PG. 74** Key Goals & Objectives of the Design Framework
- PG. 76** Proposed Design Framework Map
- PG. 78** Key Design Assumptions + Drivers
- PG. 79** Design Framework Subareas
- PG. 80** Subarea Vision + Key Opportunities

The proposed design framework represents a community-oriented vision for the 87-acre site and reflects the priorities and desires expressed by the community and the County's future facility needs.

The design framework is based on technical investigation of issues and opportunities on the site and builds on its unique landscape,

community engagement, and the catalytic community-based economic development the area has seen in recent years.

The proposed design framework is organized by three distinct subareas which includes opportunities for parks, recreation, and open space, affordable housing, community-focused spaces, enhanced pedestrian and bike-friendly streets, and complete connections to nearby amenities and transit.

This chapter provides an overview of the key design assumptions, goals and objectives of the overall design framework and key opportunities in each subarea of the Vance Properties.

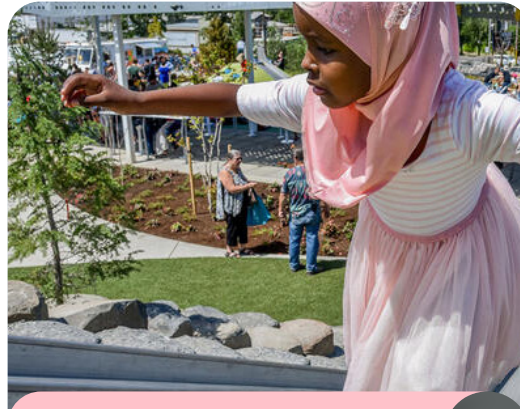
Key Goals & Objectives of the Design Framework

01



Accommodate future County facility needs including transportation uses and other County services

02



Prioritize access to parks and recreation, affordable housing, affordable childcare, job opportunities, and activities for youth

03



Create a more safe, walkable and bikeable environment with enhanced connections to key destinations, transit, and parks

04



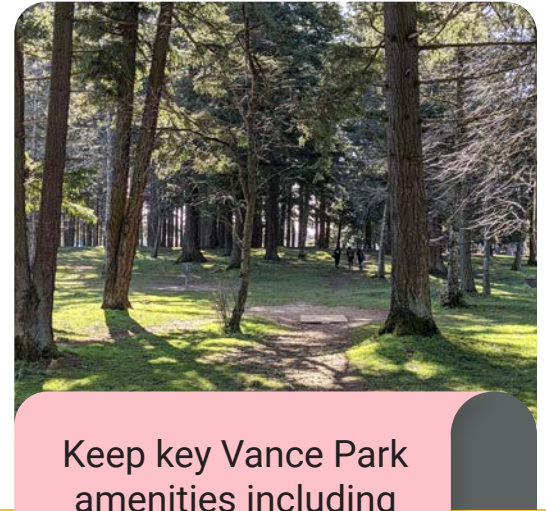
Identify community-serving uses that provide stability and wealth-building opportunities, and complement current development

05

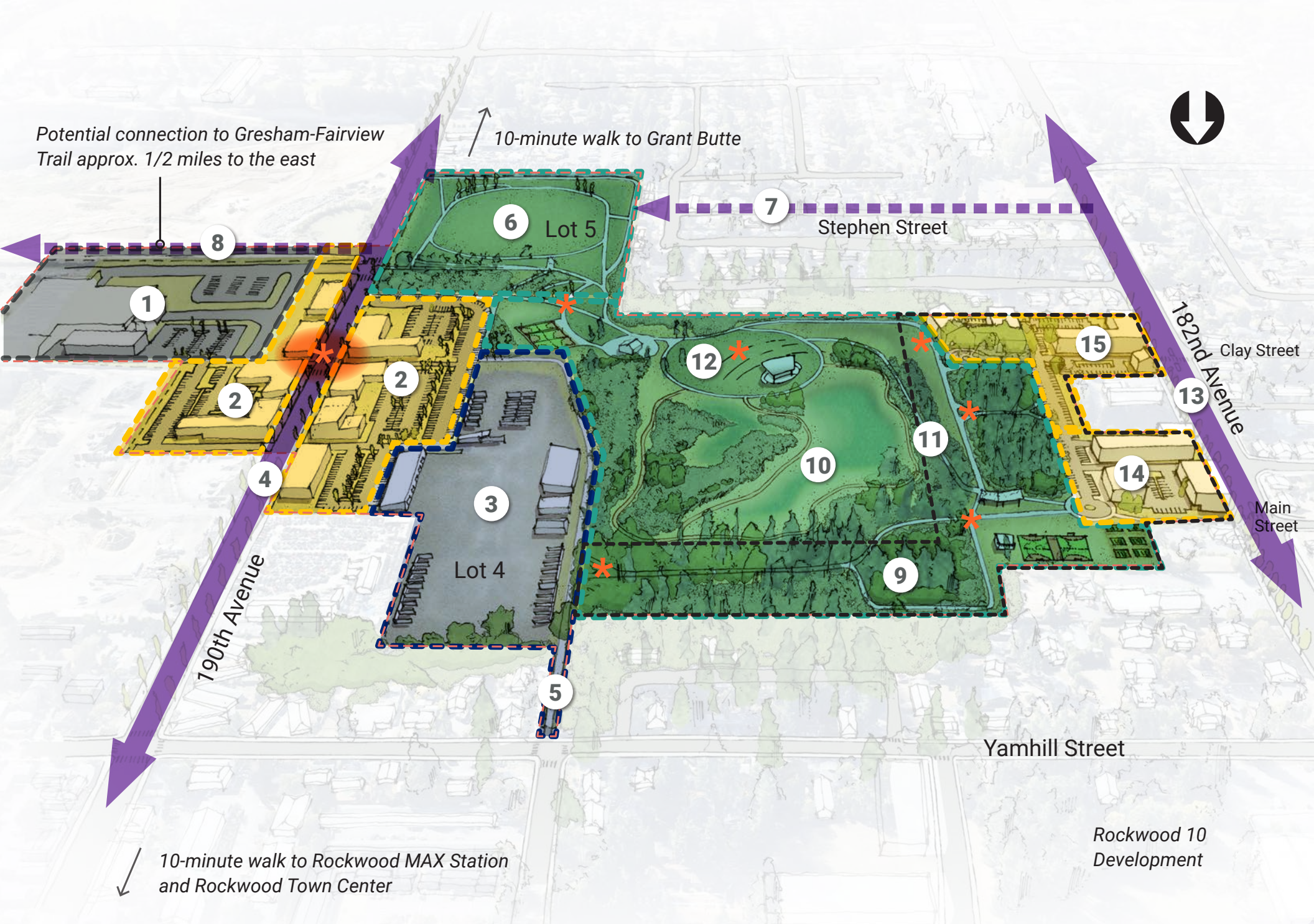


Identify potential uses and mitigation and safety measures on former landfill areas, steep slopes, and stormwater management

06



Keep key Vance Park amenities including the mature trees, futsal court, disc golf course, and community garden



Vance Properties Proposed Design Framework Map

The proposed design framework represents a community-oriented vision for the 87-acre site and reflects the priorities and desires expressed by the community and the County's future facility needs. The proposed design framework includes 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.

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

Key Design Assumptions + Drivers

Based on the site's existing physical features and environmental constraints, and the needs and desires expressed by the community and the County, the recommended design framework is based on three key assumptions and drivers:

Cost & Time

The size and topography formed by past quarry activities in the Pit Area and multiple environmental contaminants identified on the site can create major capital costs and time constraints for development.

The design and programming ideas in this Plan limits major capital and site development costs by leveraging the site's existing features and assets while still meeting the community's and County's goals.

County Facility Needs

There are current and known County space needs that can be accommodated on the site, such as continued maintenance and storage facilities for the Department of Transportation, and new County facilities such as for Animal Services.

The County is also seeking ways to accommodate future facilities and uses that serve the surrounding neighborhoods and East County residents.

Community Input

The design framework and implementation strategies center the priorities and needs heard from the area's historically marginalized communities.

The aim of the design framework is to identify opportunities that support one of the most diverse parts of our region and build long-term neighborhood affordability, livability, and health.

As such, the design framework reflects that highest priorities heard from community members which include access to nature, parks and open space, safe and affordable housing, community-focused spaces, and job opportunities. To ensure future development continues to reflect the priorities and needs of diverse and disadvantaged populations, ongoing community engagement will be critical as more detailed planning and development decisions are made about the site.



