

Fall 2009



Sustainable Development Concept Plan for Rockwood

Steve Abbott, Community & Regional Planning

1206 U of Oregon
Eugene, OR 97403

t 541.346.3582
f 541.346.3626

sci@uoregon.edu
sci.uoregon.edu

Dr Richard Margerum, Associate Professor
Robert Parker, Managing Director/Instructor
Dr Robert F Young, Assistant Professor

Planning, Public Policy and Management



Sustainable Cities Initiative



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Acknowledgements

SCI wishes to express heartfelt thanks to the City of Gresham staff, its elected officials, and residents of Rockwood, so many of whom provided the insights and help that guided the work of the student teams. It also gratefully acknowledges the dedication and hard work of the student teams and the University of Oregon faculty. Their efforts have brought the Sustainable Cities Year program from a vision to a reality.

About SCI

Sustainable Cities Initiative (SCI) is a cross-disciplinary organization at the University of Oregon that seeks to promote education, service, public outreach and research on the development and design of sustainable cities.

Our work addresses sustainability issues across multiple scales, from the region down to the building, and emerges from the conviction that creating the sustainable city cannot happen within any single discipline. SCI is grounded in cross-discipline engagement as the key strategy for solving community sustainability issues. We serve as a catalyst for expanded research and teaching; market this expertise to scholars, policymakers, community leaders, and project partners; and work to create and sponsor academic courses and certificates. Our work connects student passion, faculty experience, and community need to produce innovative, tangible solutions for the creation of a sustainable society.

About SCY

The Sustainable Cities Year Initiative is a 'partnership' with one city in Oregon per year where a number of courses from across the University focus on assisting that city with their sustainability goals and projects. The Sustainable Cities Year faculty and students work with that city through a variety of studio projects and service learning programs to: 1) provide students with a real world project to investigate; 2) apply their training; and 3) provide real service and movement to a local city ready to transition to a more sustainable and accessible future.

About Gresham

With just over 100,000 people, Gresham is the fourth largest city in Oregon. It is bordered to the west by Portland, the largest city in the state. Gresham is home to the Mount Hood Jazz Festival and is known as "The City of Music". It is close in proximity to the Columbia Gorge National Scenic Area and Mount Hood, the highest point in Oregon. Gresham has a wide variety of neighborhoods including the Civic Center, known for its active transportation network, rapid transit connections and residential, commercial and retail mix.

SCI Co-Directors

Nico Larco, Assistant Professor of Architecture

Marc Schlossberg, Associate Professor of Community & Regional Planning

Robert Young, Assistant Professor of Community & Regional Planning

Nick Fleury, SCI Program Manager

Price Armstrong, SCI Research Assistant

Course Participants

Introduction to Planning Practice

Dr Richard Margerum, Associate Professor, Community & Regional Planning

Planning Analysis

Robert Parker, Instructor, Community & Regional Planning

Human Settlements

Dr Robert F Young, Assistant Professor, Community & Regional Planning

Rockwood: A Vision for the Future

Hannah Bryant, Architecture Graduate

Adam Erickson, Community & Regional Planning Graduate

Casey Gatz, Community & Regional Planning Graduate

Mark Gray, Community & Regional Planning Graduate

Francesca Patricolo, Community & Regional Planning Graduate

Rockwood Town Center: A Vision Plan

Brie Becker, Community & Regional Planning Graduate

Christina Bond, Historic Preservation Graduate

Josh Havener, Community & Regional Planning Graduate

Mark McCaffrey, Community & Regional Planning Graduate

Schuyler Warren, Landscape Architecture Graduate

Rockwood Town Center Concept Plan

Rithy Khut, Community & Regional Planning Graduate

Sarah Mizejewski, Community & Regional Planning Graduate

Ben Reder, Community & Regional Planning Graduate

Mark Swenson, Community & Regional Planning Graduate

Rachel Tochen, Community & Regional Planning Graduate

Triangle Square: A Concept Plan of the Rockwood Neighborhood

Steve Abbott, Community & Regional Planning Graduate

Heidi Beierle, Community & Regional Planning Graduate

Cristo Brehm, Landscape Architecture Graduate

Nick Garcia, Community & Regional Planning Graduate

Claire Otwell, Community & Regional Planning Graduate

Stephanie Scafa, Community & Regional Planning Graduate

Sustainable Development Concept Plan for Rockwood

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The intent of this concept plan is to create a safe and central place for diverse community groups to come together, for businesses to grow, and for the physical design of the streets to provide a healthy, pedestrian-friendly atmosphere. The concept plan presented in the following report suggests steps for transitioning Rockwood back to a thriving, and integral and valued part of the larger Gresham community. It is hoped that recommendations included here will provide the City of Gresham and residents of Rockwood with an actionable blueprint for achieving its sustainability goals.

This concept plan focuses mainly on plan goals and objectives, with different strategies and opportunities to improve the lives of people currently living in Rockwood and the lives of people who make Rockwood their next choice as a community. One of the strongest recommendations within the report is for increased connectivity to parks, trails and accessways, improving accessibility for Rockwood residents who want to make the choice to bicycle or walk within their neighborhood. Additionally, being mindful of Rockwood's ethnic diversity, there are recommendations for the design and implementation of public spaces within the development scheme for the Rockwood Triangle area.

Beyond the concept plan, there are useful sections of information within the Appendices. Of particular interest is the Rockwood History, which provides geological and human settlement accounts which have led up to the current environment in Rockwood. The Rockwood Today section provides information and analysis related to key socio-economic characteristics, focusing primarily on the Rockwood neighborhood.

II. Introduction

Project Development

During the fall of 2009, graduate students in the Planning, Public Policy and Management program were focused on the neighborhood of Rockwood. They developed their action plans, using a cross disciplinary approach, each group including the following steps:

- Students attended a site visit in September 2009, met with and heard from members of the Rockwood community and City officials.
- They researched Rockwood's history ... the place, its geologic past, the pre-history of its ancient inhabitants, and human settlements in historical times.
- They analyzed the economic, demographic, and physical attributes of the area.
- They reviewed the existing regulatory framework.
- From this research they developed concepts plans which they presented to City officials in December 2009

The final step in this process was the creation of this final report to the City of Gresham which was assembled in May 2010.

Report Development

This final report was synthesized from four interdisciplinary student concept plans. The narratives that describe Rockwood's history were combined into one. To develop the concept plan goals and objectives, information from each of the four student group reports was used.

The four student groups created development plan alternatives for the Rockwood neighborhood, taking five key elements into consideration:

1. Increase educational and employment opportunities
2. Promote sustainable economic development
3. Increase rates of affordable home ownership among Rockwood residents
4. Increase desirability of Rockwood as a residential neighborhood of choice
5. Promote public transportation in Rockwood and Transit Oriented Development (TOD) at the Rockwood Town Center

History of the Rockwood Gresham Area

Places, and the people who inhabit them, exist within a complex physical environment and a rich historical context. To be actionable, plans for the future of any place must recognize both context and the past. In that spirit each of the student concept plans examined the history of Rockwood, and its people in some depth. This section summarizes their findings. A detailed overview of this history is contained in Appendix B: Rockwood History. A rough timeline follows:

- 10,000 years before present - Chinook peoples first inhabit the Portland Basin
- 1805 - Lewis and Clark expedition encounters Chinook tribe
- 1850 –1853 - First land claims granted in the Gresham area. Rockwood established on mile 10, east of Portland along Baseline Road.
- 1900 – 1930 - Berries dominate prominent agricultural production in the area. Speakeasies and roadhouses develop in Rockwood.
- 1950 – 1970 – Gresham and Rockwood become ‘bedroom communities’ for Portland workers.
- 1987 Rockwood annexed by Gresham.

Rockwood Today

Rockwood was annexed into the City of Gresham in 1987. Much has been done since to integrate the two communities into one. Still today, however, fundamental differences exist.

- The US census of 2000 showed median household income for Gresham, at \$43,000 to be higher than that of Portland, at \$40,000. Rockwood however was significantly lower, at less than \$37,000.
- The median value of owner occupied housing is lower in Rockwood than the median for Gresham, while gross rent as a percentage of household income, is significantly higher.
- When compared to Portland a far smaller percentage of Rockwood residents have achieved a college degree, or other education beyond high school. Unsurprisingly then, poverty rates and crime rates are persistently higher in Rockwood than in Gresham.
- Decennial 2000 Census data show that the Rockwood area has a significantly younger population than neighboring Portland, but only slightly more so compared to Gresham. A large percentage of Gresham’s non-white population resides in Rockwood.
- As a general observation, the divide between the ‘haves’ and the ‘have-nots’ in the Rockwood area of Gresham appears to be widening, perhaps as part of a larger regional or national trend. While some in the region have improved their educational attainment and income status, many others are at risk for a possible downward spiral into poverty.

- Many of these data are nearly a decade old at this time. As such they were collected during a national economic expansion. One may reasonably presume that economic prospects have worsened for residents of Rockwood since these data were published.

Despite these observations Rockwood has a large supply of underutilized land and an excellent existing transportation network, offering the potential for significant economic development. Reducing crime rate levels and increasing educational attainment levels can bring tangible economic benefits to Rockwood's residents. However the rising rate of rental tenure in Rockwood is a warning sign that economic development can also lead to a 'gentrification' which will not benefit the entire population, but rather price less fortunate people out of yet another Portland area urban settlement.

- Economic development must be carefully balanced with the maintenance of an adequate supply of affordable housing if this phenomenon is to be avoided. (The increasing number of people per room for rental tenure may be a signal that affordability is already waning.)
- Priority should be given to reducing violent crime in the area. Without such change economic development is unlikely to occur, and high rates of unemployment and underemployment, particularly among young populations, will persist.

Rockwood today presents a contradiction. Populations with the rich cultural traditions of their immigrant and refugee forbearers live within the confines of an urban environment that provides little opportunity for the expression of those traditions in ways that can foster a positive sense of community. Basic amenities (grocery stores, schools, community center) are missing from what was historically the center of Rockwood. The abandonment of this once central space has negatively affected the Rockwood community in many ways. Each of the goals and objectives presented here is intended to address this fundamental problem.

Each of the student groups prepared their concept plans to identify goals that may help the City of Gresham and the residents of Rockwood to achieve their vision for the future of the Rockwood Town Center and for the surrounding community. The approach of this final report has been to synthesize various student work, to identify common goals and themes, and to include those that particularly addressed Gresham’s sustainability goals (for a more detailed set of criteria, please see Appendix A). The key goals that the student groups identified are:

- Goal 1. Create Place: “The Triangle Square”
- Goal 2. Increase Education and Employment Opportunities
- Goal 3. Increase Rates of Affordable Home Ownership
- Goal 4. Make Rockwood a Residential Neighborhood of Choice
- Goal 5. Promote Transit Oriented Development at Rockwood Town Center

Goal 1: Creating Place with “The Triangle Square”

Our concept plan proposes the development of the Rockwood Triangle in phases, allowing it to become Triangle Square – ‘Triangle’ because of its unique shape, ‘square’ because of its unique position in the town of Gresham and community of Rockwood. The town square connotes a gathering place, a focal point for community activities, and a jumping off point where one starts or ends the day’s journey. Triangle Square could host some daily needs shopping or a weekly farmer’s market and craft-type retailing as well as serving a public plaza purpose. Triangle Square as a place enables more frequent community gatherings to occur. Celebrations, local concerts, art exhibits, or sports activities – all these are part of what makes a town square as described above.

The basic phases of this transition are highlighted in the following sequence, with more delineated descriptions following.

Table 1 – Summary of Phasing

Phase 1	Years 1-5	‘Los Arcos’	Public space - entrepreneurial vending
Phase II	Years 1 -10	‘Mercado’	Community educational space - Shops and restaurants relocate to the triangle
Phase III	Beyond Year 10	Retail Infill	Retail infill – mixed use development
Phase III	Beyond Year 10	Beyond the Triangle	Retail Intensification of surrounding neighborhoods

Rockwood Triangle Site Description

- The Rockwood Triangle is a 6.3-acre site bounded to the northeast by SE Burnside Street, to the west by SE 185th Avenue, and to the south by SE Stark Street. An adjacent privately-owned site, the “missing corner” of the Triangle, lies to the east, across 188th Avenue. The city-owned site is largely vacant with the exception of two buildings on the eastern end. The larger of the two buildings (9,800 sq ft) houses a police station and other City administrative uses; the smaller of the two (5,800 sq ft) is a transit authority building.
- Prevailing summer winds come from the Northwest, and winter winds roll in from the southwest. Occasional severe winter storms advance from the northeast, carried along the Columbia River gorge, which lies approximately two and one half miles to the north.
- The site falls within the City’s Rockwood Town Center (RTC) zoning designation. The City code (City of Gresham Development Code 4.0410) allows mixed use and institutional developments in the RTC zone. The code specifically designates the Rockwood Triangle, and properties fronting abutting streets, for high-density attached dwellings of at least two stories, mixed with retail and commercial offices on the ground floor. Figure 1 below illustrates the kind of space envisioned in the RTC zoning designation.
- Zoning along SE Burnside, east and west of the RTC zone, is Corridor Mixed Use (CMU) (City of Gresham Development Code 4.0413), designating moderate-density, multi-family residential uses, along with small-scale commercial uses and mixed-use developments. The CMU zone also extends east and west along SE Stark, mixed with Corridor Multi-Family (CMF) (City of Gresham Development Code 4.0412), which is intended for moderate-density residential development.

The Town Square

Figure 1 - Town Center Example



Goal 1: Creating Place with “The Triangle Square”

Source: McEwen, http://www.mcewen-tn.com/Portals/32/Images/TownCenterModel/TownCenterModel_west.jpg

The town center concept mimics the historic and continued role of central public plazas common in many countries around the world (see Figure 2), but less so in recent American development patterns (although making a comeback in many new urbanist-styled greenfield developments.)