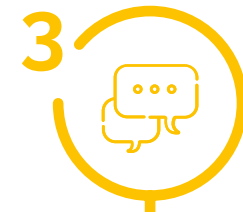
Cost & Time

Limit major capital / site development costs, especially at the Pit



County Needs

Current / known County space needs PLUS flexibility for future growth



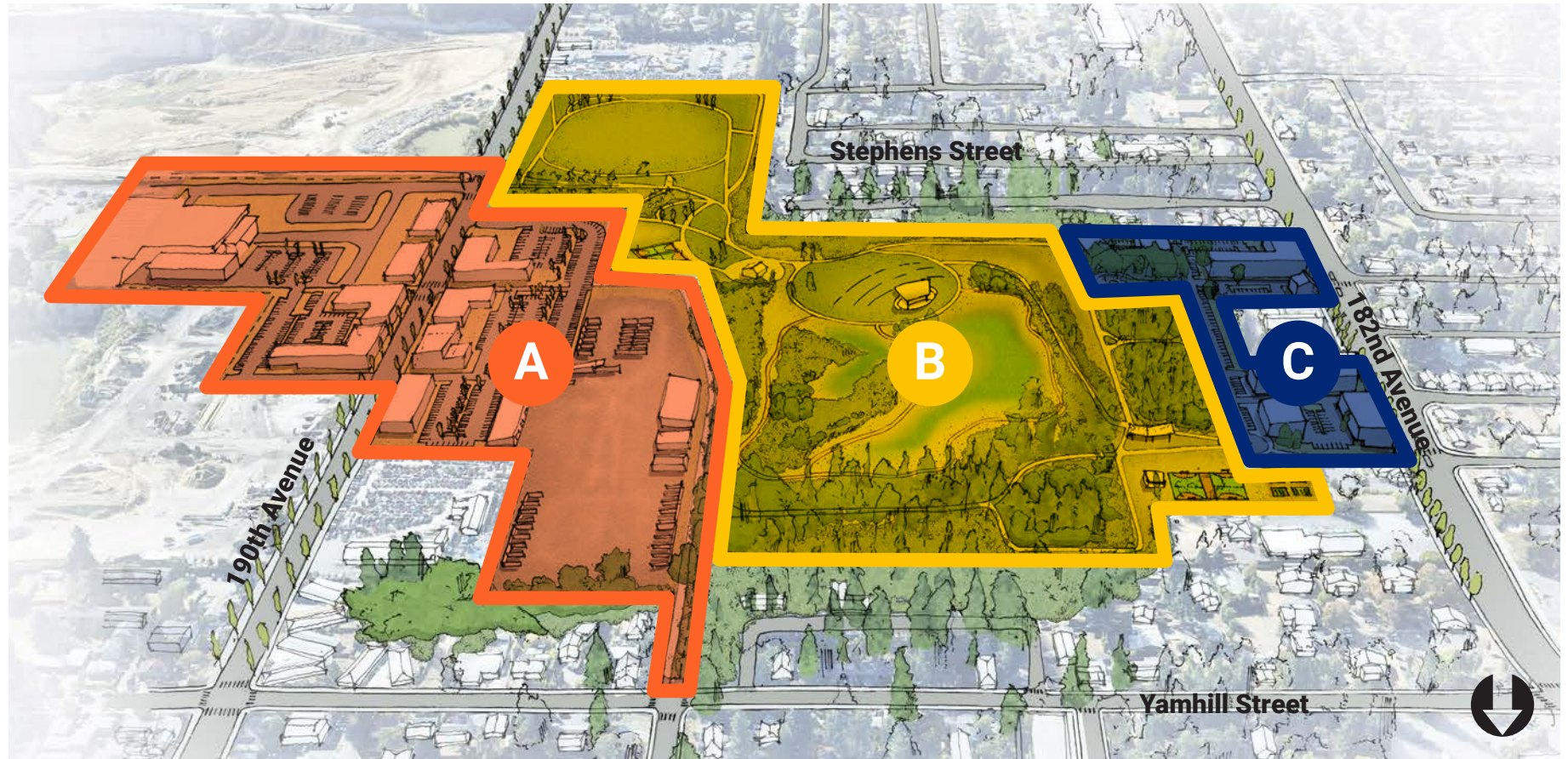
Community Input

Priority needs / desires heard from community

Proposed Design Framework Subareas

The proposed design framework is made up of three distinct subareas within the overall property (Figure 15) which presents its own unique identity, opportunities, and implementation strategies. The conceptual rendering below is for illustrative purposes only. Each subarea will require more detailed analysis, planning and community engagement efforts to ensure it meets the community's and County's goals and vision for the site.

Figure 16. Design Framework Subareas



- A** 190th Employment Corridor **B** The Park, the Pit + Slope **C** 182nd Corridor Site 1 + 2

A 190th Employment Corridor Vision

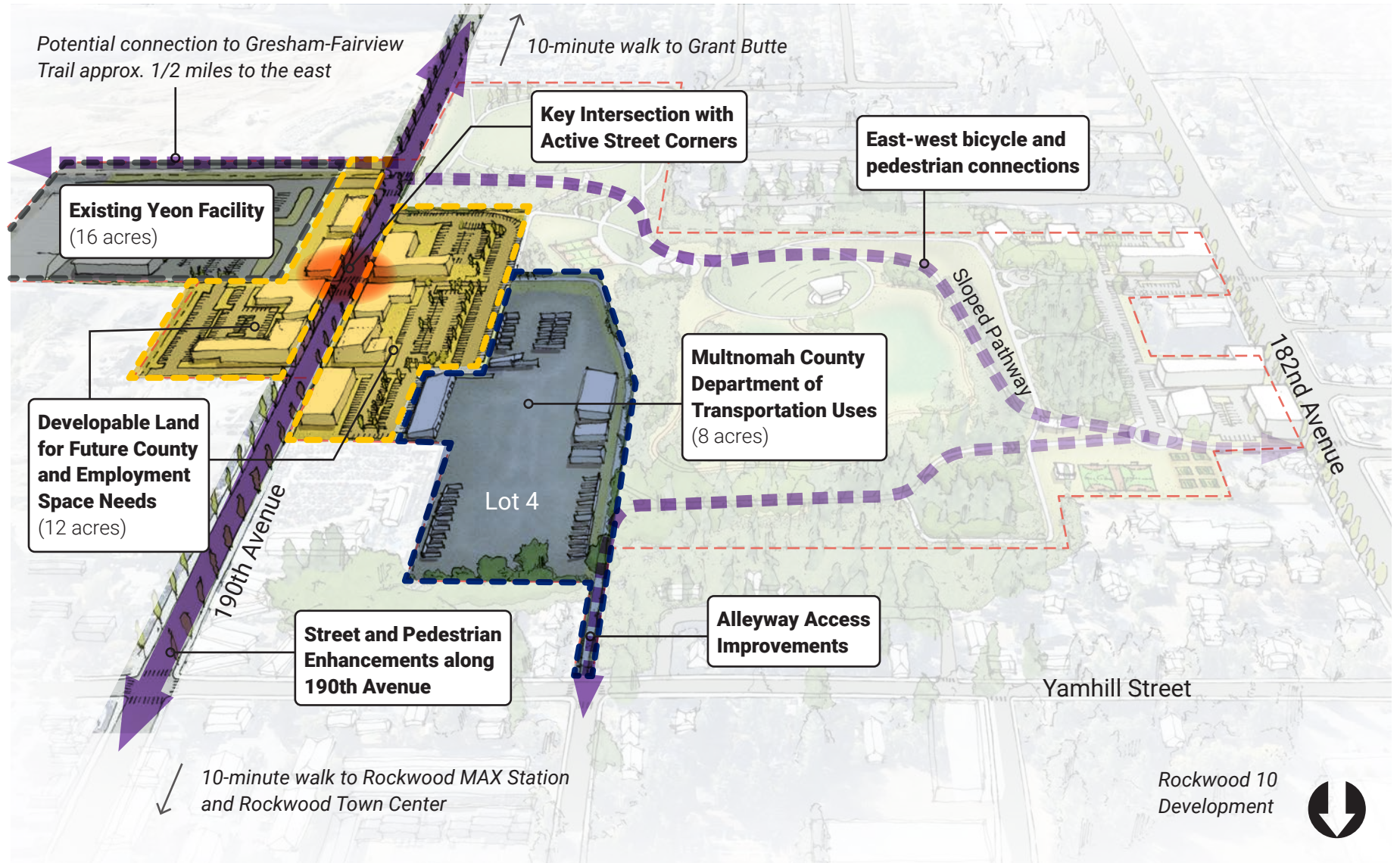


Image credit: Underlying visuals by YBA Architects and GreenWorks, overlay graphics by Cascadia Partners

The 190th Employment Corridor represents a significant opportunity to both accommodate significant future County space needs and community-centered employment uses.

Key Opportunities

- **The County has identified a need for continued Department of Transportation uses and new facilities for Animal Services.** The Plan accommodates these uses and preserves additional expansion land for as-yet unidentified County-related needs.
- **The County can play an important role in facilitating the development of much needed, affordable employment and industrial space.** The recent and acute increase in regional demand for industrial space has greatly increased prices of land and rental rates for building space. This increase makes it very difficult for small and minority entrepreneurs to start and expand businesses. Rockwood Town Center and nearby food and retail activity creates a unique opportunity for a portion of the 190th Employment Corridor to provide nearby “back of house” space to serve those public-facing uses in the Rockwood Town Center and beyond. Affordable employment space and the challenge of employment gentrification has emerged as a top concern and priority for regional leaders. As a result public dollars have begun to be focused on this issue, and affordable employment space on the Vance site could be a very competitive and appealing proposition.

Examples: Community-focused Employment Uses

Campus Use (Industry, Institutional, Health, Education)



Workforce Training



Industrial Innovation



Maker Space



Food-related Uses



Top left clockwise: PCC Southeast Campus, Oregon Tradeswomen Consolidated Workforce Training Center, ADX Portland, The Redd on Salmon Street, Oregon Manufacturing and Innovation Center

Image credit (top left clockwise): Portland Community College, Oregon Tradeswomen, Portland Community College, ADX Portland, Ecotrust

- **The Vance Vision contemplates a range of employment-related uses that can, according to Gresham planning staff, likely be permitted using the City's established Special Use Review (SUR) process.** The City has expressed a desire to maintain this area for employment-related uses, but also an openness to considering a wider range of uses than strictly industrial uses. The nature of employment, and specifically industrial space needs, has changed significantly since the 1950s and zoning standards have been slow to evolve.
- **The development of the 190th employment areas and the open spaces to the west creates an opportunity to improve connectivity in this area,** which has a very limited street and pedestrian network - particularly east-west connections. Specifically, the vision proposes a robust set of east-west bicycle

and pedestrian connections across and throughout the larger site, including a long term objective to connect to the regional Gresham Fairview trail to the east.

- **190th Avenue can become a bike and pedestrian-friendly street and remain a safe corridor for freight and commercial vehicles.** Improvements could include street trees, landscaping, wider sidewalks, lighting, protected bike lanes, pedestrian crossings, and wayfinding signs. Clear and visible main entrances that fronts the street, and clearly denoted side or rear entrances for service roads contribute to a more bike and pedestrian-friendly corridor.
- **As development occurs on the corridor, orienting buildings and building entrances contribute to a better pedestrian experience.** Active street corners at key intersections can serve as gateways or focal points to create stronger connections across the Vance site.