Figure 2 - Plaza de la Constitución, Oaxaca, México



Source: Project for Public Spaces, n.d.

Figure 3 - Pioneer Square, Portland



Source: Project for Public Spaces, n.d.

The central public plaza often serves many important public purposes from creating public playground space for children to creating space for formal public events and space where a diverse citizenry can congregate and interact. There are many designs and features that can be included in such spaces, from fountains to public art to bandstands to mobile food or flower carts (see Figures 3, 4, and 5).

Goal 1: Creating Place with "The Triangle Square"

Figure 4 - Bandstands or fountains as symbol of community well / gathering place



Figure 5 - Arcades provide both enclosure around and connections into and out of the Public Space



Goal 1: Creating Place with "The Triangle Square"

The concept plan below makes particular use of a central fountain or bandstand as a public plaza focal with arcades at the perimeter in order to facilitate the transformation of the Rockwood Triangle from a transit throughput corridor to a transit adjacent, but independent vibrant town center. The development of a downtown marketplace can enhance Rockwood's positive identity by providing Rockwood's residents with a centralized location for entrepreneurial economic growth.

Figure 6 - Existing Rockwood Flea Market



Currently a flea market operates on SE Stark Street. It consists of local vendors selling a wide variety of goods, including hand-made crafts, clothing, and foods catering mostly to the Hispanic community. This concept plan envisions similar business activities to be housed in a more centralized location, one that is easily accessible to the area's residents and that has the character of a vibrant downtown location. The RTC location will exert a 'gravitational pull' on the local shoppers, providing the local market vendors more visibility and consequently higher sales opportunities.

Figure 7 - Urban Market Place example - Pike Place Market, Seattle, WA



The need exists for a grocery store in the Rockwood area. A study by ECONorthwest found that the area could support 18,675 sq. ft. of new grocery development (ECONorthwest, 2006). Moreover, the ethnic diversity of the area would provide a niche for a world/cultural market that could provide both a cultural role in addition to the sale of goods. This grocery store will feature affordable cultural food commodities that are valued by the local community. This facility will assist in attracting users to the site and create an additional space for social interaction.

Goal 1: Creating Place with "The Triangle Square"

The figures that follow illustrate the proposed phased development for Triangle Square at the Rockwood Town Center:

Phase 1

- Develop public space, incorporating a community focal structure (i.e. gazebo, bandstand).
- Construct a bank of shopping and/or food arcades (named here as Los Arcos); surrounding the public space, providing shelter, and providing connecting views to and from the street.
- Use arcade initially as the space from which vendors will conduct a weekly, or daily, marketplace. Build out and enclose these spaces as commercial or retail outlets.

Phase 2

- Develop arcade spaces into permanent retail and commercial infill uses.
- Convert and use second levels of buildings as residential uses or additional commercial uses, or both.
- Develop new structures, flanking Los Arcos, to provide a space in which permanent restaurants anchor the site.
- Relocate existing restaurants at the corner of SE Stark and SE Burnside to anchor positions at other intersections, opening the triangle “point” for support of the overall Triangle Square strategy.
- Develop the site at the corner of SE Stark Street and 188th Avenue as a community educational space.
- Improve Pine Street – west of SE 185th Street – with lighting and dedicated bicycle lanes to strengthen the non-automotive links between Triangle Square and surrounding neighborhoods.

Goal 1: Creating Place with “The Triangle Square”

Los Arcos

As the Max platform & S.E. 187th are re-built:

- Transit Station rebuilt along with new covered bus stops



- Public space is defined by focal point



- And gathering / celebration space



- Vending arcades surround public space



Phase 1 (First 5 Years)



Mercado

Use Intensifies

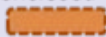
- Community educational space opens



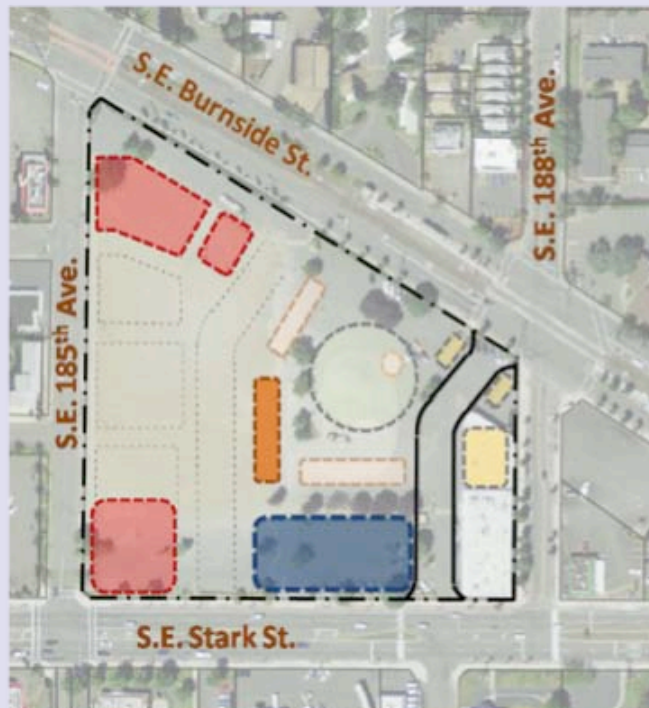
- Existing Restaurants and shops in the area relocate to anchor the corners



- Some of the arcades transition to enclosed retail uses



Phase 2 (First 10 Years)



Goal 1: Creating Place with "The Triangle Square"

Phase 3 - Core Development


- Intensify use of Triangle Square as higher density mixed-use development grows up around it.
- Fill up more of the arcades are with permanent commercial uses.
- Develop the 'urban marketplace. Foster the growth of small, locally-owned ventures in the new downtown marketplace.
- Continue to expand upon the success of the existing flea market stall space and/or retail space by offering space first to those vendors already in the flea market.


Phase 3 - Surrounding Neighborhood

- Extend and improve Oak Street as a bicycle- and pedestrian-friendly street, creating additional neighborhood connections to the Square.
- Develop mixed use - high density residential properties west of the Triangle.
- Be mindful the timing and sequence of the phases is approximate. Any of the described development could happen more quickly, or in a different sequence, if spurred by an accelerated economic demand. The phasing strategy allows a 'home grown economic' climate to emerge and establish.

Retail Infill

Higher residential density in the area brings increased retail traffic :

- Arcades continue to become enclosed retail spaces 

- More infill retail uses (or mixed use) fill out the Triangle. 

Use	Sq. Ft.
Transit Station	5,000
Arcades	12,000
Educational	20,000
Anchor Shops	25,000
Mixed Use*	60,000


* Two floors


Phase 3 (Beyond Year 10)



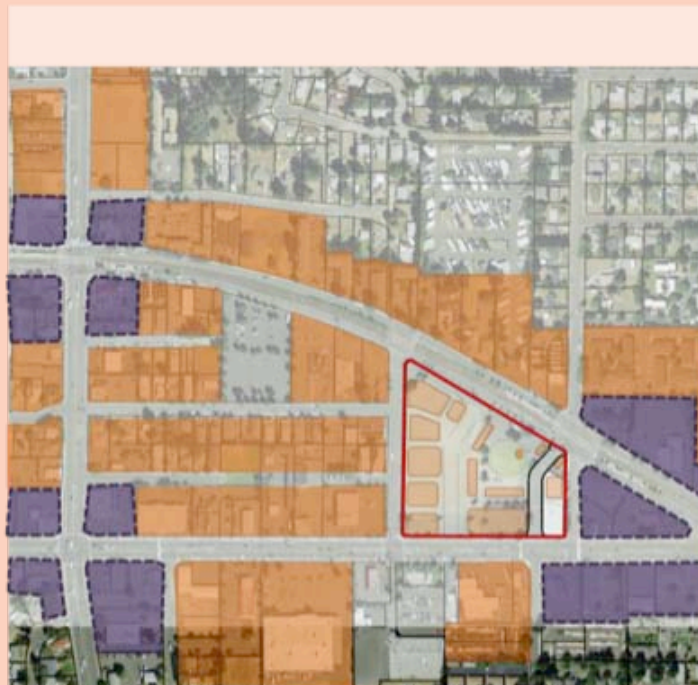
Residential Intensification

Development proceeds as envisioned in RTC District :

- Mixed Use develops – high density residential along the Major Streets, and the properties west of the Triangle 

- More intensive commercial uses migrate to major intersections. 

Phase 3 – Beyond the Triangle



Goal 1: Creating Place with “The Triangle Square”

Goal 2: Increase Education and Employment Opportunities

The educational space identified in the Goal 1 is envisioned to be developed at the corner of SE Stark Street and 188th Avenue. It would ideally be a small satellite campus of Mt Hood Community College (MHCC), similar to the South Seattle Community College satellite at New Holly in Seattle (South Seattle Community College). A community resource center, in partnership with MHCC, could function as an adaptable community space. Today there are three MHCC extension facilities within ten miles of the proposed Rockwood facility, Gresham, Maywood Park, and the Bruning Center for Allied Health Education.

Recommended educational programs for the Rockwood Campus should be tailored to local needs, but some examples may include: General Education Development (GED), English as a Second Language (ESL), Employment Skills Training, Engineering Technology, Trade Apprenticeship, Community Education, Community Skills.

Sustainable “green industry” development is a theme that recurs in current economic development plans for the State of Oregon, METRO, Portland Development Commission, Multnomah County, and is something that Gresham is interested in as well. In this light, it is recommended that Gresham investigate the implementation of a Sustainable Technology School. Rockwood is ideally positioned as the location of such a school because of its proximity to Portland and to the MAX light rail, as well as the existence of MHCC and the Portland Community College system. Such a school could benefit from, and provide synergy to, current ‘green’ education programs such as MHCC’s Sustainable Building Advisor program and Solar Voltaic Manufacturing at Portland Community College.

Goal 3: Increase Rates of Affordable Home Ownership

Background

Homeownership rates are low in Rockwood compared with Gresham and the regional averages, and of greater concern, those rates have dropped even further in recent years. Among the owner-occupied houses in Rockwood, minorities own a very low percentage. Minority-owned homes have had higher than average foreclosure rates. In communities like Rockwood, the loss of a home for a struggling family may mean the loss of all a family’s accumulated wealth.

Table 2 - Owner Occupied Housing and Non-Owner Occupied Housing in Rockwood

	Owner Occupied	Non-Owner Occupied	Total
Total	1,426	1,189	2,615

Site Description

The Rockwood Triangle site falls within the City’s Rockwood Town Center (RTC) zoning designation. The City code (City of Gresham Development Code 4.0410) allows mixed use and institutional developments in the RTC zone. The code specifically designates the Rockwood Triangle and adjacent parcels for high density attached dwellings, of at least two stories, mixed with retail and commercial offices on the ground floor. Currently, medium-density apartment housing of one and two stories surrounded by low-density, detached single family housing dominate the area. Commercial uses, typical of strip development, line SE Stark and SE Burnside. This is partly a legacy of historic uses, but current land use planning may also be unintentionally encouraging the continuation of this pattern.

Figure 9 below illustrates a portion of Gresham's land use planning map, with overlays added for emphasis. In the context of this document RTC stands out as being:

- Surrounded by three low-density residential districts, northwest, northeast, and south of the Rockwood Triangle...
- And by three legacy industrial districts to the north, east and southeast...
- At the convergence of three major arterial streets (Stark, Burnside and 181st).

The convergence of these arterial streets defines how the area looks. The frontages of Stark and Burnside Streets are typical of mixed commercial residential transit corridors.

The triangle itself is at the heart of the RTC land use zone, a zone which envisions high density attached dwellings of at least two stories, mixed with retail and commercial offices on the ground. Despite that vision, the built environment in the area reflects the character of a transit corridor. Nothing in the larger land use planning context is likely to discourage that pattern from continuing. Zoning alone is unlikely to change the status quo.

Our concept plan changes this equation by making Rockwood Triangle a transportation node and a 'town square' type gathering place. It becomes a destination rather than just a place that one passes by. In our vision Rockwood Triangle becomes Triangle Square.

Objective: Increase stock of high-density affordable housing

Rockwood should become a residential neighborhood of choice for people of all income levels on the east side of the Portland Metro region. As such, residential density and housing options will need to increase. Housing type and the mix of affordability ranges will need to diversify.