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

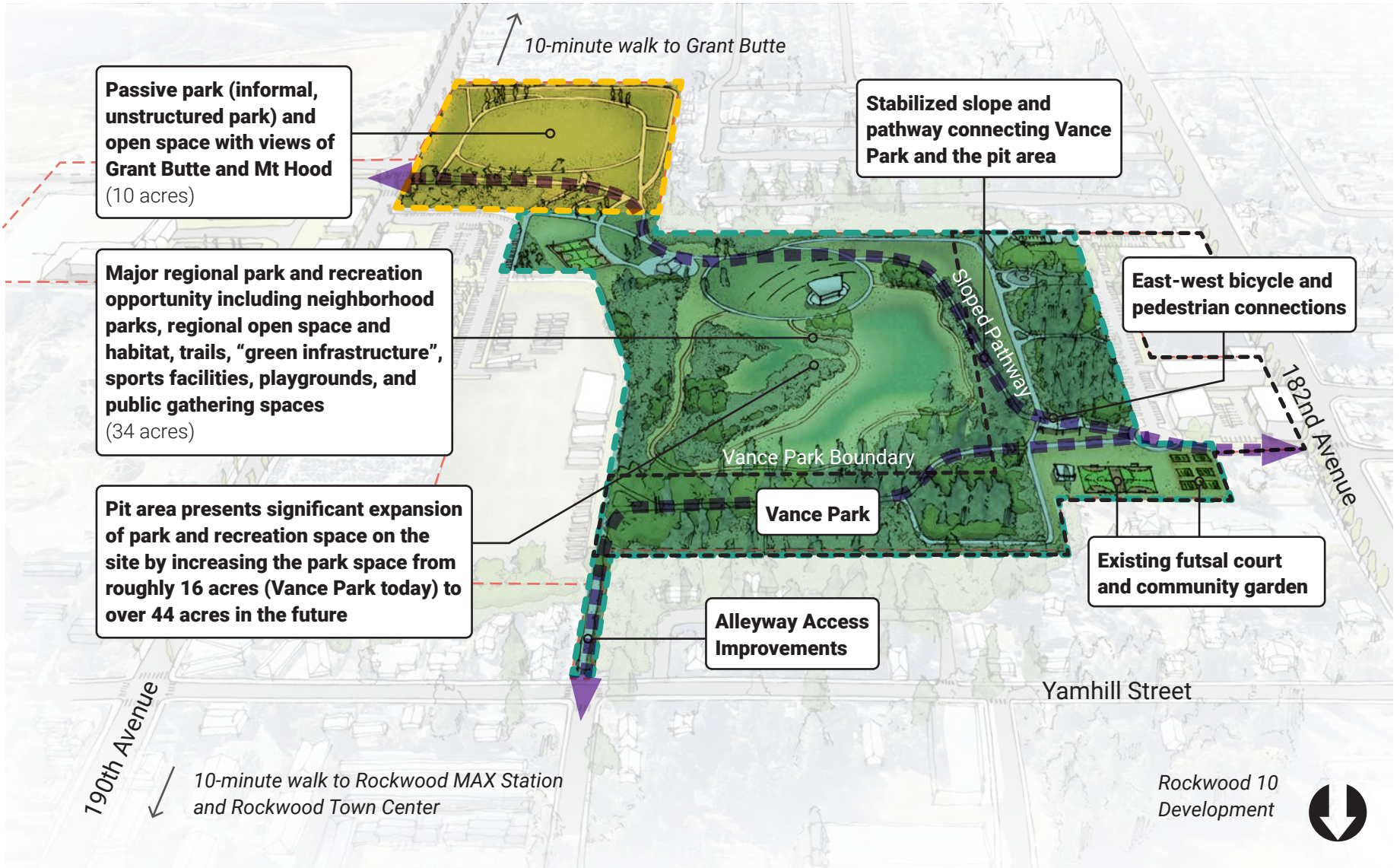


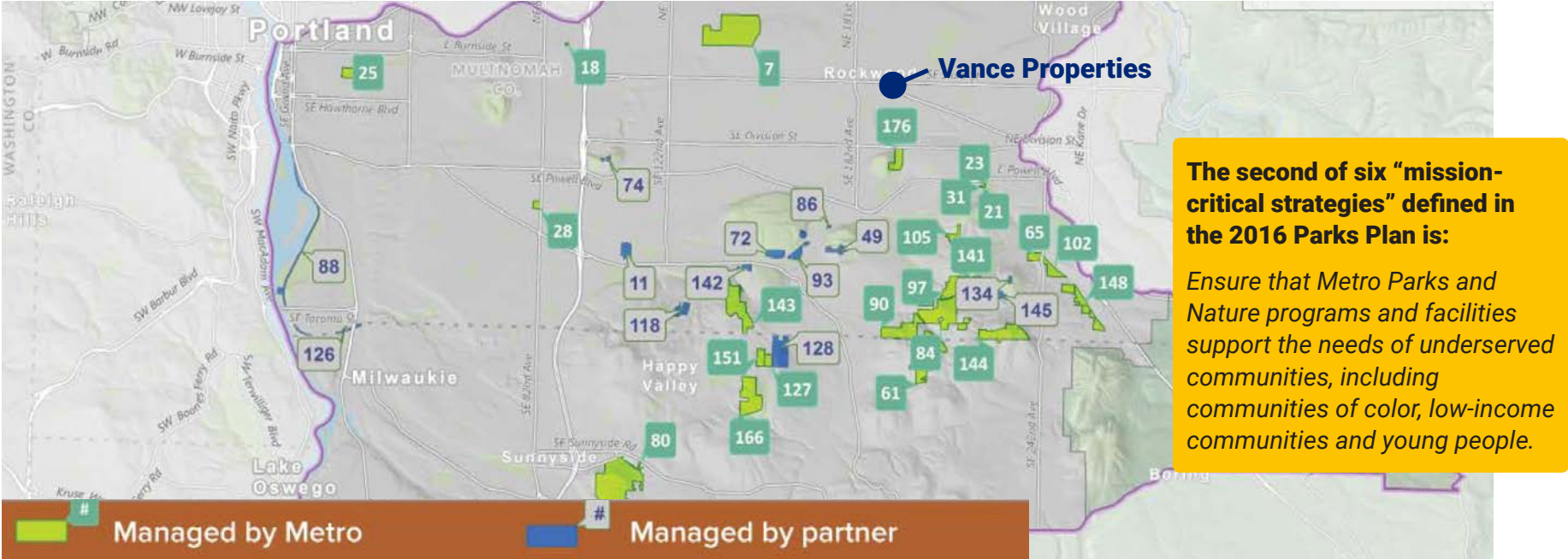
Image credit: Underlying visuals by YBA Architects and GreenWorks, overlay graphics by Cascadia Partners

The Vance Park, the Pit + Slope area is once in a generation opportunity to provide a regionally significant parks, open space and recreation attraction that serves a culturally diverse and historically rich area of East County.

Key Opportunities

- **Much of what is known today as Vance Park and the large open “pit” portion of the Vance site are envisioned as a major regional park and open space opportunity.** The large scale and topography of this part of the site presents a unique opportunity to achieve a range of objectives at one location, including neighborhood parks, regional open space and habitat, trails, and “green infrastructure,” such as stormwater management.
- Open space at Vance Park is somewhat informal. **This plan provides a framework for a significant expansion of park and open space on the site: increasing the park space from roughly 16 acres today to over 44 acres in the future (Figure 14).** This expansion is possible even while integrating two new potential locations for affordable housing and other community-centered uses along 182nd, because of the anticipated improvement of the Pit area and Lot 5 as park and recreation space.
- **The Plan seeks to maximize the opportunity of Lot 5 without a major, costly change. As such, Lot 5 has been identified as a good candidate for soft-scape uses like turf fields that can minimally disrupt the landfill contents.** Structures, like pavilions or stadium seating, are likely to be challenging and infeasible due to potential settlement issues and ongoing maintenance requirements.
- The current heavy industrial zoning on the site does not allow public parks, plazas, or open space by right, however, there is an exception for public property owners who have owned the property since April 2, 2009. **This means the timing of any land ownership transfers to other public or nonprofit entities who intend to develop public open space should happen after that use is permitted.** Alternatively, the County can retain ownership of the property and structure a management agreement for open space with Metro or the City of Gresham, for instance.
- There are a variety of potential strategies for stabilizing the slope, but they may come with a significant cost. **Every effort should be made to align the timing and leverage the funding for park improvements to also achieve long term slope stability.**
- Metro’s 2016 Parks and Nature System Plan provides an overview of the existing portfolio of regional parks and a planning framework for future acquisition opportunities for Metro. In the last 30 years, Metro has become the region’s largest owner and operator of parks and open space.
 - The 2016 plan breaks the region into 11 unique “naturehoods” defined by distinct geographic and ecological identities. The Vance Pit sits in the East Buttes and Johnson Creek Naturehood (Figure 16). **This naturehood is defined by many large parks and trails, but most of them are located south of Powell Boulevard - far from the Vance site and the heart of Rockwood. The Vance Properties presents an opportunity to expand access to regional park and recreational spaces in one of the most diverse neighborhoods in the region.**

Figure 17. East Buttes and Johnson Creek Naturehood Map (Metro 2016 Parks and Nature System Plan)



Metro Parks & Nature Bond

A \$475 million bond was approved in 2019 to help fund programs that further protect natural habitats and provide opportunities for people to connect with nature. These programs include:

- Protect and restore land (\$155 million)
- Local parks and nature projects (\$92 million)
- Nature in Neighborhoods capital grants (\$40 million)
- Metro park improvements (\$98 million)
- Walking and biking trails (\$40 million)
- Large-scale community visions (\$50 million)

The Metro Natural Areas and Capital Performance Oversight Committee was created in February 2021 with the key function of ensuring transparency in the use of capital funds approved as part of the 2019 bond. Currently, program areas are being developed, with the anticipated completion of program criterias and guidelines in 2021. Across all program areas is the need to demonstrate meaningful community engagement, racial equity, and climate resiliency.

Placemaking: Sharing stories from the past and present for future generations

Gresham has a rich cultural history dating back to the early 1900s. Placemaking processes that center the history and vision of the area can help build more resilient communities and prevent displacement that can result from economic development and revitalization efforts.

The public park, open space, and recreation opportunity at the Pit and Lot 5 present a one-of-a-kind canvas for community members to co-create placemaking designs that tell the stories of the community's past and present including Indigenous, Black, Hispanic/Latinx, Asian American and Pacific Islander, immigrant and refugee, youth, LGBTQIA+ communities. Future development should include placemaking efforts that reflect the deep, cultural history of Gresham and celebrates the diverse and vibrant communities that live there today.



Image credit: Amanda Waldroupe

Similar to the Vance site, Cully Park in Portland was home to a mining operation in the 1950s and later used as a landfill before closing in the 90s. Through a partnership with Portland Parks & Recreation and Verde, this former landfill was transformed into a 25 acre park and community gathering place through a community-driven design process. The image above is the Seed Ceremony that took place at the Native Gathering Garden during Cully Park's grand opening in 2018.