Figure 8 - Multi-story mixed use streetscape in Gresham

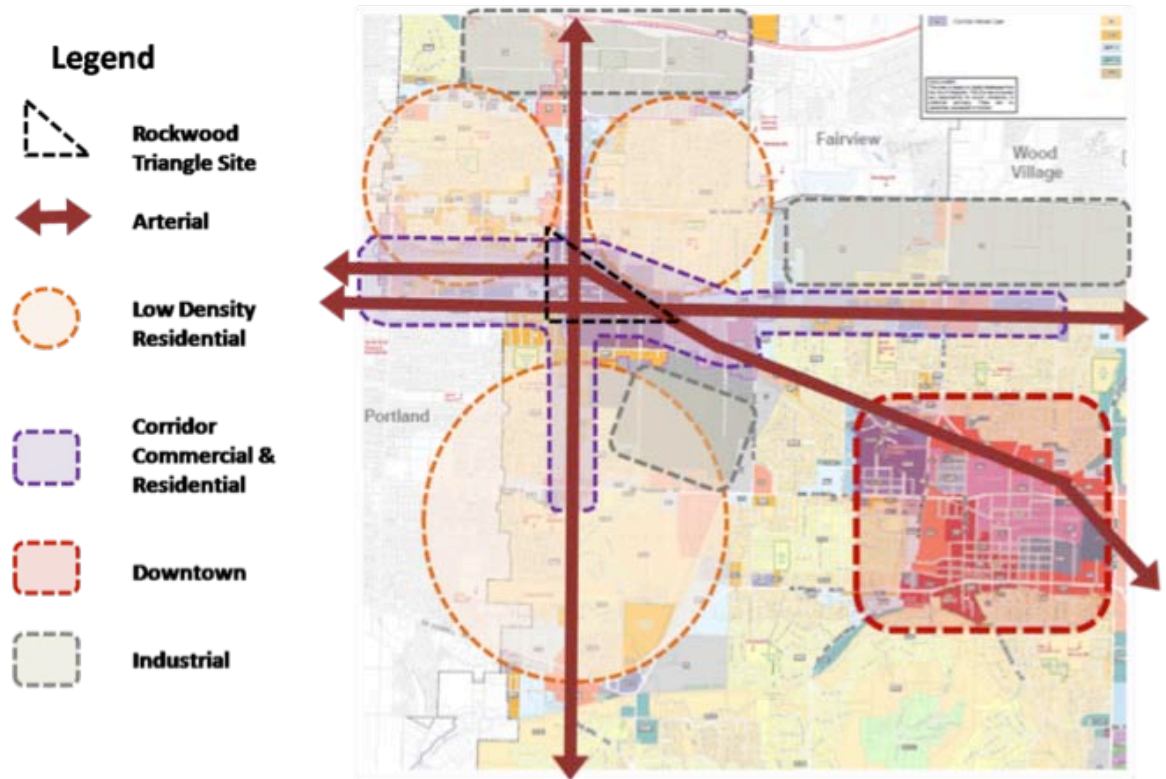


Goal 3: Increase Rates of Affordable Home Ownership

The blocks immediately surrounding Rockwood Triangle should receive priority as areas to accommodate this increase and diversity. Intensified, mixed-use development there, combined with the public space in the Triangle itself, will create an ‘urban place,’ which will be attractive to homebuyers, renters, and businesses considering Rockwood as a current or future home.

Development of housing attractive to a mix of income levels and raising the median household income are desirable outcomes. A greater range of household income levels can stabilize the area through encouraging home ownership and/or long-term residential tenancy. Measures should be undertaken, however, to ensure that the current stock of affordable housing is maintained and increased, to assure that current residents are not displaced by economic improvements in the neighborhood.

Figure 9 - Current land use planning context



Recommendations

We recommend encouraging development along SE Stark and SE Burnside, between 181st and 188th, as quickly as is practical following the mixed-use housing and retail uses detailed in RTC zone description. In scale, this would resemble the streetscape illustrated in the Phase 3 - Core Development map, with two- to three-story housing anchored some by retail uses at the street level.

The intersections of SE Stark and SE Burnside, of SE Stark and 181st, and of SE Burnside and 181st, are all appropriate locations for more purely commercial uses, particularly those that require off-street parking. Accordingly, we recommend existing commercial uses relocate to these areas.

Goal 3: Increase Rates of Affordable Home Ownership

We recommend encouraging higher density housing, in a mix of affordability ranges, in the blocks immediately north and west of the Rockwood Triangle. Some areas of existing, single-story detached housing, should, over time, be replaced by a more intensified multi-family housing use.

Implementation of these recommendations can occur through: 1) adopting changes to the zoning ordinance and zone district boundaries; 2) focusing on properties that are good candidates for redevelopment, and; 3) focusing on public-private partnerships as incentives to funding and as capital funding sources.

Recommended implementation strategies

The economic development recommendations above are complex. They involve many properties and are recommended to be phased in over many years. Implementation will necessarily involve many parties, and very likely, a variety of funding mechanisms. As such the recommended implementation strategies that follow may be employed separately, in concert, or at different times as phased developments dictate.

A) Amend RTC zone for Mixed-Use, Transit Oriented Development

We recommend code amendments to the Rockwood Town Center (RTC) zone that restrict commercial uses to small, daily-needs retailers, such as hair salons and barber shops, delis, and the like. These suitable mixed-use commercial establishments are characteristic of an urban setting and are easier to integrate into the urban form that is envisioned in the RTC zone (small setbacks, convenient pedestrian access) than the larger retail uses that have predominated along these traffic corridors. Parking should be provided behind mixed use buildings rather than between the street and the building frontages wherever possible. To speed this transition from an automobile oriented urban form to a mixed-use, transit oriented environment, it may be helpful to change the commercial parking standards for the RTC zone from minimum requirements to maximum requirements.

Rezone intersections at Stark, 181st and Burnside for higher intensity commercial uses. The properties surrounding the intersections of SE Stark and SE Burnside, of SE Stark and 181st, and of SE Burnside and 181st should be rezoned to an intensive commercial designation, such as Community Commercial (CC) or Moderate Commercial (MC). Encouraging existing legacy businesses to migrate to these locations will free the frontage properties on these streets to develop as envisioned in the RTC district.

Rezone Low Density Residential-5 for higher density adjacent to RTC zones. Some of the existing Low Density Residential -5 (LDR-5) district, north of SE Burnside, should be rezoned to Corridor Multi- Family (CMF) to encourage development of higher density housing abutting the RTC district. The development of higher density housing near the Rockwood Triangle can provide some of the economic impetus needed to support the phased retail development described above. Likewise the development of a vital base of businesses in the area will encourage more people to live in Rockwood because of the convenience of being able to acquire 'daily needs' without having to commute long distances to shop. Neighborhood businesses also contribute to the sense that there are 'eyes on the street', potentially reducing crime and the improving the perception of safety. If kept in balance the concurrent development of multi-family housing and neighborhood businesses can be a virtuous cycle.

Figure 10 - Recommended zone changes

Recommended Zoning Changes

Amend RTC Zone

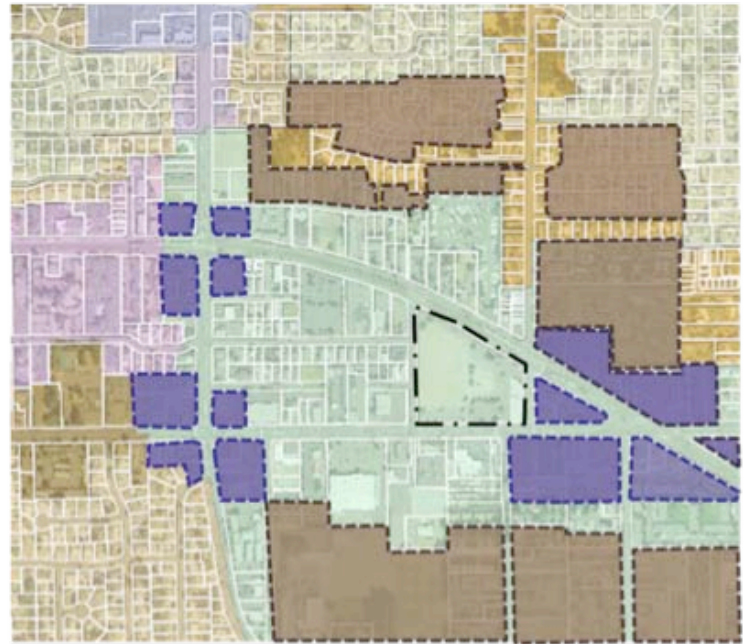
- Adopt maximum parking standard
- Restrict commercial uses to 'urban' friendly

Intensify Intersections

- Migrate parking intensive uses to major intersections

Rezone for Residential

- Change some RTC to Community Multi-Family
- Change some Low Density Residential to Community Multi-Family



Change to Community Commercial 

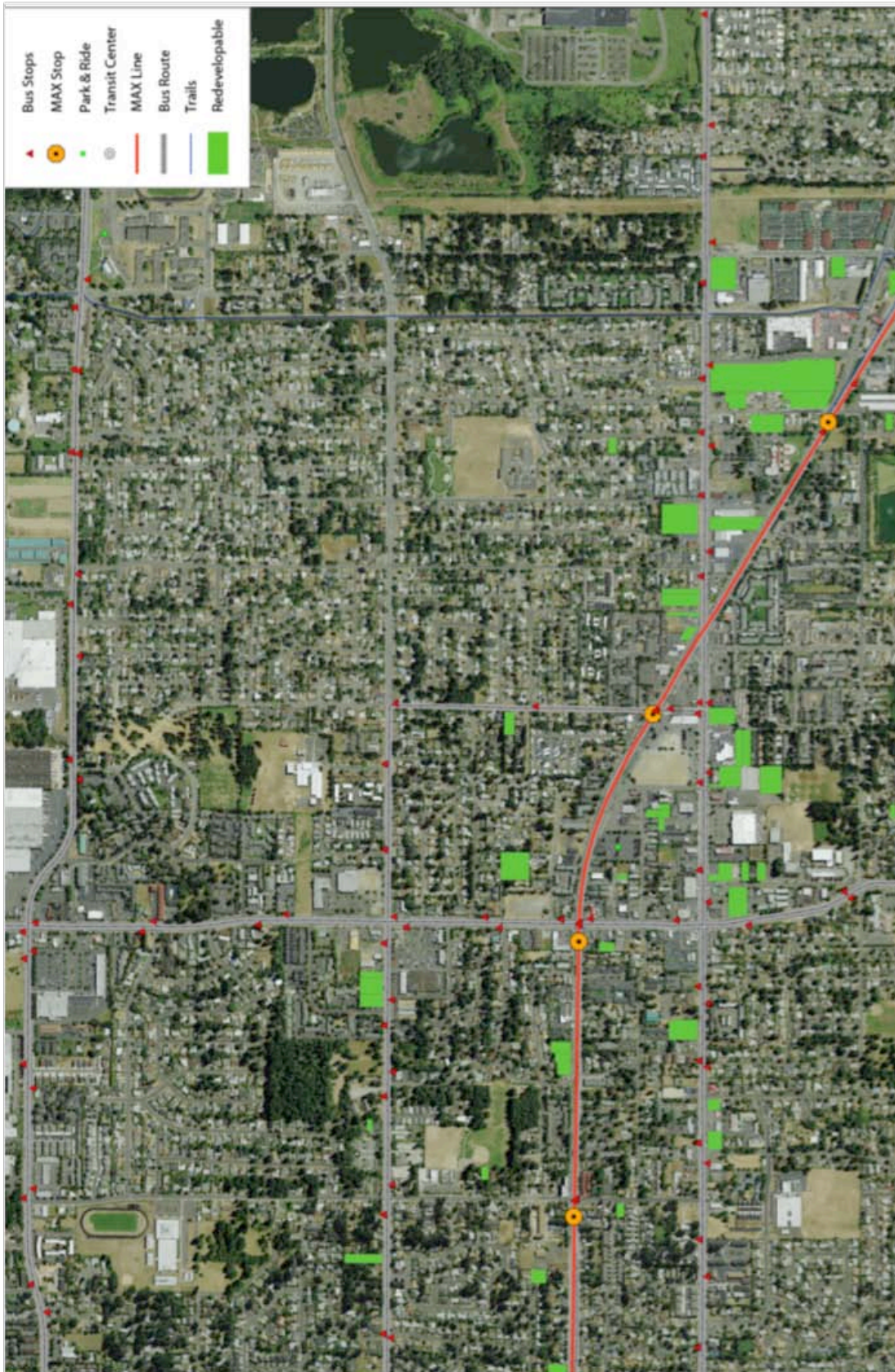
Change to Community Multi-Family 

B) Redevelop Underdeveloped Lands.

We have identified properties within the Rockwood Planning Area that are developed and that may be candidates for redevelopment. These properties are shown in figure 11 on the following page (in green). We encourage the use of incentives through development fee waivers, property tax abatement, and other tools at the City's disposal to establish priority for redevelopment of those properties.

Goal 3: Increase Rates of Affordable Home Ownership

Figure 11 - Redevelopable lands in the Rockwood area



Goal 3: Increase Rates of Affordable Home Ownership

C) Establish and maintain a public-private partnership

A variety of potential actions are identified in the 1998 Rockwood Action Plan, any of which alone or taken together could speed the implementation of this vision for housing in Rockwood. Tax increment financing within the Rockwood Urban Renewal Area can certainly be applied to the street improvements and paths, and open space recommendations in other sections of the report. The formation of one or more Community Development Corporations (CDCs), as described in the action plan, may be of particular benefit in the development of high-density affordable housing. As noted in the action plan, a “fundamental advantage of CDCs is that they are grass-roots organizations.... As such, a typical CDC reflects directly the interests, concerns, and desires of the people who live within the area where it operates” (Rockwood Action Plan, pp. 33-45). This kind of organization would complement the ground-up, commercial development envisioned for Rockwood Triangle. Such partnerships can be catalysts for powerful changes to the built, social, and economic environments.

Similar kinds of partnerships can also benefit Rockwood’s social and economic environments. Grass-roots involvement in social programs, like the training center envisioned, can be particularly supportive of economic development. One example is the community involvement in the renewal of South Seattle’s New Holly district, and the economic value of mixed income development. From Gresham’s own Economic Development Plan, strategies for development through Clean Technology manufacturing, professional development, and education all suggest partnerships to affect economic change (Economic Development Summit, City of Gresham).

Goal 4: Make Rockwood a Residential Neighborhood of Choice

Background

“Neighborhood parks form the foundation of Gresham’s parks and recreation system, providing accessible recreation opportunities to all residents” (Gresham Parks and Recreation, 1996, p. 40).

Currently, there is a lack of available green spaces in the Rockwood neighborhood of Gresham. The table below demonstrates the distances from the Rockwood Triangle to several area parks. All of these distances are approximate, and follow streets and sidewalks from the Blue Line stop at Burnside and 185th to each park’s nearest public access point.

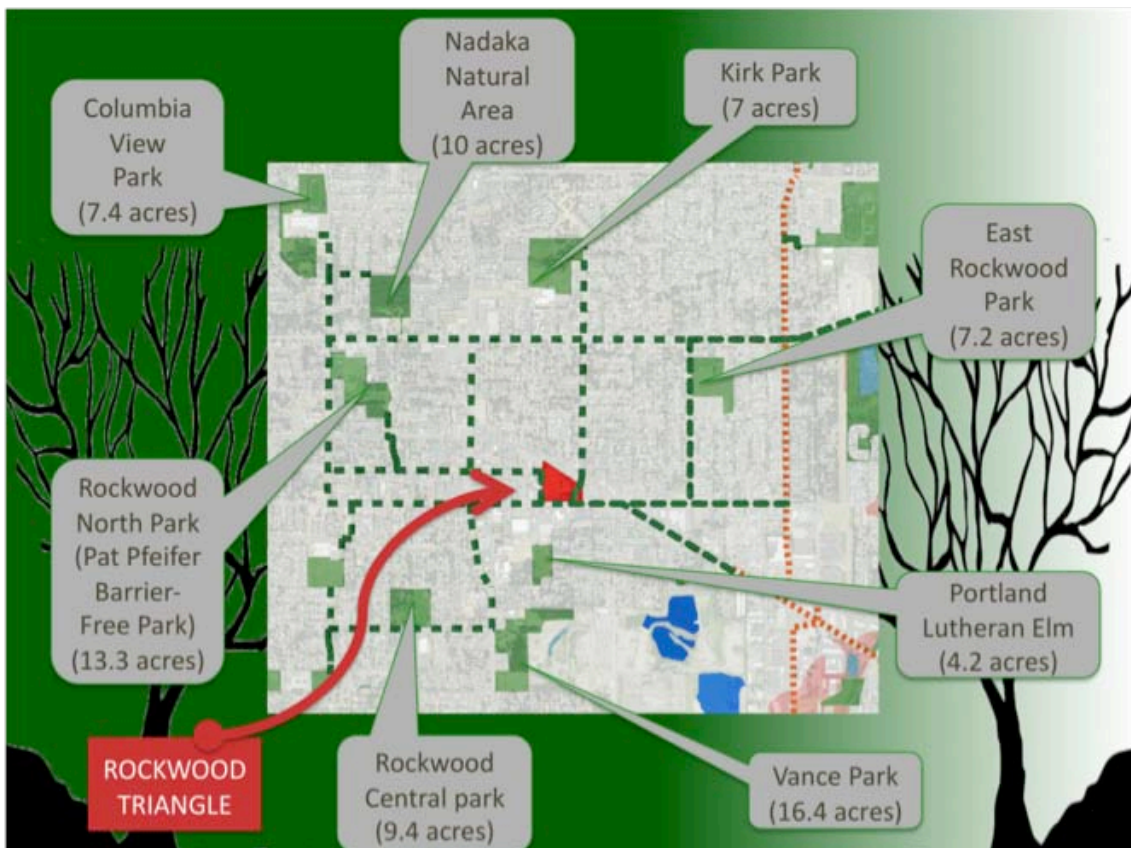
Currently, there is only one park less than a half of a mile from the Blue line stop, South Rockwood Park. Within a ½ to 1 mile walk from the stop, there are 5 parks: East Rockwood Park, Yamhill Neighborhood Park, North Rockwood Park, Vance Park and Kirk Park. These parks are close enough for bicycle travelers, but even one mile might be considered too far for many pedestrians. However, because of the limited space available, building additional parks can be prohibitively expensive. High quality connections to current parks and other green spaces will be the key for usage.

Many of the parks in the region are connected to elementary and middle schools. This provides an opportunity as well as challenges for connectivity. The closest park to the stop, South Rockwood Park, is also located next to the Portland Lutheran School, and it will be imperative to incorporate this private school when considering how to best include this park into area-wide plans for connecting green spaces. There are seven parks surrounding the Rockwood town center, five of which abut schools, and one that abuts a church (see Table 4).

Table 4 - Gresham parks and their distance from Rockwood Triangle

Name of Park	Acreage	Distance*	Adjacent schools or buildings
Columbia View Park	7.4 acres	1.4 miles	Hauton B. Middle School
Kirk Park	7 acres	0.8 miles	Hartley Elementary School
East Rockwood Park	7.2 acres	0.9 miles	Davis Elementary School
South Rockwood Park	-	0.4 miles	Portland Lutheran School
Vance Park	16.4 acres	0.8 miles	Ascension Lutheran Church
Rockwood Central Park	9.4 acres	1.0 miles	N/A
North Rockwood Park	13.3 acres	0.7 miles	Multisensory Learning Academy

Figure 12 - Existing parks near Rockwood Triangle



Goal 4: Make Rockwood a Residential Neighborhood of Choice

Objectives

Objective 1: Improve trail and park network

The majority of Gresham's trails lie south of Powell Boulevard (Gresham Trails Master Plan, 1997, p. 24). The proposed trail system focuses on connecting Gresham's trails to major regional trails, such as the Springwater Corridor, the Gresham-Fairview Trail, the 40-mile loop, and trails along the Columbia River. Currently, there is not an identified trail system in Rockwood; however, there are various paths scattered throughout the parks surrounding the Rockwood Triangle.

Objective 2: Improve Safety of Neighborhoods

The perception of crime in Rockwood is a major deterrent to both new capital investment and to redevelopment. To address this problem we propose the use of Crime prevention through Environmental Design (CPTED) design principles throughout. CPTED is a movement that seeks to reduce street crime opportunities through rational design. The underlying theory of CPTED is that effective design and use of the built environment can reduce both the fear of crime and the actual incidence of crime (Crowe, 2000). This is accomplished by using design to promote territoriality and community ownership, increased natural surveillance, controlled access points, and management of environmental land use. The principles address the following key characteristics of safe community design (Cozens, et al, 2008, pp. 295-309):

Access and movement: Access should be limited to well-defined routes and points of entry. Design should balance efficient movements with maximum security.

Structure: Built spaces should be adaptable enough that different uses do not conflict.

Surveillance: Users must be able to survey what is happening in and around public spaces. Clear sightlines must be established throughout.

Ownership: Designs must promote a sense of ownership, respect, territorial responsibility, and community.

Physical Protection: Security features should be well designed and mesh with the overall esthetics of the site.

Activity: Levels of human activity should be appropriate to the location. Natural surveillance and the likely presence of capable guardians are increased where human activity is maintained.

Management and Maintenance: The management and maintenance of a site should seek to discourage crime in the present and in the future.

Recommended implementation strategies

- A) Connect Parks and Open Spaces with Trail Network
- Use local Rockwood trails to connect to Rockwood parks that surround the Triangle to the larger regional trail systems in Gresham, such as E. Springwater Trail, 40-mile loop, and the Gresham-Fairview Trail (see Figure 13 below).
 - In addition to providing a safe way to get to schools, trails often show an increase in nearby property values, have no measurable negative effect on public safety, and have a positive influence on the quality of life for trail neighbors as well as the larger community (Webel).
 - A local trail system around the Triangle will provide Rockwood residents with additional “eyes on the street,” in coordination with the volunteer efforts already in place in the community to prevent crime in park space (City of Gresham, personal communication, October 9, 2009).
 - The City should obtain funds for lighting to increase the safety of trails at night. There could also be specified opening and closing times for trail operation (for example, dawn to dusk) to minimize crime.
 - Significant green areas in the streetscape design could be cared for by the City of Gresham and could include unique plantings of northwest natives and native-compatible/vernacular plants, such as large sword ferns, snowberry, alders in bioswales, and Japanese Zelkovas as street trees. Bioswales in this study refer to a drainage course, used in an urban environment, which employ vegetation and other environmentally friendly means of reducing runoff of silt and pollutants. Bioswales are an alternative to traditional storm water drainage systems that often dump urban wastes directly into sensitive streams and rivers. Using native and native compatible plants will provide a strong identity for the area, connect the triangle to surrounding neighborhoods and parks, mitigate storm water runoff, increase property values, make a highly walkable and bikable environment, and attract businesses.
- B) Apply CPTED Principles to New Development

The CPTED movement has evolved into a holistic model that promotes community building and sustainable development. Research has shown that community involvement in CPTED design and implementation process increases the effectiveness of the measures taken and inspires confidence and a sense of ownership amongst potential users. Community participation in CPTED design can be an effective community-building tool. Youth involvement in CPTED programs and the provision of safe community centers can help build strong social contacts at the neighborhood level.

The initial site planning process can provide the framework for crime prevention by reducing the opportunities for crime through good design. To ensure the long-term sustainability of the community, the public must assume an integral role in developing, implementing, and maintaining CPTED measures. This process can help communities build support networks, develop a collective sense of ownership, and maintain a safe environment.

Figure 13 - Proposed connected park and trail system



Goal 4: Make Rockwood a Residential Neighborhood of Choice

Goal 5: Promote Transit Oriented Development (TOD) at Rockwood Town Center (RTC)

Background

Portland Transit

The City of Gresham has a strong connection to the regional Portland area through an extensive public transportation network of busses, light rail, trains, and street cars. The MAX light rail has a line that bisects Rockwood and has a major stop on the Rockwood Triangle (at Burnside and 188nd). Several bus lines also run along the Triangle. The light rail runs east into Portland and beyond, to Beaverton and Hillsboro, and west into downtown Gresham.

Light Rail (MAX)

The MAX has two stations within Rockwood, one at the corner of 181st and Burnside, and a second at 188th and Burnside. The stop at 188th and Burnside recently acquired funding for light rail station improvements (Weinstein, 2009). These improvements will assist in the urban redevelopment of the areas by providing enhanced access to the train and improving safety. Both of these stops are accessible to the Blue Line and have eastbound and westbound access. From these stops, residents of the Rockwood neighborhood can get to Portland in forty minutes, and Beaverton in an hour and ten minutes. The trains run at fifteen-minute intervals or more during the week. Trains run less frequently between 1:50am and 6:00am and during weekends.

Figure 14 - Tri-Met Rail System map



Source: Tri-Met, www.trimet.org

Bus Transit

Within Rockwood there is availability to buses that provide access to a majority of the areas in the region. Specifically, there are five busses that directly connect the Rockwood Triangle to the rest of Gresham, Portland and the airport. From these five buses, transfers can be made to access almost any other mode of transportation within the TriMet system.

The five busses that connect directly to the Rockwood Triangle are bus #20, #25, #27, #82 and #87. Bus #20 goes from downtown Gresham, through the Rockwood Triangle, on through downtown Portland and into Beaverton. Both bus #25 and #27 go from the Rockwood Triangle to the Gateway/NE 99th Avenue Transit Center. From here, there are several additional busses, as well as the blue, green and red lines of the MAX Train System. These busses have different schedules, however, generally bus #20 will run every fifteen minutes during the week, and bus #25 will run every hour during the weekday. Bus #27 will run five times a day during peak hours, but #82 will run every hour between 7:00am and 7:00pm. Bus #87 will run every thirty to forty minutes throughout the day, except for during the lunch hour.

Objective: Make Rockwood Town Center a multi-modal Transportation Node

We envision the Rockwood Triangle, as it transforms into a focal point for community activity, becoming a “multi-modal transportation node”. With improved pedestrian and bicycle facilities, greater residential density in the surrounding area, and direct access to both the MAX and bus transit systems, the Rockwood Triangle could become a nexus of transportation for the Rockwood area. We see it as a transition point where people change modes, whether getting off the train and walking to their home, biking to the station and getting on a train, switching from train to bus, or any number of other combinations. Businesses and events in the Triangle would benefit from the people passing through, and the increase in residential density would contribute to the flow of people through the area.

Rockwood Triangle already experiences heavy traffic flow, largely in the form of automobiles and trucks, which pass through at high speeds. The current automobile-oriented structure is damaging to the economic and social fabric of the area, and prevents the Rockwood Triangle from becoming a vibrant community center.

Building a less automobile-dependent Rockwood also acknowledges a changing reality of fossil fuel availability. As the world passes peak oil production and reserves begin to decline, the next thirty years will likely see fuel shortages and increased gas prices, making the automobile a much less viable form of transportation (Portland Peak Oil Task Force, 2007, pp. 1-3). Having the infrastructure in place that allows people to commute as needed without a car will be critical to maintaining economic stability for the residents of Rockwood.

The following recommendations encourage a transition from automobile use to other forms of transit. This transition will allow the Rockwood Triangle to become a comfortable and inviting community center even as the flow of people through the area increases and transportation systems change. This re-envisioning of the Rockwood Triangle is critical to the achievement of the goals outlined earlier in this document. Specifically, it encourages alternative modes of transportation and creates a safer environment for pedestrians, cyclists, and motorists.

Site constraints

The area around the Rockwood Triangle is difficult and unpleasant to navigate as a pedestrian or a cyclist. The three major streets (Burnside, Stark, and 181st) that frame the Triangle all regularly experience Average Daily Traffic (ADT) volumes of over 20,000 vehicles (Papsdorf, et al, 2002, p. 39). This compares to about 3000 people/day traveling through the area on the bus, and 7600 people/day traveling through on the MAX (Papsdorf, 2002, p. 53).

The posted speed limit on Burnside and Stark is 35 mph—meaning that many vehicles are probably traveling at upwards of 40 mph. The pedestrian fatality rate from a pedestrian-vehicle collision rises to over 80% when the vehicle is moving at 40 mph, compared to about 40% for vehicles moving at 30 mph and 5% for vehicles moving at 20 mph (Human Transport).

Bicycle lanes are absent from the section of Burnside that runs by the Triangle. Sidewalks are present on both sides of Stark and Burnside, but the streetscape, dominated largely by parking lots, lacks many pedestrian amenities.

Stark St. has a right of way of about 90 ft. It has four lanes of traffic plus a middle lane which alternates between serving as a median and a left-hand turn lane. Burnside is over 110 ft. wide, but much of this is taken up by the MAX rail corridor, which runs down the middle of the road. On either side of the MAX, two lanes of travel are each about 25 ft. wide, plus an occasional left-hand turn lane.