Opportunities for Creative Placemaking

- **Engage the community early** to begin building relationships and facilitate a community-driven design process.
- **Gather local arts and cultural assets that exist in the community.** Listen to and understand the community's history and aspirations for the Vance site and amplify local community assets to help foster a sense of pride.
- **Partner with local community organizations** (i.e. NAYA, Wisdom of the Elders, Latino Network, Beyond Black) and local and regional arts organizations (i.e. the Gresham Center for the Arts and the Regional Arts and Culture Council) to pursue funding and engagement opportunities.
- **Engage and commission local BIPOC artists** for permanent and temporary installations and performances.
- **Look for early wins to generate excitement, visibility, and buy-in.** For example, use pop-ups with food vendors from Rockwood Town Center to draw people in or host community events to test out temporary design ideas.
- **Build a "brand" for certain subareas** of the site that is reflective of the local community. This could help with funding pursuits for future phases of planning and development.

C 182nd Corridor Site 1 + Site 2 Vision

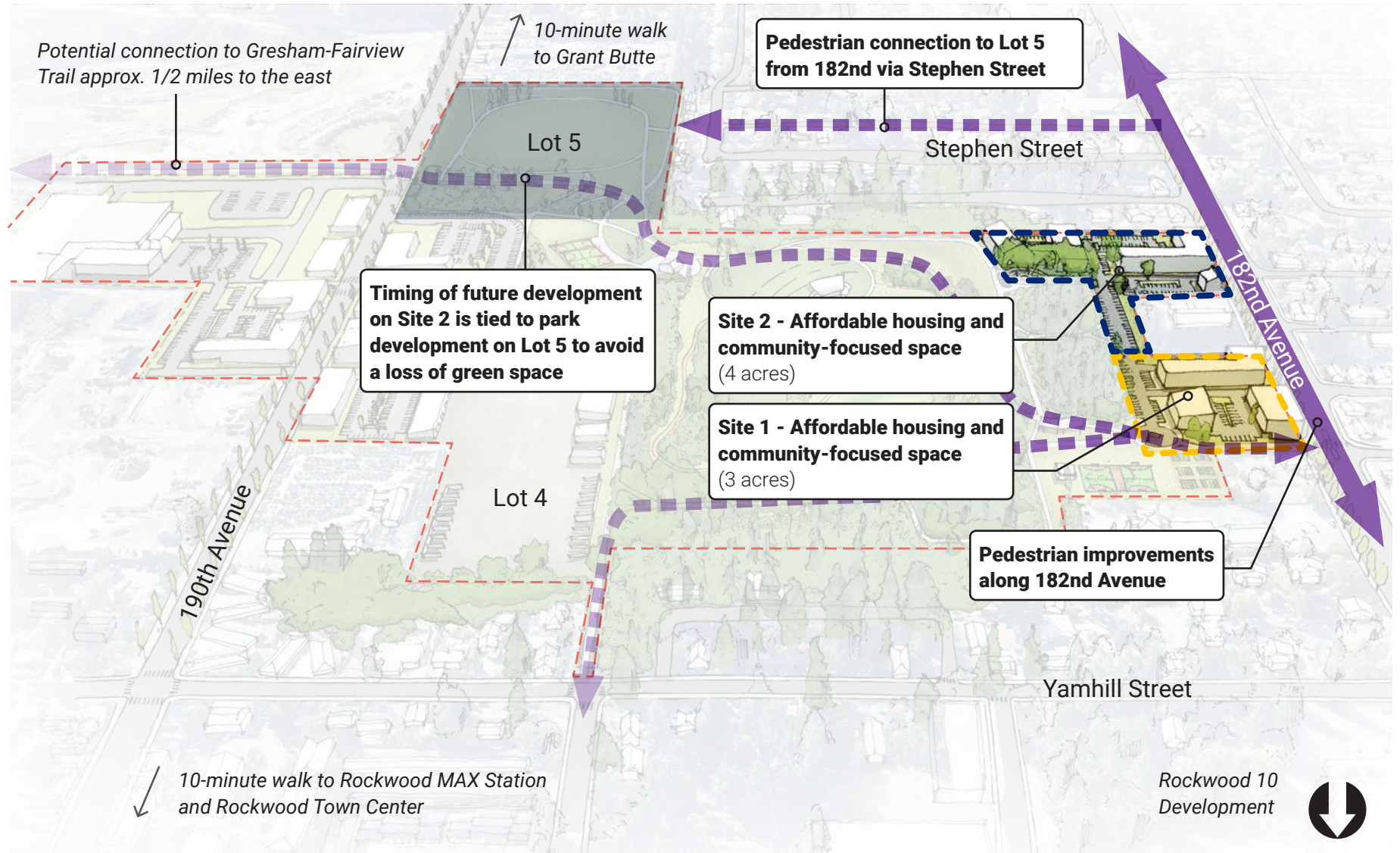


Image credit: Underlying visuals by YBA Architects and GreenWorks, overlay graphics by Cascadia Partners





Site 1 + 2 along 182nd Avenue is the largest opportunity to achieve the highest priority uses identified by the community – affordable housing and community-focused spaces.

Key Opportunities

- **Site 1 + 2 on 182nd represents a near term opportunity for development - and specifically, an opportunity to achieve the types of development that were the highest priority for the community: affordable housing and community-focused spaces** such as affordable childcare services and community gathering spaces. Delivering on a top community priorities early in the plan development process will be a very powerful acknowledgement of the importance placed on the community's needs.
- **182nd already has a neighborhood context, which is very different from much of the Vance site.** Mixed-income residential neighborhoods surround both sites on three sides: north, west, and south. Commercial and cultural amenities are located a short distance away on 182nd, with Rockwood Town Center to the north and the commercial corridor of Division to the south.
- **Site 1 + 2 are directly adjacent to existing (and potentially more) recreation and open space at Vance Park that would support the health and livability of residents in a future development at this location.** Specifically, the site is next to both a beloved futsal court that was designed and built with local, grassroots support and a disc golf course and natural park area nestled in the mature evergreen trees all located at Vance Park.
- **Both sites are also well positioned from the point of view of potential funding and development partners for this project (Table 2).** The Vance site is located in one of the most diverse and marginalized parts of our region: a high priority location to

create long term affordable housing and stabilizing and supportive community-focused spaces.

Table 2. Federal funding designations to incentivize investments in economically disadvantaged communities for Site 1 + 2

Opportunity Zone	
Enterprise Zone	
2021 Difficult Development Area	
2021 Qualified Census Tract	
Qualified SBA HUBZone	
2015 Food Desert	
2015 New Market Tax Credit Eligible Site	
2019 Economic Development District	

- **Federal and local funding from City of Gresham is earmarked for safety improvements on 181st Avenue just north of Vance Park between Stark and Yamhill Street.** These types of improvements will be critical further south along 182nd Avenue as new potential

development occurs on the site and further contribute to the safety, health, and quality of life for nearby residents.

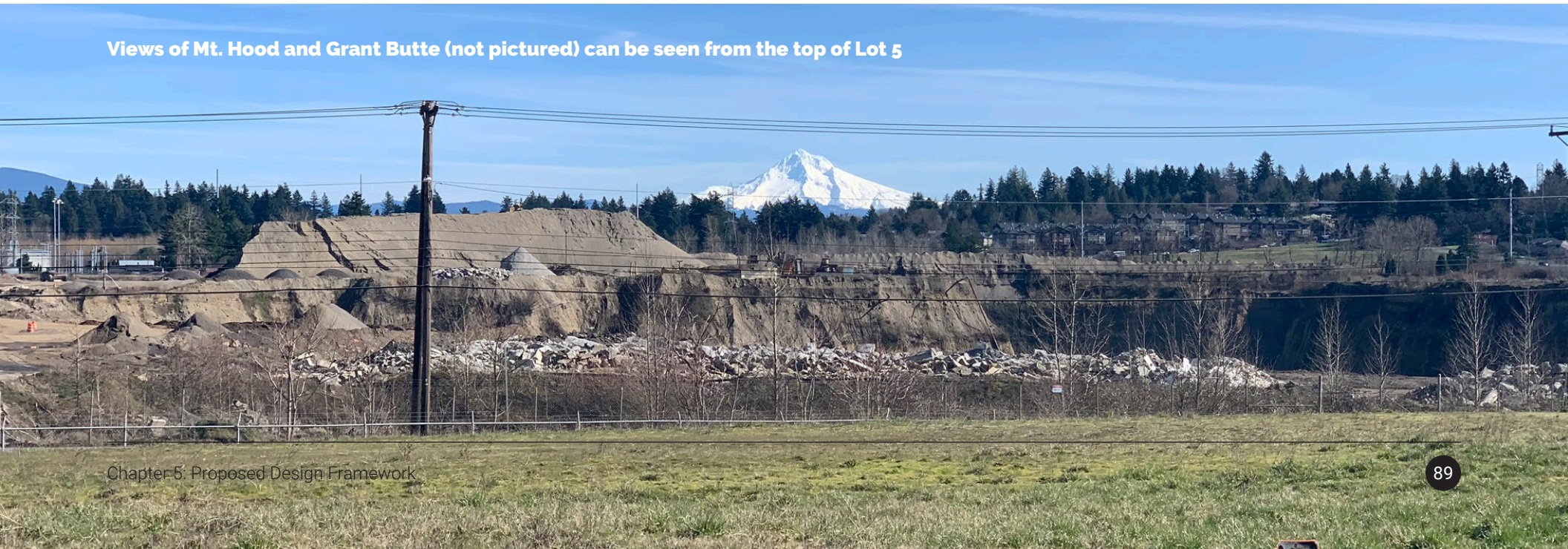
Lot 5

- **The timing of future development on Site 2 should be tied to park development on Lot 5 to avoid a loss of existing green space in the community.** 60% of participants in the Virtual Open House Survey supported some type of development in Vance Park if parks and open space is expanded and enhanced in the Pit area. Over half of those participants support development in Vance Park as long as parks and recreation space opens at Lot 5 and the Pit first.
- **Lot 5 is a 10-acre grassy hill with commanding views of the surrounding buttes and Mount Hood** to the east and would make for a distinctive green space with walking trails, or natural grass sports fields.
- **Lot 5 could be accessed through multiple access points** including 190th Avenue, Stephens Street, and connecting trails from 182nd Avenue through Vance Park and the Pit Area and even to Gresham Fairview Trail further east.



Existing open sports field at Site 2 overlooking the Pit area towards the rear

Views of Mt. Hood and Grant Butte (not pictured) can be seen from the top of Lot 5





Yamhill Street

182nd Avenue

Image credit: YBA Architects, GreenWorks



06

Implementation Strategy + Actions

In this section:

- PG. 92 Proposed Design Framework Map
- PG. 94 Vance Implementation Roadmap
- PG. 96 190th Employment Corridor
- PG. 100 Vance Park, the Pit + Slope
- PG. 105 182nd Corridor, Site 1 + Site 2

The implementation strategy identifies near to long-term actions that the County should pursue to realize the goals and priorities of the community and County on this unique and once in a generation development opportunity.

This chapter sets out a vision with specific strategies and actions, potential partnerships and funding opportunities for each subarea described in Chapter 5.

Planning and developing the Vance Properties could take many years and multiple phases which is typical for large-scale developments like the Vance site. This chapter identifies near-term to long-term implementation strategies and actions that the County and partners should pursue to build quick wins and remain proactive on this important opportunity.

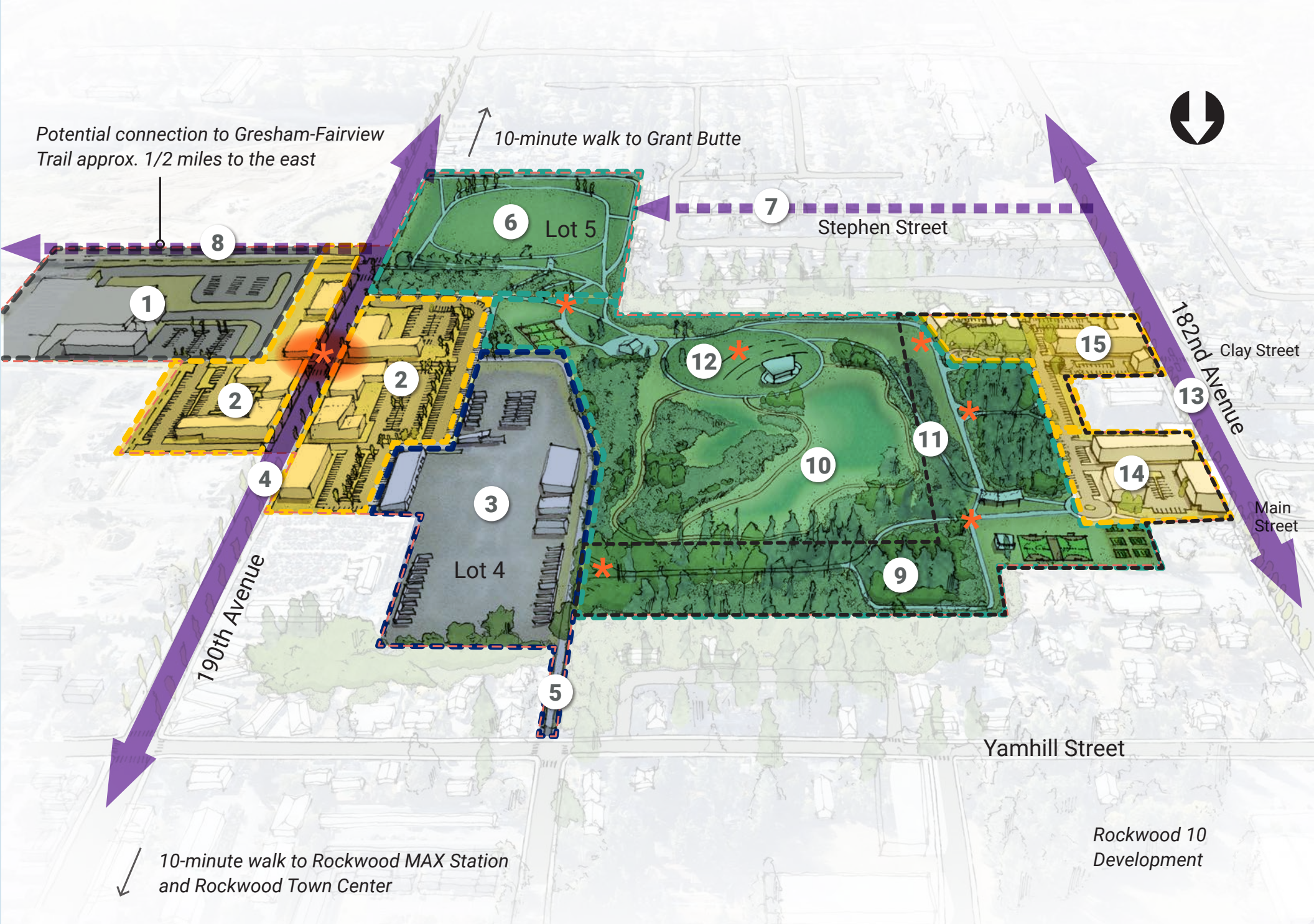
Vance Properties

Proposed Design Framework Map

The proposed design framework represents a community-oriented vision for the 87-acre site and reflects the priorities and desires expressed by the community and the County's future facility needs. The proposed design framework includes 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.

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

6 Lot 5

190th Avenue

3 Lot 4

Yamhill Street

182nd Avenue

Clay Street

Main Street

10-minute walk to Rockwood MAX Station and Rockwood Town Center





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 18. 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 landfill 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 at known venting locations.
- Periodically test methane levels at new locations.
- 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

A 190th Employment Corridor Vision

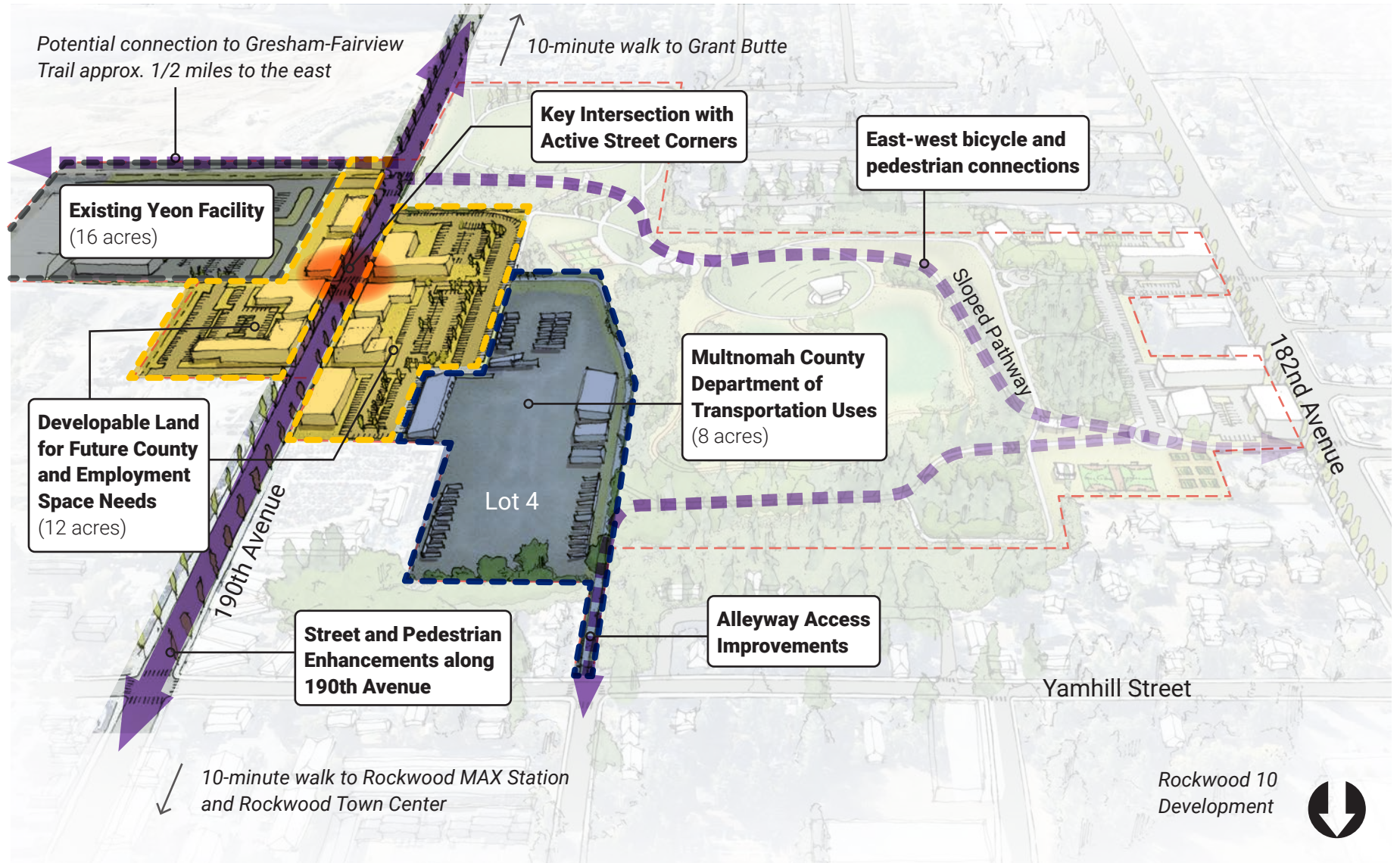


Image credit: Underlying visuals by YBA Architects and GreenWorks, overlay graphics by Cascadia Partners