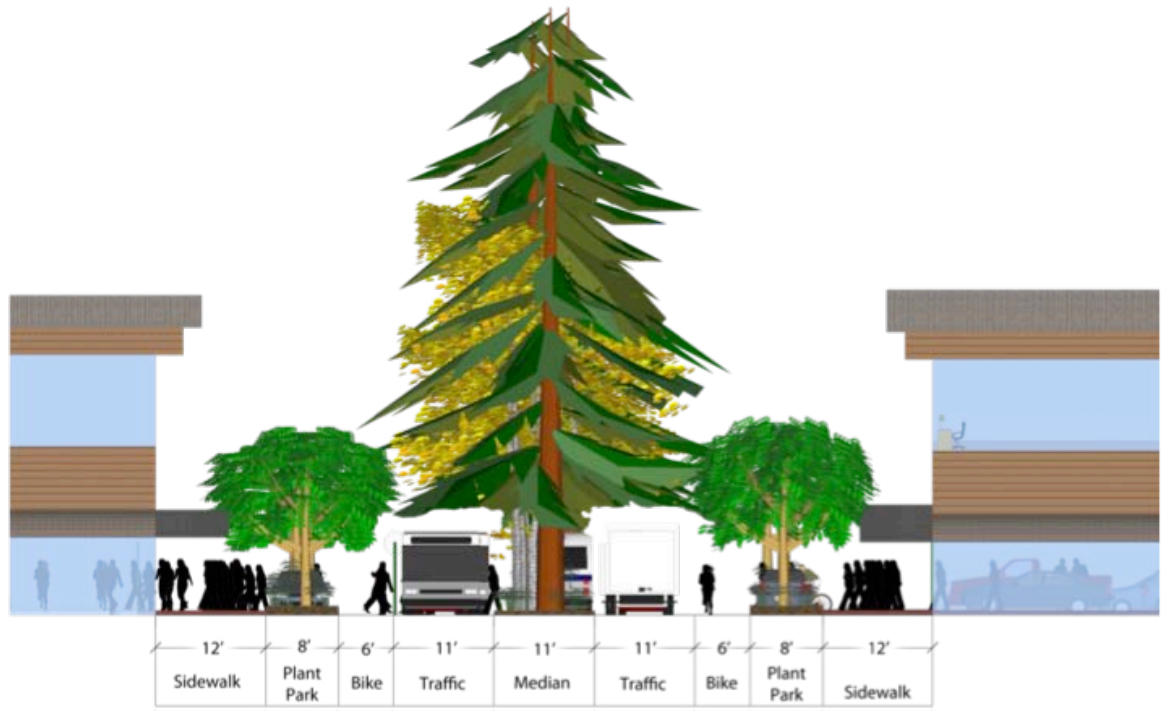
Recommended implementation strategies

A) Redesign Burnside and Stark using Road Diet Strategies.

Burnside St. and Stark St. should each be put on a “Road Diet”. The basic premise of a road diet is that by reducing the number of lanes on a city street, traffic speed can be reduced and alternative modes of transportation encouraged. Thus demand for roadways is reduced commensurate with decreased capacity. Lane reduction can be supplemented with lane narrowing, the addition of on-street parking, and the installation of traffic calming structures. Road diets have been used successfully in many cities, including Portland, Seattle, and Eugene. A well implemented road diet reduces speed, improves safety, and only slightly reduces (may even increase) traffic flow (Burden and Lagerway, 1999, pp. 2-9). For more information on road diets see the Toronto case study in Appendix C.

Most specifically, Stark Street should be reduced from four lanes to three lanes—two lanes of traffic and a left-hand turn lane. In addition, on-street parking should be added on both sides of the street, as well as tree plantings, bike lanes, and sidewalks (see Figure 15 below) (Portland TriMet, 2009). This reconfiguration may at first be limited to just that segment of Stark that lies adjacent to the Rockwood Triangle (181st to 190th). Over time we recommend that these changes be extended east and west along the length of Stark St.

Figure 15 - Proposed Stark Street redesign



Burnside should undergo a similar redesign, with each roadway reducing to a single lane of travel, on-street parking, and a bicycle lane (see Figure 16 below). There is a plan to install a new MAX stop on Burnside and 187th/188th, which will involve the realignment of Burnside (see Figure 17 below). The City of Gresham should work with TriMet to ensure that the new roadway incorporates the above changes (for example, bicycle lanes are not explicitly incorporated in the current TriMet site plan). Concurrent with this reconfiguration, the bus stop on 187th should be moved as close as possible to the corner of 187th and Burnside, to make the mode switch from bus to rail as convenient as possible.

Goal 5: Promote TOD at Rockwood Town Center (RTC)

Figure 16 - Proposed Burnside Street redesign

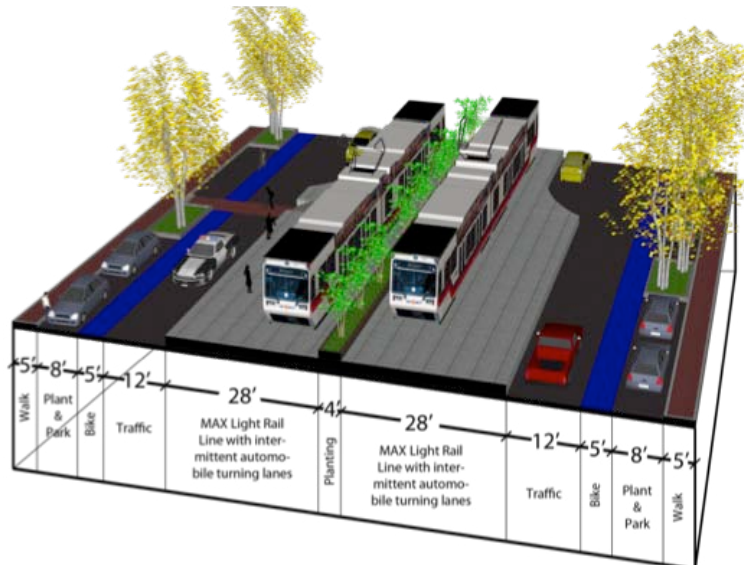


Figure 17 - Proposed MAX Station redesign



Source: Tri-Met, www.trimet.org

Transportation System Plan recommends shifting the freight route to the east, onto 242nd Ave (Papsdorf, 2002, p. 155). This change depends on the completion of a proposed corridor improvement. The truck route should be shifted as soon as possible, at the latest when Burnside is reconfigured. If the corridor improvements are not yet completed by that time, we recommend the freight route be temporarily shifted to 257th, connecting to Rte. 26 via Palmquist Rd.

- B) Transition the area's bike and pedestrian infrastructure.
- Burnside St should be re-striped to include bicycle lanes at the same time that the above street changes are made. This will require some narrowing of the two lanes of traffic, and a potentially widening of the right-of-way (ROW) and total paved street width (Oregon Bicycle and Pedestrian Plan).
 - Elsewhere in the Rockwood Town Center zone, wherever ROW widths allow, bicycle lanes should be separated from auto traffic and incorporated into the streetscape adjacent to pedestrian sidewalks.
 - Key neighborhood streets should be identified as Bike Boulevards. As distinct from bike lanes, these boulevards would provide exclude automobiles - or at minimum provide for two- way bike paths that are physically separate and protected from motorized traffic. These measures will promote increased bicycle ridership and improved safety for bicycle riders.
 - For pedestrians, changing modes of transportation should be as quick and convenient as possible. In addition to relocating the 187th bus stop to be closer to the MAX Station (below), steps should be taken to ensure that pedestrians and cyclists have direct and convenient access to transit stations.

Goal 5: Promote TOD at Rockwood Town Center (RTC)

Figure 18 - Bike-oriented street design



- Bicycle parking should be provided throughout the Triangle, with a large set of bicycle racks as close as possible to the new MAX stop.
- Direct pedestrian routes to the MAX stop—from the corners of the site and from Oak St. and Pine St. to the west—should be kept free of buildings.
- As bicycle use in this area intensifies, it may become necessary to add additional bicycle parking. It may also be desirable to build a covered structure over some or all of the bike racks and to provide some secure storage facilities for bicycles. Finally, all of the traffic signals at crosswalks connecting to the Triangle should be configured for short, pedestrian-friendly cycles.
- Allow for on-street parking to serve local business parking needs. The addition of on-street parking (see Figure 19) on Burnside and Stark serves the double purpose of reducing traffic speeds and providing automobile access to the businesses that will develop on the Rockwood Triangle.
- On-street parking should also be added on both sides of the segments of 185th and the planned rerouted 187th adjacent to the Triangle. An area of 187th should remain open for a bus stop.

Goal 5: Promote TOD at Rockwood Town Center (RTC)

Figure 19 - Pedestrian-oriented street design



- C) Consider the additional recommendations below.
- To complement the measures taken in the roadways around the Rockwood Triangle, the Triangle itself should be developed to make movement through it comfortable and convenient. As the plan progresses, open arcades will be built, which will in turn be filled in with permanent businesses (see Goal 1).
 - Throughout this process, open avenues through the arcades should be maintained, allowing pedestrians easy access into, out of, and across the Triangle.

Goal 5: Promote TOD at Rockwood Town Center (RTC)

V. Conclusion

The Rockwood area has a distinctive place in the history of Gresham and Multnomah County. The community was first established as a stopping place along a trail to somewhere else. That legacy still shows today. The urban forms of the Rockwood area bespeak a place to pass through rather than a destination.

The diversity of racial and ethnic minority populations among Rockwood residents has long been a defining characteristic. The draw that Rockwood has historically had for immigrants bestows a richness of culture unique to the area. At the same time, Rockwood residents have not experienced the same degree of 'upward mobility', as measured in economic growth and educational attainment, in recent decades, as that enjoyed by surrounding communities.

These 'character traits' of Rockwood can be put to its service in developing a vibrant and sustainable community, one that celebrates a rich cultural heritage, and leverages its proximity to transit. Rockwood of the 21st century can truly become the place want to visit, and in which we want to live, not despite its character, but because of it.

The common themes that emerged from these four student concept plans can form an actionable plan to enhance the sustainability and livability of the Rockwood Community. The way that these plans were developed demonstrates the power of synergistic solutions that can be unleashed when public and private institutions – in this case the U of O, the City of Gresham, and the Rockwood community - combine forces to collaboratively solve problems.

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This final report from the U of O Sustainable Cities Initiative to the City of Gresham is the synthesis of four Concept Plans. Those plans were developed by graduate students in the U of O's Planning, Public Policy and Management program, as a culmination of integrated coursework from multiple classes, in the fall term of 2009. The four concept plan titles and their authors are listed below.

Table A.1 - Concept Plans and Respective Student Groups

No.	Title	Authors	Pages
1	Rockwood: a Vision for the Future	Bryant, Erickson , Gatz, Patricolo, Gray,	49
2	Rockwood Town Center: A vision Plan	Becker, Bond, Havener, McCaffrey, Warren	61
3	Rockwood Town Center Concept Plan	Khut, Mizejewski, Reder, Swenson, Tochen	33
4	Triangle Square: A Concept Plan of the Rockwood Neighborhood	Abbott, Bierele, Brehm, Garcia, Otwell, Scafa	72

The concept plans produced by the four student groups addressed the Rockwood site in two fundamental ways. First, they examined how Rockwood came to be as it is. Second, they envisioned actions that the community could take to promote a future Rockwood resembling the one envisioned in the City's forward plans. The historical views are inevitably told as a narrative, and woven together in this report as a combined narrative. Each concept plan addresses the future in terms of goals and objectives, both explicit and implicit. For these the approach of this report has been to identify common goals and emergent themes from the four plans. Those that passed the filter of evaluation criteria identified below were grouped and combined thematically. Those included here met two evaluation criteria tests:

1. Does the goal promote the City of Gresham's Sustainability Policy:
 - a) "...protecting our triple bottom line: building a sustainable economy, ensuring we are meeting the needs of the community now and in the future, and protecting our environment and conserving our natural resources."
 - b) Restoring vitality to Rockwood
 - A sustainable community is one which can stay vibrant and healthy
 - Adding family-wage jobs and stabilizing neighborhoods are essential
 - Smart development in a compact urban form builds on the community's existing strengths
2. Is the goal compatible with adopted City of Gresham plans and policies?
 - Comprehensive Plan
 - Urban Renewal Plan

The goals that emerged from these four concept plans, and met the above criteria, were combined into one of five broad goals in this final report.

1. Increase educational and employment opportunities
2. Promote sustainable economic development
3. Increase rates of affordable home ownership among Rockwood residents
4. Increase desirability of Rockwood as a residential neighborhood of choice
5. Promote public transportation in Rockwood and Transit Oriented Development (TOD) at the Rockwood Town Center

Appendix B - Rockwood History

Geologic History

Geology of Northwest Oregon

The Rockwood community in Gresham, Oregon lies within the roughly 20 million year old Portland Basin, which is part of the Puget-Willamette forearc of the Cascadia Subduction Zone. Its geological history is typical of the surrounding regions of northwest Oregon and southwest Washington. This large expanse of land, surrounding the Columbia River, is the product of millions of years of volcanism and geological uplift, combined with massive forces of erosion (Trimble, 2008). Two major geological features have affected the region: the Cascadia Subduction Zone and the Columbia River. The thrusting of the oceanic plate beneath the continental plate has resulted in regional volcanism and uplift of two mountain ranges: the Coastal Range to the west and the Cascade Range to the East. During this period of general uplift, the predominant force of water (provided by the Columbia River) carved away at the rising volcanic land, exposing volcanic rock in the Camas quadrangle (Evarts R. C., 2008). As such, Miocene-Pleistocene sediments (silt, sand, and gravel) mark the Gresham area. Strong winds of the Columbia Gorge also played an important role in the transport of sediment created by the floods.