190th Employment Corridor Strategies / Actions


<p>Near-Term</p>  <p>Long-Term</p>	A1	<p>The County should stay engaged in the potential expansion of the Rockwood URA and proactively seek to identify partners and partnerships that can help provide (finance, develop, operate) the specific space needs that are identified.</p> <p>The Rockwood URA has secured a grant from Greater Portland Inc. to investigate the role and expansion potential of BIPOC-owned businesses within the region's food-oriented economy. This work could result in a prioritized set of space needs to support the expansion of this industry cluster in the Rockwood Area.</p>
	A2	<p>Track Metro's evaluation of Title IV land policy which is likely to happen in 2022.</p> <p>The changes could impact the types of uses prioritized in designated Title IV lands, and specifically could expand and make easier some of the uses contemplated in the Vision Plan. See Figure 17 for Title IV land designations.</p>
	A3	<p>Continue to refine Animal Services space needs and proceed with a site planning process.</p> <p>Invest in a new Animal Services building in a way that incorporates other vision plan elements, such as trail connections, street frontage improvements on 190th, and stormwater improvements.</p>
	A4	<p>Continue to refine Transportation Division space needs and proceed with a site planning process.</p> <p>Approximately 14 acres has been identified for continued storage and maintenance needs by the County's Department of Transportation. Incorporate other vision plan elements such as service road access via alleyway improvements on Yamhill Street, and safe pedestrian access to future uses along 190th and parks, trail and open space in the Pit Area.</p>
	A5	<p>Consider the additional developable land available on the 190th Employment Corridor in future County space planning processes.</p> <p>The land is already owned by the County and could be a cost-effective place to expand certain uses.</p>
	A6	<p>This area meets the definition of a "brownfield" and the County should continue to seek state and federal funds for investigation, clean up, site remediation, and development readiness.</p> <p>The 190th Employment Corridor has a long history of dirty and industrial uses, including landfills and gravel mining. The County has discovered a number of legacy landfills in recent years.</p>

Figure 19. Figure X. Rockwood URA and Title IV Land Use Map



Multnomah County Animal Services

190th Employment Corridor **Partnership & Funding Opportunities**

Partnership Opportunity	Funding Opportunities
<p>Multnomah County: Animal Services</p> <p>The planning and development of the Animal Services project at this location could be leveraged to make broader improvements to the site that would benefit and potentially accelerate the development of other parts of the Plan.</p>	<p>The County should seek state and federal grants and loans that can be layered together with County dollars to achieve a broader range of site improvements, environmental remediation, and infrastructure upgrades than would otherwise be possible if the project was just narrowly focused on building the Animal Services building.</p>
<p>State and Federal Environmental Remediation Funding</p> <p>The County has already completed several environmental assessments on the site, and was awarded the Solid Waste Orphan Site grant by DEQ to conduct additional analysis on landfills identified at Lot 4. The County should pursue additional funding to conduct further site assessments and clean up planning and infrastructure needs.</p> <p>Specifically, the County should seek funds:</p> <ul style="list-style-type: none"> • For further site investigation to ensure a full inventory of historical contaminants before any development occurs on the site; • For environmental remediation, particularly in areas that will be disturbed by development and open space improvements; • To conduct Phase 1 and 2 environmental site assessments and geotechnical analysis of future development sites. 	<p>Economic Development Administration (EDA) Public Works and Economic Adjustment and Assistance Grant Program</p> <p>This federal program received a significant boost in 2020. These funds “help distressed communities build, design, or engineer critical infrastructure and facilities that will help implement regional development strategies and advance bottom-up economic development goals to promote regional prosperity.” This grant program has supported projects including water and sewer system improvements, high-tech shipping and logistics facilities, workforce training facilities, business incubators and accelerators, brownfield redevelopment, technology-based facilities, multi-tenant manufacturing facilities, science and research parks. Projects funded by these programs support work in Opportunity Zones which applies to the Vance Properties. There are no submission deadlines under this opportunity; applications are accepted on an ongoing basis.</p>
	<p>American Rescue Plan Act State and Local Fiscal Recovery Funds (SLFRF)</p> <p>Local governments receive funds in two tranches. Multnomah County received over \$157 million in the first tranche of SLFRF in May 2021, and will receive a second tranche of SLFRF in May 2022.</p>
	<p>Solid Waste Orphan Site Account (SWOSA)</p> <p>The County has received funds from DEQ’s SWOSA in 2019 for additional environmental investigation work on the site. The County should position themselves to potentially obtain additional SWOSA funds in the future.</p>

Partnership Opportunity	Funding Opportunities
<p>State and Federal Environmental Remediation Funding, Continued from previous page</p>	<p>EPA Brownfield Grant Funding There are multiple discretionary grant programs under Environmental Protection Agency (EPA)'s Brownfield Program available on an annual cycle for planning and implementation activities. The County could pursue Assessment Grants (up to \$200,000 or \$600,000 depending on grant), Revolving Loan Fund Grants (up to \$1 million), and Clean Up Grants (up to \$500,000). These funds are particularly focused on climate change and environmental justice, and racial equity and access to opportunity which the opportunities at Vance Properties are well positioned for.</p>
	<p>Clean Water State Revolving Fund Timeline This fund is a below market-rate loan administered by Oregon's Department of Environmental Quality (DEQ) for the planning, design, and construction of water pollution control activities. These funds can be used for a variety of water quality needs including wastewater system facility plans and studies, infiltration and inflow correction, and stormwater control to name a few.</p>
	<p>Business Oregon's Brownfield Redevelopment Fund ✓ This fund is a direct loan and grant financing program to assist both municipalities and non-municipalities to conduct a full range of environmental actions from assessment to cleanup on brownfields.</p>
	<p>Business Oregon's Coalition Brownfields Cleanup Fund This fund is a direct loan and grant financing program to assist both municipalities and non-municipalities to conduct a full range of environmental actions from assessment to cleanup on brownfields.</p>
<p>Rockwood URA The City of Gresham is weighing the future of Urban Renewal in late 2021, including potentially establishing a set of prioritized outcomes and the location of new or renewed Tax Increment Financing (TIF) districts. The County should actively engage in this process to advocate for the expansion of the boundary of the Rockwood Urban Renewal Area (URA) to include all or portions of the Vance site and for the extension of sunset date for the district.</p>	<p>Urban Renewal is the most robust local tool available for funding equitable development projects like those that could be accommodated on the Vance site. A renewed and expanded Rockwood URA would be an important partner and funding source to make affordable employment and industrial spaces financially feasible.</p>

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

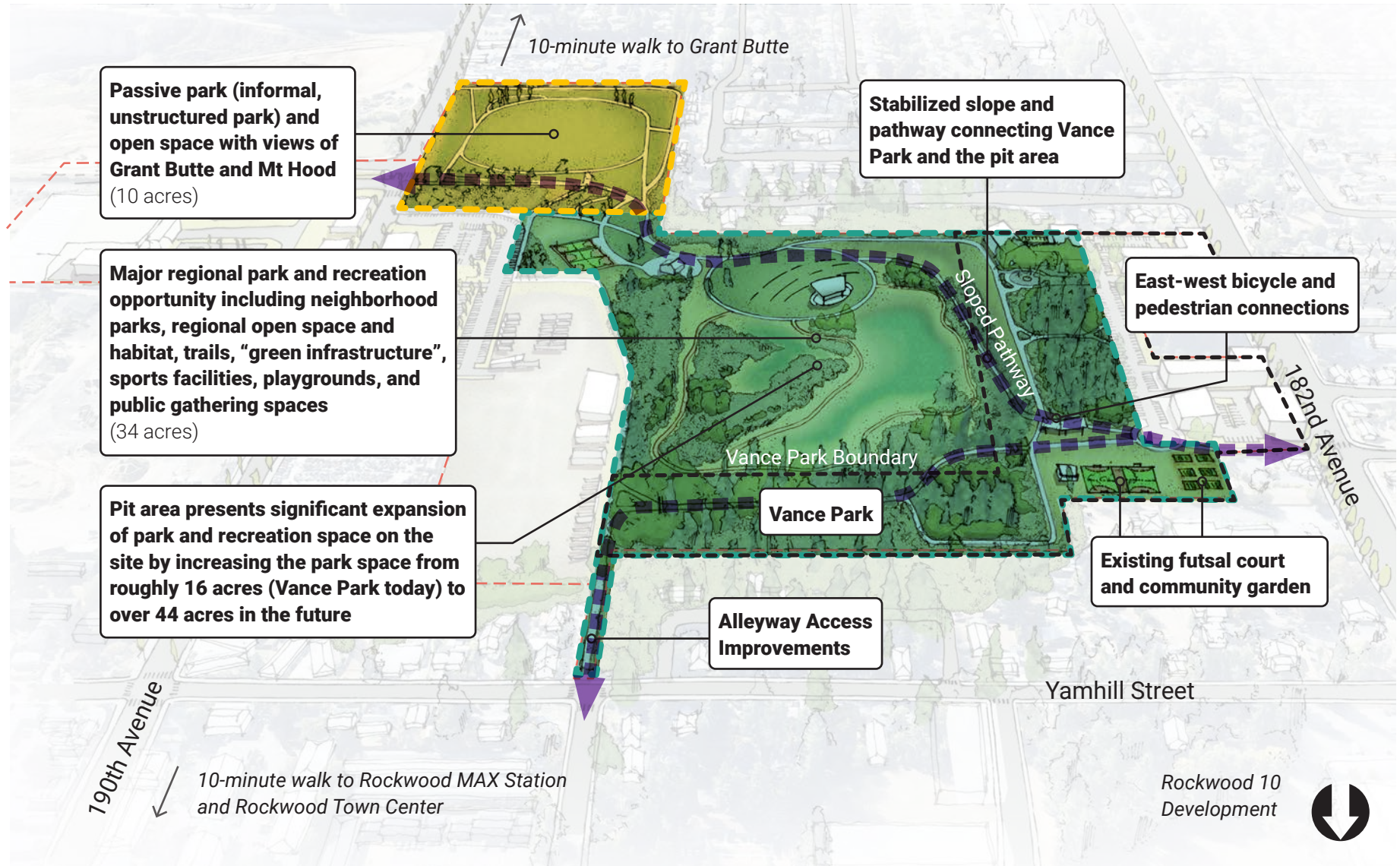


Image credit: Underlying visuals by YBA Architects and GreenWorks, overlay graphics by Cascadia Partners

Vance Park, the Pit + Slope **Strategies / Actions**

Near-Term



Long-Term

B1

Stay engaged in the City of Gresham’s ongoing process to establish a local Parks and Recreation Program and local funding stream.

The City Council’s 2021 Work Plan has prioritized Parks and Recreation, with an emphasis on better serving underserved communities and seeking community input on how to prioritize the spending of Gresham’s \$5.4 million in Local Share from the Metro Parks Bond. From the workplan: “Several parks-related initiatives may include a parks funding feasibility study, master plan update, Metro Local Share project identification and prioritization...”