Figure A.1 - Geological map of the Camas Quadrangle, USGS



Source: Evarts and O'Connor, Geological Map of the Camas Qudrangle, Clark County, Washington, and Multnomah County, Oregon 2008

Although glaciation did not directly impact the Portland Basin it was the root cause of the late Pleistocene Missoula Floods. An ice sheet backed up the waters of the Clark Fork River in northwest Montana, forming Lake Missoula. About 16,000 years ago the ice sheet began to give way periodically, sometimes the entire 300' depth of massive Lake Missoula racing down the Columbia River at speeds up to 80 miles per hour (Evarts R. C., 2009). Floodwaters carried sediment through the Portland Basin and all the way down the Willamette Valley. Gravel bars in the eastern portion of the Portland Basin are noted for their coarseness and size, as the series of some 40 floods frequently extended all the way up to the Boring Lava Fields, covering the entire Portland-Gresham region with floodwaters. The Portland Basin assumed its current state over the past 12,000 years as the climate warmed and the ice receded. Massive post-flood landslides, such as one known as the 'Bridge of the Gods', had a large role in shaping the Portland Basin. Small landslides continue to occur periodically (US Army Corps of Engineers, 2001).

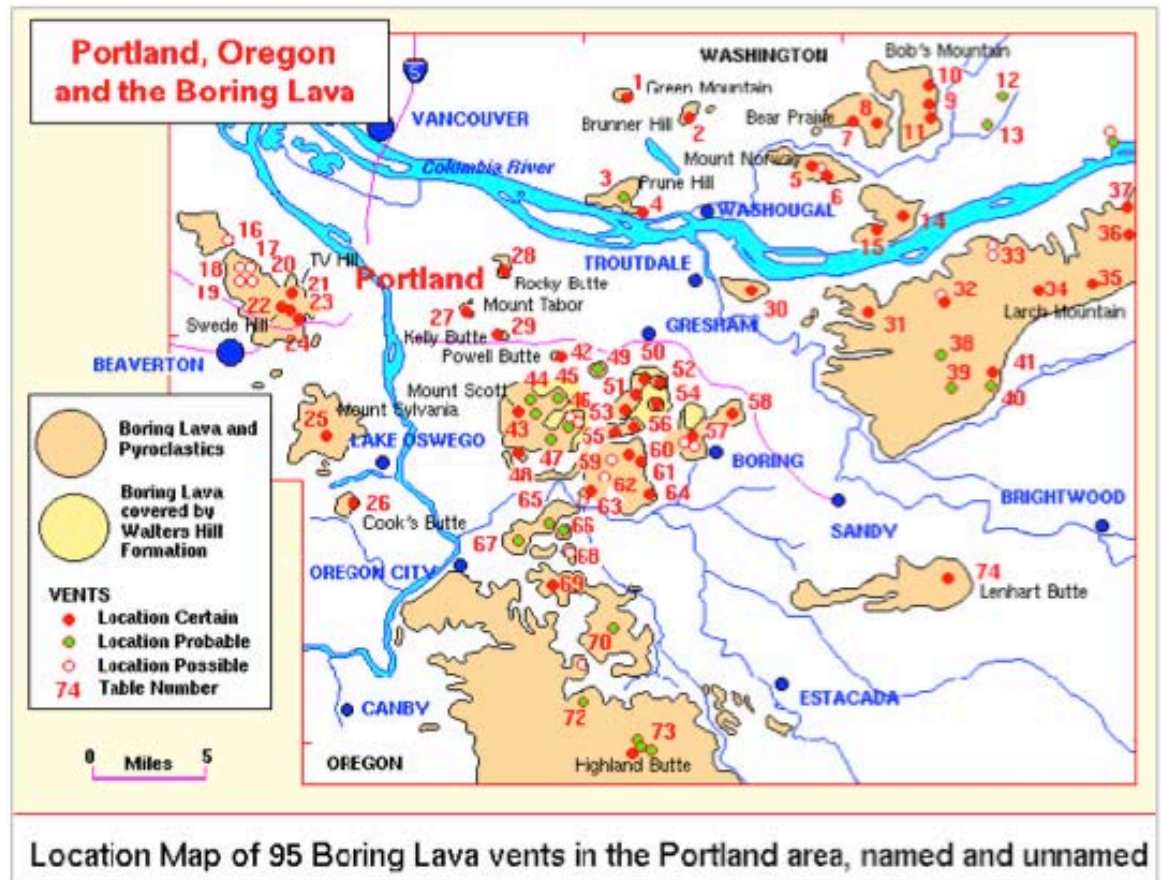
Figure A.2 - Hazards Zonation Map



Source: United States Geological Survey, 2005

Though the current landscape is dominated by more than a century of human activity, the underlying land and geological surroundings of the Rockwood community reflect the tumultuous past of the greater Portland Basin. The effect of the Boring Lava Fields can still be seen spotting the land with volcanic hills.

Figure A.3 - Volcanoes of the Portland area



Source: Allen, 1975

The far eastern region of Multnomah County still faces dangers related to its volcanic history. Mount Hood, which lies in the Cascade Range southeast of the Portland Basin, is still an active volcano and poses the risk of pyroclastic mudflows (lahars) resulting from its eruption.

Early Human Settlements

Indigenous Settlement, Northwest Passage, and Fur Trade

The Kalapuya and Multnomah Indians were among the earliest settlers of the Willamette Valley near the Columbia River later. The Multnomah tribe was part of the larger group of Chinook tribes that inhabited where the Willamette River feeds into the Columbia River – the current Portland Metropolitan area. The Chinook tribes were first noticed by Lewis & Clark in 1805, but by then the Chinook had already inhabited the area for roughly 10,000 years (Butler, 2004).

Incursions by fur traders and European sailors increased, over the decades following Lewis and Clark's arrival, had a devastating effect on the native inhabitants. Varying estimates count seventy-five to ninety percent of the native population killed in several pandemic episodes from the 1770s to the 1830s. The white settlers who began arriving in the nineteenth century found a disease-weakened native population. The settlers likely had an easy time acquiring land from them in the Willamette Valley (Confederated Tribe of the Siletz Indians).

Figure A.4 - Ancestral tribes of the Confederated Tribes of the Siletz



Source: Confederated Tribe of the Siletz Indians

Lewis and Clark's charting of the Pacific Northwest generated significant interest in settling the lands by Americans back east.¹³ The land along the Columbia River, near present day Gresham, was jointly occupied by Britain and the United States for the purpose of fur trading. The Treaty of London, which ended the War of 1812, was signed in 1818 defining the Oregon territory as the area between California and what was then considered "Russian Alaska." (Clackamas Heritage Partners)

The Oregon Trail and early Gresham/Rockwood Settlement

From 1843 to 1883, an estimated three-hundred thousand to five-hundred thousand pioneers loaded up their wagons, crossed the country, and arrived in the fertile Willamette Valley (Chilton, 1993, p. 19). Many were enticed offer of land granted through the Donation Land Claim Act of 1850. For most, the journey to Oregon began in St. Joseph or Independence, Missouri, in the months of spring. The trip usually took between five to seven months, and pioneers typically arrived

in Portland in October or November right as the heavy rain season began. Because of exhaustion, illness, and lack of resources, it was common for families to ride out their first winter in Portland before moving out to the countryside. Those arriving before 1850 could apply for a Donation Land Claim - six-hundred forty acres for a married man, or three-hundred twenty for a single man (US Dept of the Interior: Bureau of Land Management).

In the eastern end of Multnomah County, east of Portland and of the Willamette River in the area that would soon become the community of Rockwood, the land was a dense, dark, tree-covered wilderness. This land was not desired by the first several thousand settlers, many of whom simply passed through the dark woods on their way over Mount Hood and into Portland. Even the local native populations chose not to live here because of its formidable nature (Chilton, 1993, p. 33). As the supply open of land pioneers were forced to settle these forests.

The first land claim in the Gresham area was granted in 1851 to Jackson Powell. He settled what is now considered "Powell Valley," just south of Rockwood. Between 1850 and 1853, land claims were granted in the amount of three hundred twenty acres to married couples and one hundred sixty to single men. Though Powell desired open spaces on his land claim he was faced with a forest of trees that measured up to three hundred feet high and eight feet in diameter. The trees were so dense and tall that they shut out the light, intensifying the gloomy, rainy, muddy winters that characterize the region (Chilton, 1993, pp. 73-74). This was the difficult and exhausting work that Gresham's pioneers undertook, clearing the forests for agriculture.

Figure A.5 - Historic buildings and street scene, Gresham



Source: Oregon State Library

When Oregon became an official U.S. territory in 1848, a surveyor general laid out the east-west baseline for measuring and documenting the land. Starting at the courthouse steps in Portland, a stone was placed every mile for a total of fifteen miles along this baseline. At mile ten, east of Portland, a north-south road intersected the baseline and came to be known as Rockwood Road. Just over two miles from Gresham's historical center, this intersection became the heart of the Rockwood community. (Chilton, 1993, p. 242).

Cyrus C. Lewis was Rockwood's first mercantilist. It was not long before there was, in addition to Lewis' general store, a blacksmith, a feed store, a garage with second floor living quarters, and a grange hall where the community's members congregated for a number of social functions (Lamb-Greene, 1992). This intersection quickly became the gathering place for Rockwood residents to connect with one another and with their growing community as a whole.

The official baseline soon became Baseline Road, transforming into one of the most important thoroughfares connecting Portland with eastern Multnomah County and beyond. Pioneers who crossed over Mount Hood on their way to Portland and the Willamette Valley traversed Baseline Road on the final leg of their journey. After wagon trains, stagecoaches became a common mode of transportation along the road. Taking advantage of this stagecoach traffic, roadhouses were built along Baseline Road to provide passengers with food, goods, and a room for the night. Rockwood boasted the "Ten Mile Roadhouse" and the "Twelve Mile Roadhouse" located at the ten and twelve mile stone markers, respectively (Lamb-Greene, 1992). This movement along Baseline Road established Rockwood early on, not as a destination but rather as a convenient stop along the road to the bigger city.

Turn of the 20th Century: Berry Farms and Growth of the Community

In 1900, the newcomer W.W. Cotton introduced raspberry cultivation, which began a very important industry in the Rockwood/ Gresham area. Many berry farms were planted and flourished here, and these quickly became important aspects of social capital for their communities. In order to harvest the berries, it was common for the farmers to invite other local families to come to the farm, pick berries, camp out, and make a little money too. This became a pleasurable social tradition for many families who would return to the farms year after year to spend the summer enjoying the beautiful weather, scenery, and the social interactions. W.W. Cotton's farm became famous for its entertainment during the summers, such as weekend concerts. These events became the highlight of the season, providing local residents a place to meet and socialize while strengthening their bonds as a community (The Gresham Outlook, 1987, p. 52).

In first decades of the 20th century it was also common for local children to spend their summers picking berries as this was one of their few sources of employment. (Lamb-Greene, 1992). Even so the Gresham/Rockwood area never quite had enough people to pick the crops. As the berry farms grew, so did their yields, and farmers increasingly relied on immigrant workers to tend the fields. The first wave of immigrant workers to the area came from Japan in the early 1920s. Over the course of the decade, the Japanese started to work their own lands instead and became successful working for themselves. By the 1930s, the berry farmers began to rely on a new group of immigrants - "Dust Bowl Refugees." These people were forced out of Oklahoma and its surrounding states due to the terrible economic conditions of the Great Depression and the drought that severely damaged their crops (The Gresham Outlook, 1987, pp. 52-53). The Gresham Berry Growers cannery and processing plant was opened to process the large quantity of berries, employing many local residents. By 1941 the expanded and up-to-date plant was the premier of berry processing, taking "second place to no cannery in Oregon." The canned, frozen, and barreled berry products were shipped all over the United States and even to foreign ports as well. Berries from Gresham Berry Growers were served to U.S. servicemen during WWII (The Gresham Outlook, 1987, pp. 44,48).

Introduction of the Railroad

Along with the introduction of berry growing at the turn of the 20th century, railroad construction had significant impacts on the growth of both Gresham and Rockwood. The Oregon Water Power and Railway Co. was formed to develop a dam on the upper Clackamas River, in order to supply Portland's need for electricity. A railway line with steam locomotives was needed to bring construction supplies to the site. This line reached Gresham in 1902. Not only did the railway haul construction supplies to the east, it also provided the area's farmers and loggers with a much more efficient means of transporting their goods to the markets in Portland.

Figure A.6 - Mount Hood Railway



Source: Portland History, <http://pdxhistory.com/html/interurbans.html>

Also, such items as newspapers, hardware, and other finished goods could now be easily sent back in to Gresham (Chilton, 1993, p. 130). Shortly following the introduction of heavy steam railways, newer electric inter-urban light railways began to connect many communities in the greater Portland area. (Oregon Historical Society, 1926). In 1906, the Portland Railway Light and Power Co. formed as a merger acting to unify all of the previously constructed interurban rail systems that lead into and out of Portland (Chilton, 1993, p. 130). From 1908 to 1911, yet another railway was built, this time by the Mount Hood Railway and Power Co. who built a railroad along East Burnside, running straight through Rockwood, to a dam site at the confluence of the Bull Run and Sandy Rivers. Life in the Gresham and Rockwood areas would be forever changed by the introduction of fast and easy transportation to Portland. A trip down Baseline Road into the big city that once took six hours by horse and buggy could now be completed in fifty minutes by rail. Rockwood residents felt encouraged to shop, work, and seek entertainment in Portland, rather than directly in their own community (Chilton, 1993, p. 131).

Speakeasies of the 1920s and 1930s

What came to characterize Rockwood in the 1920s and 1930s was an influx of nighttime entertainment establishments, attracting all types of people and sometimes questionable behavior. In reaction to the Prohibition laws in effect from 1919 to 1933, many speakeasies and roadhouses were built along Baseline Road in the Rockwood area. Viewed by some as “seedy”, these businesses provided an abundance of night life, music, dancing, and drinking. As always, Baseline continued to be an important artery for moving people between Portland and eastern Multnomah County. The speakeasies of the 1920s and 1930s attracted people who were traveling along the road, stopping for a night of entertainment, much like the early roadhouses did for the stagecoach passengers of the late 19th century.

Middle of the 20th Century to the Present

The physical layout of present-day Rockwood and the social structure and reputation of the community has been influenced by three major themes over the course of the latter half of the 20th century: immigration and an influx of refugees to the Rockwood area from the 1920s to the present, the development of Rockwood as a bedroom community in the 1960s and the planning practices that encompassed this design, and the politics of the annexation of Rockwood to Gresham in 1987. These three themes tell the story of what Rockwood is today and help us to determine what can be implemented to improve the community in the future.

Immigration, Refugees and Community

Since the 1920s, the Portland area has been a gathering place for immigrants from South America and Japan, refugees from the former Soviet Union and, most recently, African Americans who were mostly displaced from neighborhoods in North Portland.

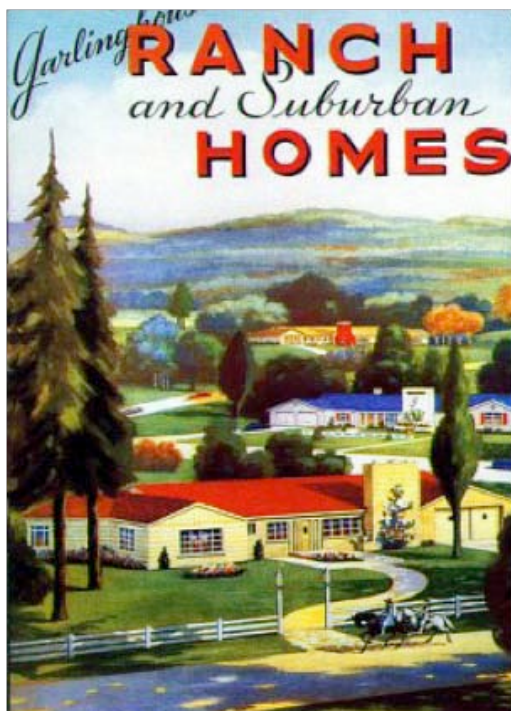
As previously discussed, the Japanese were one of the first waves of immigrants came to Oregon to help harvest the crops on berry farms in the Portland area. During World War II, immigrants were sent to the factories instead of working in the berry fields. For fear that the crops would go to waste, immigrant children from Mexico were brought to East Multnomah County to help harvest the crops. The berry harvest was now sent to canneries in order to be shipped overseas.³⁹ After World War II, Mexican immigrants continued to come to Multnomah County to join their families and work on the farms. A 1957 Bureau of Labor report estimated that 12,000 Spanish-speaking farm workers lived in Oregon (Bussel, 2008, p. 28).

The number of Spanish-speaking immigrants continued to rise over the next three decades, particularly in the outlying areas of Portland. By 2000, the Portland suburbs of Hillsboro, Cornelius, Gresham and Rockwood had the highest percentages of foreign-born residents from Latin America in the state. Today, Rockwood's Hispanic population is growing at a rapid rate. More than half of all businesses in Rockwood cater to the east-side Hispanic population (Bussel, 2008, pp. 35,37).

In the 1960s the Russian immigrant population increased in Oregon when a sectarian group called the Old Believers settled in Woodburn. The influx of Slavic immigrants to Oregon increased again in the 1980s when Russians and Ukrainians were allowed to leave the Soviet Union to seek greater religious freedom (Bussel, 2008, p. 27). Oregon's lenient refugee policies (Oregon ranks 11th in the nation for the most refugees) coupled with existing religious affiliations in the area drew post Cold War refugees from the former Soviet Union to the Northwest. (Jones, 2008, pp. 27,34) The settlement patterns of the Russians and Ukrainians are shaped by "shared networks of ethnicity. The migration patterns are so intentional and interconnected that "Portland-area residents, born in the former USSR, often find themselves living in the same apartment building or next door to friends from their hometown (Hardwick, 2005, pp. 550-551)." Congregating near the Home of God Russian church on 182nd Avenue, Rockwood's Slavic community has grown significantly.

Rockwood Post WWII Development

Figure A.7 - 1950s Advertisement



Source: <http://1950satomicranchhouse.blogspot.com>

The Gresham area transitioned from a farming community to a bedroom community of Portland in the 1950s and 1960s. Following World War II, Gresham became the main target for suburban growth due to its connectedness with the area's first freeway and the large amount of buildable land. The communities in and around Gresham "matched the popular image of the bedroom suburb. They sent sixty-four percent of their workers on the daily commute to the city of Portland in 1960..." (Abbot, 2001, p. 109). In 1986, a Gresham resident reflected that "people sleep here and eat breakfast – sometimes they don't even eat breakfast, you see them headed to the freeway with their coffee cups – and then they go to work in Portland" (The Gresham Outlook, 1987, p. 61). For decades, Gresham's sense of place has been marginalized by its development as a bedroom community.

In the late 1980s and 1990s the City of Gresham began making an effort to attract high-tech businesses to the area in. For years the City of Gresham courted the Japanese-based computer hardware company Fujitsu. In 1988 Fujitsu opened its first overseas wafer fabrication facility. Companies like Fujitsu and LSI Logic planted themselves in Gresham. By the 1990s, Gresham was described as a “high-tech” corridor (Abbot, 2001, p. 107). Economic analysis, however, shows that the majority of Rockwood residents do not work in these high tech industries. In fact the 2000 Census indicates that nearly 80% of Rockwood residents still work outside of Rockwood.

The planning policies of the Gresham area in the 1960s instilled the physically disconnected community that still exists today. Like most cities of its time, Gresham developed into a segregated and car-dependent community when cities across the United States concluded that everyday uses – residential, commercial, industrial – should be separated. The 1966 Preliminary Plan for Gresham emphasized the “changing nature of commercial activity” (University of Oregon, 1966, p. 19). The plan advocated that, as cities increased in size, less and less of their primary businesses should be located downtown. Under the 1969 “Plan Assumptions” section, the city wrote that “...certain non-intensive land uses now located within the central area will continue to migrate to the less expensive and more spacious locations outside of the central area” (University of Oregon, 1966, p. 31). Again in 1969, The Gresham Plan documented that “population growth in Gresham will be based primarily on job opportunities to be found in other portions of the metropolitan area and not within the city (City of Gresham, OR, 1969, p. 4)”. The planning documents of the 1960s reaffirm Rockwood’s development as a bedroom community, and also explain the physical disconnectedness of space and consequential lack of sense of place.

Rockwood Annexation

Rockwood existed independently of the Portland metropolis and the bustling downtown of Gresham that surrounded it for more than a century. Prior to 1987, Rockwood was an un-incorporated town under the jurisdiction of Multnomah County and lacked some basic infrastructure: sewers, storm-water systems, sidewalks, etc. Annexation by Gresham in 1987 was a defining moment for Rockwood; both for its physical development and that of its reputation. It was uncertain for a time whether Rockwood would be annexed by Portland or Gresham. The Oregon Appeals Court granted that right to Gresham in July of 1987 after months of deliberation.

The annexation had mixed results. A 1987 Rockwood Water District poll showed that 73 percent of Rockwood residents responded “no” when asked, “Do you wish to be annexed by a city?” (The Gresham Outlook, 1987) However, the annexation would bring Rockwood basic infrastructure improvements. Gresham residents were equally ambivalent about the annexation. Seeing substantial monies poured into Rockwood for infrastructure improvements, some Gresham residents felt that Rockwood had taken services away from their city (this sentiment is still held by some today). From the beginning, Rockwood seemed to be blamed for some of the Gresham’s major problems. A headline in the Outlook on August 29, 1987 read, “Crime on Rise in Gresham; police point to annexation.” (The Gresham Outlook, 1987, p. 1) Even the Rockwood Renewal Feasibility Study from November of 2001 noted, of the “impression” of Rockwood, that it was “annexed without infrastructure, unplanned, neglected...” (City of Gresham, 2001). The contentious nature of its annexation has echoed in the physical development and social reputation of the Rockwood community to this day.

The influx of immigrants and refugees, the policies and planning practices since World War II and the annexation of Rockwood in 1987 have deeply affected the land use and (lack of) sense of place that is apparent in Rockwood today. The view down Stark Street from the Rockwood Triangle is a sea of parking lots and dilapidated buildings. On a visit to Gresham with former City Mayor, Gussie McRobert, James Howard Kunstler described Gresham as an “automobile slum,” looking no different than any other suburban sprawl in America (Abbot, 2001, p. 107).

Rockwood today presents a contradiction. Populations with the rich cultural traditions of their immigrant and refugee forbearers live within the confines of an urban environment that provides little physical opportunity for the expression of those traditions in ways that can foster a positive sense of community. Basic amenities (grocery stores, schools, community center) are missing from what was historically the center of Rockwood.

Appendix C - Rockwood Today

Demographic and Economic Trends

Study Area

For the purposes of this report we have defined the geographic boundary of Rockwood to be the same as the boundary in the Report on the Rockwood-West Gresham Renewal Plan (City of Gresham 2003). Consistent with that report:

“Analysis of the Rockwood-West Gresham Urban Renewal Area in 1990 is based on the following 1990 Census block groups:

- 96.01 – BG 1, 2
- 96.02 – BG 1, 2, 3
- 98.01 – BG 1

Analysis of the Rockwood-West Gresham Urban Renewal Area in 2000 is based on the following 2000 Census block groups:

- 96.03 – BG 1
- 96.04 – BG 1, 2
- 96.05 – BG 1, 2
- 96.06 – BG 1, 2
- 98.01 – BG 1, 2

These block groups approximate the Area but not precisely. For that reason, the data specific to these block groups are labeled as describing “Rockwood-West Gresham” as opposed to the “Area”.

Finally, it should be noted that the analysis of social conditions does not factor in the northernmost portion of the Rockwood-West Gresham Urban Renewal Area (north of I-84) that consists primarily of industrial lands. The residential population in and around the area’s industrial development districts is quite small” (City of Gresham 2003).

Population

The population data for Portland and Gresham are from the American Community Survey (ACS) of 2008. Rockwood data are from Census Decennial of 2000. Data at the level of the block groups are not available from the ACS surveys.

These data show that while Rockwood is growing at a faster pace than Portland, Gresham is growing at nearly double the annual rate of the former two.

Table A.2 - Rockwood, Gresham and Portland populations, 1990-2008

Year	Rockwood	Gresham	Portland
1990	17,219	68,235	437,319
2000	20,198	90,205	529,121
2008	N/A	106,605	560,194
<i>% Change</i>	17.30%	32.20%	20.99%
<i>AAGR</i>	1.73%	3.12%	1.56%

Source: US Census Bureau, 1990, 2000, 2008

Age Groups

From the data provided in the Decennial 2000 Census study, the Rockwood area has a significantly younger population than neighboring Portland, but only slightly more so compared to Gresham.

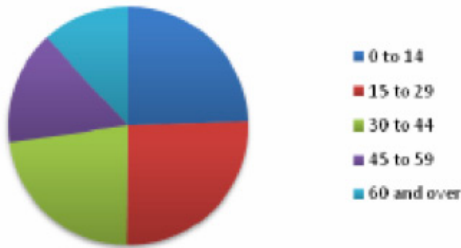
Table A.3 - Age groups for Rockwood, Gresham and Portland, 2000

Age	2000 Rockwood	2000 Gresham	2000 Portland
0 to 14	4,942	20,808	93,515
15 to 29	5,192	20,971	122,276
30 to 44	4,573	20,467	133,828
45 to 59	3,111	16,335	101,562
60 and over	2,380	11,624	77,940

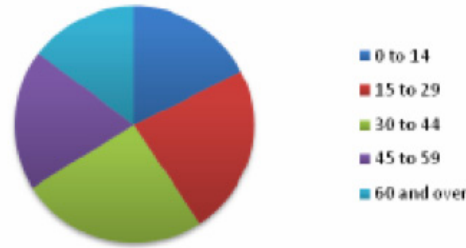
Source: US Census Bureau, 2000

Figure A.8 - Age Group Proportions for Rockwood and Portland, 2000

Age Group, Rockwood, 2000



Age Group, Portland, 2000



Source: US Census Bureau, 2000

Race and Country of Origin

Data indicate that while the Rockwood area is still predominantly considered to be White, it contains the bulk of non-White ethnic populations within the larger confines of Gresham. Hispanics, Asians, and African-Americans comprise the largest groups of non-European ethnicities. Figure 6 below illustrates that that nearly 12% of Gresham’s residents are Latino.