B2

Continue to refine the highest priority community-focused park and open space elements during the engagement for each of the affordable housing development processes that are anticipated adjacent to Vance Park. The integration of affordable housing with future parks and the inclusion of culturally-specific elements in future parks are both high priorities for Metro and will likely be part of the project evaluation criteria developed later in the fall of 2021.

B3

Lot 5 is former landfill area that has the potential to become a passive park and open space with commanding views of Grant Butte and Mount Hood. Lot 5 will need to be continually monitored and tested for release of methane with additional clean up and remediation before redevelopment:

- Continue monitoring methane release at known venting locations
- Periodically test methane levels at new locations
- Retain ownership of the property to ensure it can be permitted as a public park with exceptions granted in the current Heavy Industrial (HI) zoning. While public parks are not “by-right” permitted use in the HI zone, there is an exception granted that allows long term public land owners to permit industrially zoned land for public parks.



View of Mt. Hood from the highest point on Lot 5.

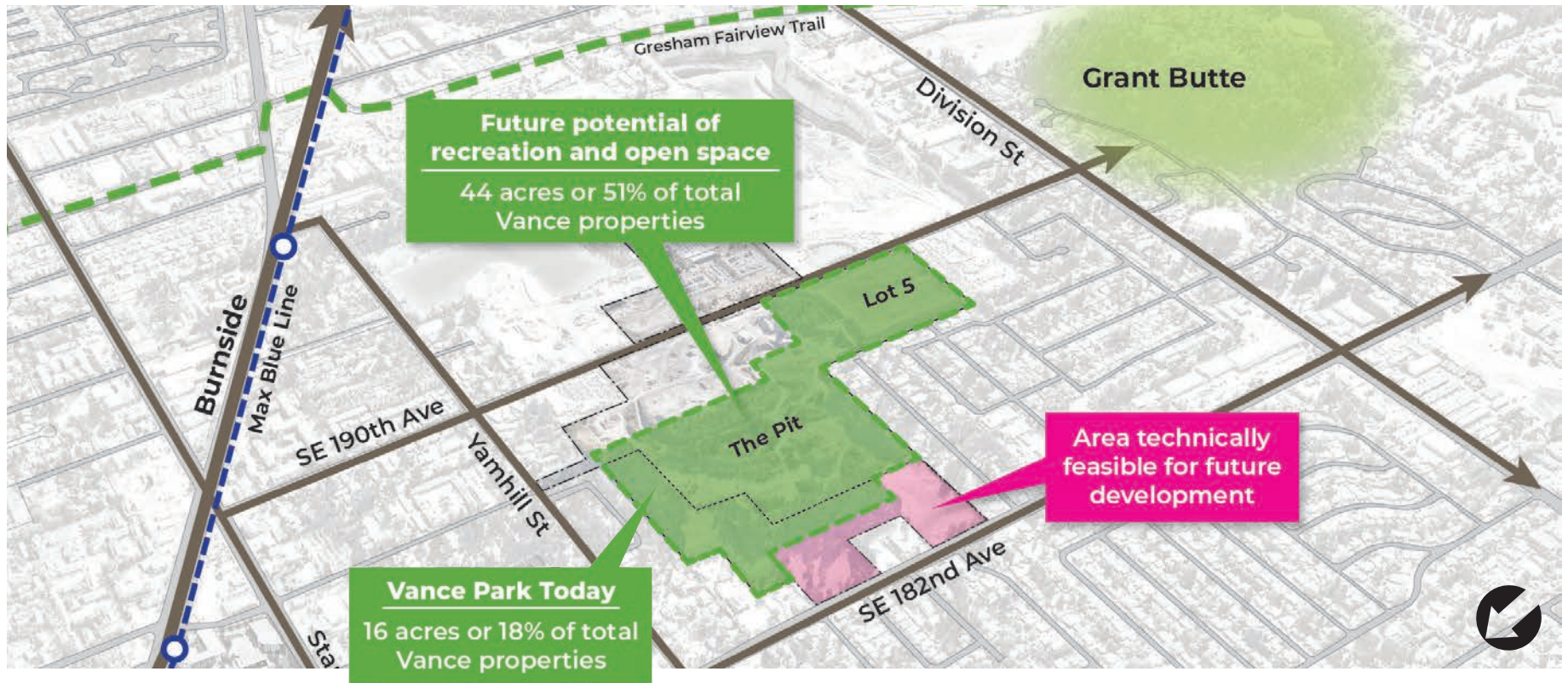
Long-Term, cont'd

B4

Present this unique, 44-acre open space opportunity to Metro. Fall 2021, Metro began the process of defining criteria and refining priorities for how the 2019 bond funds will be spent - and equity is a central focus. The County should proactively seek the opportunity to present the Vance Plan (and specifically the open space and affordable housing portions) to the Metro Natural Areas and Capital Performance Oversight Committee and also directly to Metro Councilors who have a focus on equity and/or east county. The Oversight Committee and Metro Councilors both have the ability to direct portions of the bond funding separately.

B5

Seek grant funding for a park master plan, if large-scale Metro bond dollars cannot be secured in the near term. Complete the park master plan in partnership with Metro, the City of Gresham, or both. Having a park master plan helps make the opportunity (and its costs) more "real" and predictable for regional and local partners to include as a discrete project within funding plans. A portion of Metro's bond dollars can be used for this kind of planning and visioning work and may be less competitive compared to the larger, capital improvement programs.



Vance Park, the Pit + Slope **Partnership & Funding Opportunities**

Partnership Opportunity	Funding Opportunities
<p>Metro Parks & Nature Bond</p> <p>Pivotal to the transformation of the pit area and former landfill sites to usable recreational spaces is securing significant funding. Early conversations with Metro staff highlighted two program areas most primed for the improvements desired for Vance Properties.</p>	<p>Large-scale community visions</p> <p>This program focuses specifically on the investment of funds to create large-scale projects. Due to the large size of Vance Properties, the desired improvements, and the local and regional opportunities to connect communities to the space, the project is a great match for this funding program. A formal process and criteria for the application of funds is expected to be released in Fall 2021.</p> <p>Nature in Neighborhoods capital grant</p> <p>This program provides grants to community-led organizations that have projects to protect wildlife habitat and increase a community's connection to nature. Grants are expected to become available in 2023.</p> <p>A \$10 million cap is expected for project applications.</p>
<p>Gresham Parks Funds</p> <p>The City of Gresham established a Parks Department with long term funding and management capabilities in fall 2021. The County currently has an agreement with the City to allow the public to use the western portion of the property (known as Vance Park) for public recreation in exchange for the City to maintain the property.</p>	<p>With more robust local capacity and funding at the City level, the City may be able to invest more in the improvement of the neighborhood-scaled park elements that are too small to be competitive for Metro's bond dollars. Metro actively seeks to leverage local partnerships, where appropriate, for cost effective management or to fund components that are outside of allowed uses for the Bond dollars. A multipurpose open space opportunity such as this would be more compelling from Metro's perspective with the City of Gresham as a partial funder and/or potential manager for some parts.</p>

Partnership Opportunity

State and Federal Environmental Remediation Funding

State and federal brownfield remediation and stormwater infrastructure funds (grants and loans) can play an important early-stage role in preparing the land for park improvements. The County has already completed Phase 1 and Phase II environmental assessments on Lot 5, and continues to monitor the site for methane release. The County should pursue additional funding to conduct further site assessments and clean up planning and infrastructure needs.

There are multiple new state and federal funding opportunities released by the Treasury that can be used for site assessments, clean up planning, and water and sewer infrastructure improvements. The County should capitalize on recently enacted federal legislation being distributed at national, regional, state, and local levels and continue to track federal and state notices of funding opportunities.

Funding Opportunities

See pages 98-99 for a more detail description of the funding opportunities below:

- Economic Development Administration (EDA) Public Works and Economic Adjustment and Assistance Grant Program
- American Rescue Plan Act State and Local Fiscal Recovery Funds (SLFRF)
- EPA Brownfield Grant Funding
- Clean Water State Revolving Fund Timeline
- Business Oregon's Brownfield Redevelopment Fund
- Business Oregon's Coalition Brownfields Cleanup Fund

The Pit Area and Lot 5 contain former landfill areas. The County should seek state and federal funding to conduct a more thorough investigation of the site including a feasibility study and clean up options for non-structural uses on the site such as open green space or turf fields.

C 182nd Corridor Site 1 + Site 2 Vision

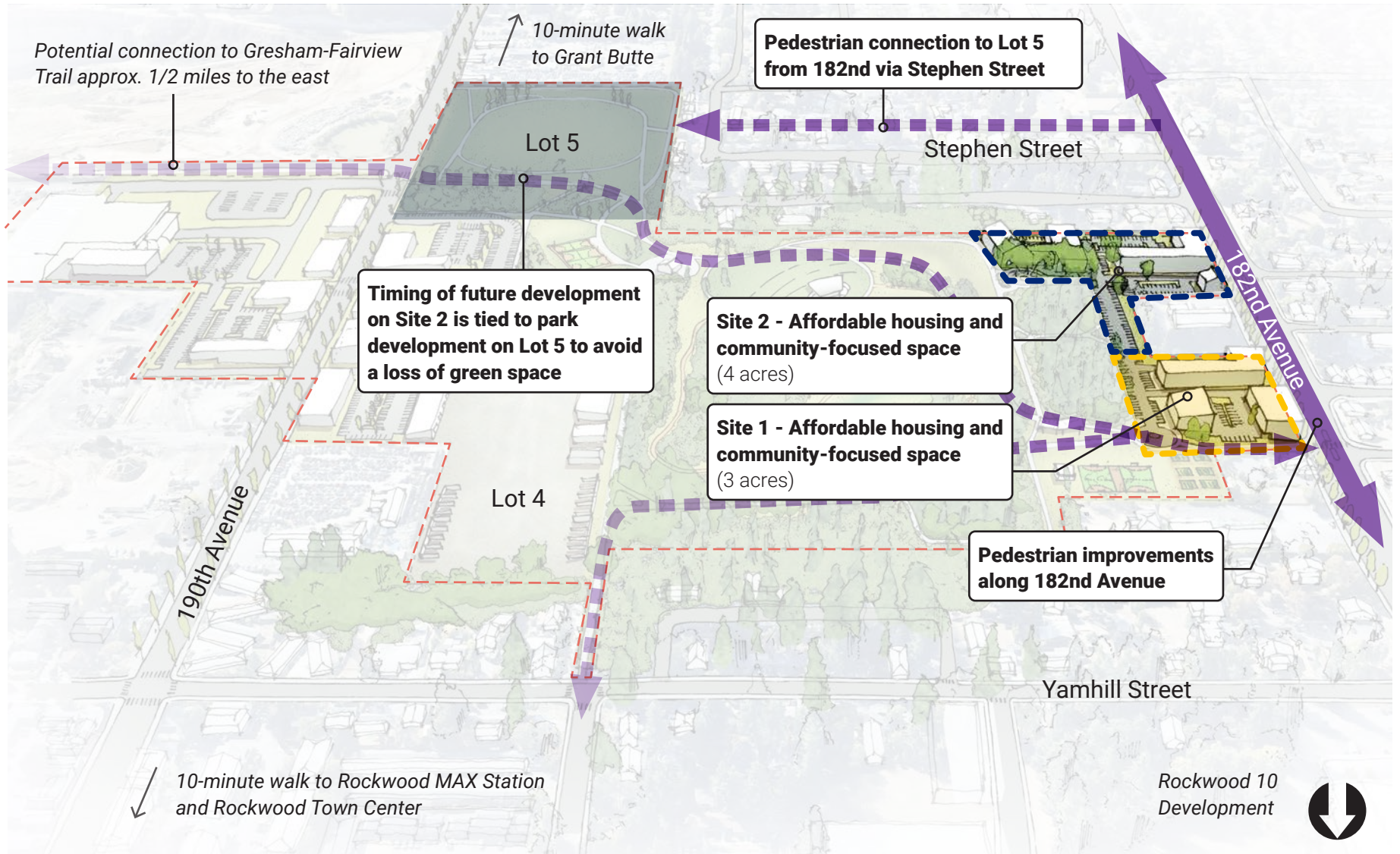


Image credit: Underlying visuals by YBA Architects and GreenWorks, overlay graphics by Cascadia Partners



Conceptual rendering of development potential at Vance Park along 182nd Avenue. This renderings should be used for illustration purposes only. (Image credit: YBA Architects and GreenWorks)

182nd Corridor Site 1 + Site 2 Strategies / Actions

 <p>Near-Term</p>	C1	<p>In 2020, the County was awarded a Metro 2040 Planning and Development grant to continue community engagement for the Vance Plan. Focus grant funds to conduct a deeper, more specific level of engagement with residents, community leaders and community-based organizations to 1) continue to expand on meaningful relationships with the local community and 2) collaborate on defining a detailed site program and solidify development partnerships that will serve the area. Continue to center the voices of historically marginalized and underserved populations including BIPOC, immigrant and refugee communities, youth, and people with disabilities. Engage and foster relationships with Tribal and urban Indigenous communities to understand and acknowledge the land, water, and environment that the Vance Properties sits on and incorporate into more detailed site design and programming.</p>
	C2	<p>Consider a heavily discounted, long term land lease as a way to facilitate the development for a nonprofit development partner. Given the potential use limitations of the site due to the source of original funds used to purchase it, a land lease may be easier and/or more feasible than a subdivision and sale/donation of land.</p>
	C3	<p>Secure a nonprofit development partner to participate in (and perhaps lead certain parts of) the planning and pre-development steps outlined in C4-C6. The earlier this partner is willing to engage, the better.</p> <ul style="list-style-type: none"> • There are no retail or other services immediately adjacent to Site 1 + 2. This poses several challenges and raises the need to answer key questions in future phases. First, what retail and services exist within a reasonable distance for future residents? Second, what types and scale of retail and other space types can be successful at this location without the benefit of being in an existing business district?
	C4	<p>Conduct pre-development due diligence, such as title research, environmental assessments, and geotechnical analysis, to determine if there are any major development issues with the site. Establishing that the site is clean is an important cost and time savings for future nonprofit development partners. Metro has grants specifically targeted at clearing these kinds of development hurdles for affordable housing sites.</p>
	C5	<p>Seek a rezoning of the property from Transit Low Density Residential (TLDR) to a higher density zone, such as Rockwood Town Center (RTC) or similar zone district in order to allow modern mixed-use buildings, multifamily densities, and a mix of non-residential uses on the ground floor. RTC allows 6-story buildings with 40 dwelling units per net acre, and has parking requirements of 1 per unit and none for commercial uses.</p> <ul style="list-style-type: none"> • Extending a higher density zone district south to capture large parcels on the corner of Yamhill and 182nd and the Vance properties currently zoned TLDR makes sound planning sense. This paired with the increase in activity in the Rockwood Town Center area and the future uses now identified in this plan establishes a strong rationale for a rezone.
Long-Term		



Long-Term, cont'd.

C6

Prepare a development plan, including a development program, feasibility and funding analysis, and site plan. A site and development plan is needed to define spaces, prepare cost estimates - and produce the detail required for securing funding. This process will require significant investment to cover architecture and engineering required for a development plan. Outside funds, such as Metro's Equitable Development grants, can be critical to funding ongoing engagement, consultants, and the time of the nonprofit development partner.

- **During the site design process, be sure to consider long term access and circulation for the larger site, and parking for the park. Continue to coordinate with the City of Gresham to prioritize key infrastructure investments that benefit the Vance Properties.** Most importantly, strengthen pedestrian safety investments such as protected pedestrian crossings on 182nd and trails across the Vance Properties through the Pit Area to 190th, and safe walking and biking connections from the Vance site to existing and emerging centers of activity, such as Rockwood Town Center, Rockwood 10 and nearby transit stations.
- **Continue to coordinate with the Rockwood URA and other economic development organizations to ensure that any retail and service activity that may be included in the final plans for Site 1 is viable at this location, and is complementary to the overall neighborhood economy and does not threaten the viability of activity at existing and emerging centers.** Focus on anti-displacement and equitable development strategies to stabilize existing Black, Indigenous, and People of Color (BIPOC) residents and businesses while providing new avenues for workforce development and wealth creation.
- **Since Site 2 is large enough for several buildings, be sure to consider phasing in the development plan,** including construction staging and scale phase sizes to align with available funding sources.
- **The majority of participants (60%) in the Virtual Open House survey responded that they would support some type of development in Sites 1 and 2 if parks and open space is expanded and enhanced in other areas.** The County should link the timing of the development of either site with improvements to Lot 5 to create new and improved green space for a variety of activities. Linking these two parts of the Plan helps to prevent a loss of green space and sports fields on the site.

What is a Development Plan?

A development program typically includes what uses will be on the site, square footage associated with those uses, and a detailed layout and design of the proposed development. The development plan will help to understand costs, schedule of the development, and any other considerations needed over the course of development and construction. Included in the development plan is a feasibility and funding analysis of the project, which helps to understand overall project costs (hard and soft costs) and if additional funding is necessary to make the project feasible.

182nd Corridor Site 1 + Site 2 Partnership & Funding Opportunities

Partnership Opportunity	Funding Opportunities
<p>Metro</p> <p>Metro is a major regional source of grant funds that align well with the elements of Vance Vision Plan. In the past several years, Metro has focused these grant funds on projects that can demonstrate equity and wealth-building for BIPOC communities in our region. Equity is central to the Vance Vision Plan and, as a result, should be well positioned to secure these competitive grants with continued staff support.</p>	<ul style="list-style-type: none"> • Engagement funding to refine Site 1 program and partners. • Pre-development funding for affordable housing: environmental site assessments. • Equitable Development funding to fund architectural designs and/or tenant improvement costs for a dynamic project at this site.
<p>City of Gresham</p> <p>The Vance site is within the single largest heavy employment and industrial areas in the City of Gresham and just south of the Rockwood Town Center, which includes the most significant equity-focused redevelopment projects happening in the City (and perhaps the region). This year, the City is embarking on several major public policy processes that could potentially impact the Vance site. These include:</p> <ul style="list-style-type: none"> • The City established a Parks and Recreation Department and is exploring funding options which would allow for long term improvement funds for a new Vance park at the Vance site. • Considering the long term future of the use of Urban Renewal in the City, including whether to expand and extend the Rockwood Urban Renewal District, which shares a border with the Vance site and could be expanded to include the Vance site in order to fund a range of development and infrastructure projects. • Updating the Transportation System Plan (TSP) will help the City prioritize projects and spending on transportation projects for the long term. Improvements to 182nd and 190th, such as streetscape enhancements and safe crossings, could potentially be part of the TSP project list with advocacy from the County. 	<ul style="list-style-type: none"> • Capital funding for streetscape improvements, pedestrian safety investments, and safe crossings. <ul style="list-style-type: none"> • Advocate for specific projects along 182nd to be included in the City's Transportation System Plan (TSP) and Capital Improvement Plan (CIP). • Work with the City to jointly seek outside pedestrian safety and improvement funds, such as Safe Routes to School. • Gresham Parks Department funding for improving a redefined Vance park footprint.

Partnership Opportunity

Funding Opportunities

Rockwood URA

In 2003, Gresham residents voted to establish the 1,211-acre Rockwood Urban Renewal Area (URA) which is limited to 20 years from its effective date and set to expire in 2023. This means no new projects can begin, and no additional indebtedness can be incurred after 2023. The City of Gresham began a process to weigh the future of Urban Renewal in late 2021, including potentially establishing a set of prioritized outcomes and the location of new or renewed Tax Increment Financing (TIF) districts. The County should actively engage in this process to advocate for the expansion of the boundary of the Rockwood URA to include all or portions of the Vance Vision site and for the extension of sunset date for the district.

Seek predevelopment assistance for (and funding for key infrastructure that is in service of) community-focused components, especially BIPOC-owned, food-oriented business spaces.

Nonprofit Partner

Nonprofit developers are skilled at assembling the funding “layer cake” required to build affordable projects, which can come from regional bond funds, state funds like Local Innovation and Fast Track (LIFT), and federal Low Income Housing Tax Credits (LIHTC) programs.

Metro Parks & Nature Bond and/or Gresham Parks Funds

Seek Metro or local park funding for improvements to Lot 5 as open greenspace with walking trails or a turf field for sports and recreation. Regional Metro open space funds are not a good source of funding for recreational parks like turf fields. As described in more detail in B1 on page 101, the City of Gresham is contemplating establishing a local Parks Department and investigating long term local funding sources. A Lot 5 turf field could be a good candidate for medium-term partnership with the City.

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