Table A.4 - Racial makeup of Gresham, 2000

Race	Gresham Total	% of Gresham Total
Total:	90,158	100
White alone	73,865	81.9
Black or African American alone	1,621	1.8
American Indian and Alaska Native alone	829	0.9
Asian alone	2,548	2.8
Native Hawaiian and Other Pacific Islander alone	339	0.4
Some other race alone	6,433	7.1
Total non-white alone:	11,770	13
Two or more races:	4,523	5
Total non-white:	16,293	18.1

Source: US Census Bureau, Sample Data (SF-3), 2000

Table A.5 - Racial makeup in Rockwood as a percentage of Rockwood population and Gresham’s population by race, 2000

Race	Rockwood – West Gresham URA	% of URA Total	% of Gresham Total
Total:	20,175	100	22
White alone	14,582	72	20
Black or African American alone	795	4	49
American Indian and Alaska Native alone	188	1	23
Asian alone	625	3	25
Native Hawaiian and Other Pacific Islander	9	0	3
Some other race alone	2,589	13	40
Total non-white alone:	4,206	21	36
Two or more races:	1,387	7	31
Total non-white:	5,593	28	34

Source: US Census Bureau, Sample Data (SF-3), 2000

Table A.6 - Hispanic population in Gresham, 2000

Gresham	Number	Percent
Total Population:	90,205	100.0%
Hispanic or Latino (of any race):	10,732	11.9%
Mexican	8,666	9.6%
Puerto Rican	148	0.2%
Cuban	139	0.2%
Other Hispanic or Latino	1,779	2.0%
Not Hispanic or Latino:	79,473	88.1%
White Alone	71,194	78.9%

Source: US Census Bureau, 2000

Figure A.9 - Region of birth if foreign born in Gresham, 2000



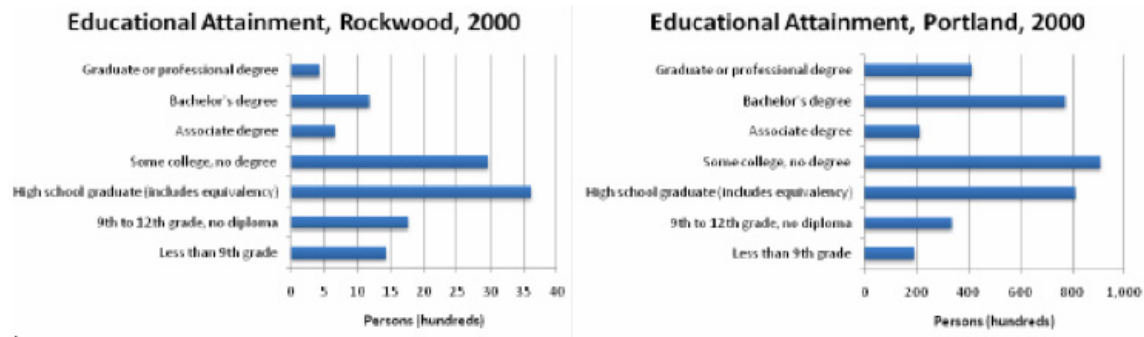
Source: US Census Bureau, 2000

While Rockwood represents only about 18% of the population of Gresham, the community is home to over 40% of the Black population as well as nearly 40% of Gresham’s “other race” population.

Educational Attainment

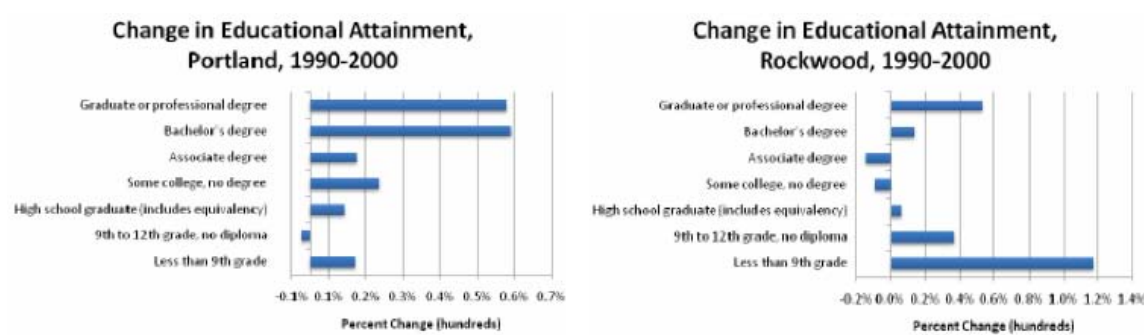
Educational attainment is one area in which the Rockwood community is currently underperforming and showing signs of worsening compared to the greater Portland region. While there is growth in numbers for those achieving professional and graduate degrees, this positive outcome is out shadowed by the alarming increase at the lowest level of educational attainment.

Figure A.10 - Comparative educational attainment for Rockwood and Portland, 2000



Source: US Census Bureau, 2000

Figure A.11 - Comparative change in educational attainment for Rockwood and Portland, 2000



Source: US Census Bureau, 2000

Housing

Data illustrate a negative economic outlook facing the housing market in Rockwood. Home values are typically lower than in surrounding communities and the supply grew relatively slowly during one of the largest housing booms in American history. This lower demand and manageable housing supply, however, also makes housing more affordable than in surrounding areas. Other factors, such as crime rates, undoubtedly play an additional role in housing values and rental rates.

Table A.7 - Housing Unit Changes in Rockwood, Gresham and Portland, 1990-2000

	Rockwood			Gresham			Portland		
	1990	2000	Change	1990	2000	Change	1990	2000	Change
Total Units	7,135	7,566	6.0%	26,978	35,309	30.9%	198,368	237,307	19.6%

Source: US Census Bureau, 1990, 2000

Table A.8 - Tenure in Occupied Housing Units in Rockwood, 2000

	Owner Occupied	Renter Occupied
Occupied Housing Units, Rockwood 2000	42%	50%

Source: US Census Bureau, 2000

Table A.9 - Occupancy and Vacancy Rates in Rockwood, 2000

	Occupied	Vacant
Housing Vacancy, Rockwood 2000	93%	7%

Source: US Census Bureau, 2000

Table A.10 - Vacancy as a proportion of total housing by housing type

Vacant Units	Rockwood	Gresham	Portland
	% Total	% Total	% Total
For rent	73.3%	56.6%	47.8%
For sale only	14.2%	23.0%	21.2%
Rented or sold, not occupied	4.0%	7.0%	8.9%
For seasonal, recreational, or occasional use	2.2%	6.0%	7.5%
For migrant workers	0.0%	0.0%	0.0%
Other vacant	6.3%	7.5%	14.6%

Source: US Census Bureau, 2000

- Note the high proportion of 'for rent' vacancies in Rockwood (Table A.10).
- Note the prevalence of traditional family structures in Rockwood and Gresham, but a growing trend towards single occupancy in Portland (Table A.11).

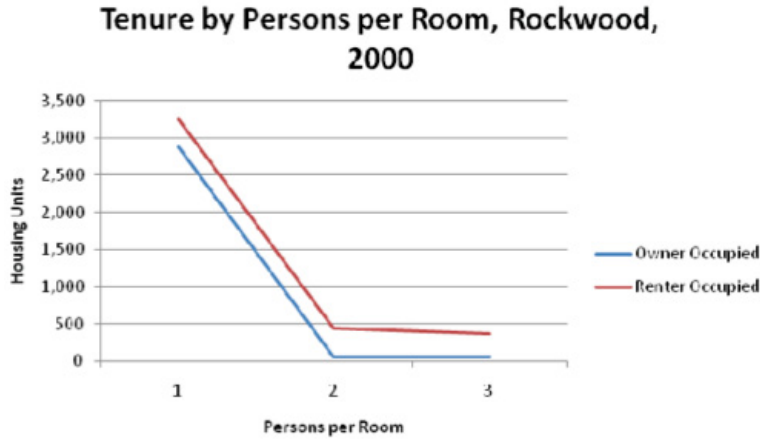
Table A.11 - Household Size and Type, Rockwood, Gresham and Portland, 1990-2000

Household Type	Rockwood			Gresham			Portland		
	1990	2000	% Change	1990	2000	% Change	1990	2000	% Change
1 person:	1,675	1,655	-1.2%	5,778	8,115	40.4%	65,363	77,336	18.3%
Male householder	747	736	-1.5%	2,300	3,460	50.4%	28,105	35,621	26.7%
Female householder	928	919	-1.0%	3,478	4,655	33.8%	37,258	41,715	12.0%
2 or more persons:	5,125	5,405	5.5%	19,927	25,212	26.5%	121,905	146,401	20.1%
Family households:	4,466	4,753	6.4%	18,077	22,683	25.5%	103,967	118,447	13.9%
Married-couple family:	3,268	3,219	-1.5%	14,545	16,978	16.7%	76,776	85,277	11.1%
With related children	1,604	1,627	1.4%	7,588	8,418	10.9%	33,280	36,193	8.8%
No related children	1,664	1,592	-4.3%	6,957	8,560	23.0%	43,496	49,084	12.8%
Other family:	1,198	1,534	28.0%	3,532	5,705	61.5%	27,191	33,170	22.0%
Male householder, no wife present:	287	469	63.4%	876	1,698	93.8%	6,569	9,068	38.0%
With related children	171	258	50.9%	530	998	88.3%	3,416	4,457	30.5%
No related children	116	211	81.9%	346	700	102.3%	3,153	4,611	46.2%
Female householder, no husband present:	911	1,065	16.9%	2,656	4,007	50.9%	20,622	24,102	16.9%
With related children	647	726	12.2%	1,841	2,635	43.1%	13,321	14,090	5.8%
No related children	264	339	28.4%	815	1,372	68.3%	7,301	10,012	37.1%
Nonfamily households:	659	652	-1.1%	1,850	2,529	36.7%	17,938	27,954	55.8%
Male householder	396	419	5.8%	1,153	1,548	34.3%	10,164	15,227	49.8%
Female householder	263	233	-11.4%	697	981	40.7%	7,774	12,727	63.7%
TOTAL	6,800	7,060	3.8%	25,705	33,327	29.7%	187,268	223,737	19.5%

Source: US Census Bureau, 1990, 2000

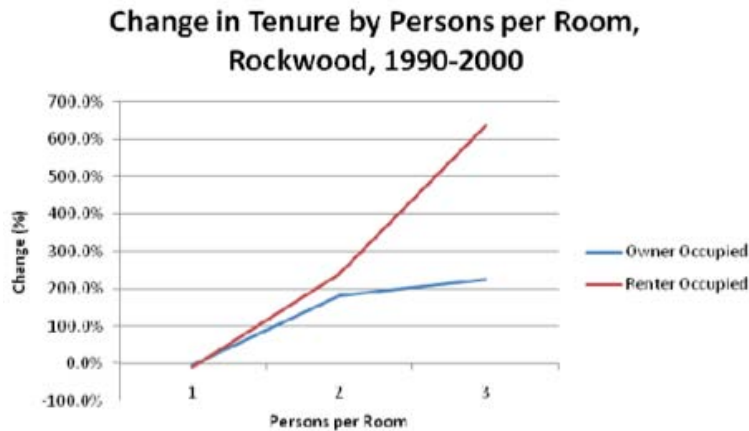
The tenure graphs below paint contrasting pictures. The first graph shows that for both types of tenure, housing units decrease as persons per room increases. The second graph shows that the aforementioned trend is changing at a dramatic rate, and especially for renter occupied units.

Figure A.12 - Tenure by persons per room in Rockwood, 2000



Source: US Census Bureau, 2000

Figure A.13 - Change in tenure by persons per room, 1990-2000

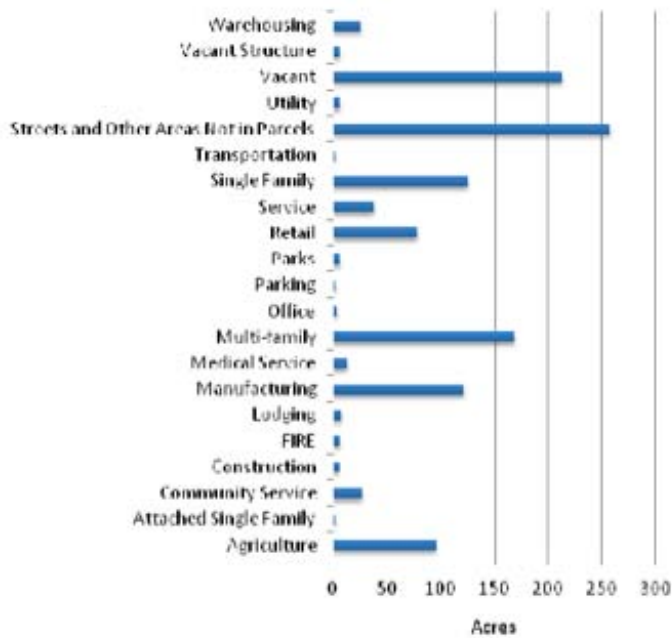


Source: US Census Bureau, 1990, 2000

Current Land Use

Vacancies, multi-family housing, manufacturing, and single-family home use dominate current land use in Rockwood. Uses such as Parks and Offices appear to be drastically underserved.

Figure A.14 - Current Land Use in Rockwood, 2002-2003



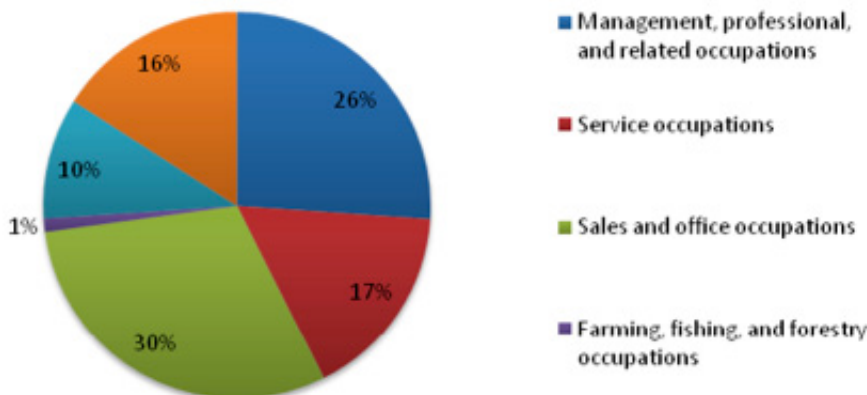
Source: Gresham Parcel Database, 2003

Table A.12 - Employment type in Gresham, 2002

NAICS 2002	Type	Establishments	Revenue (\$1,000)	Actual Payroll (\$1,000)	Employees
31-33	Manufacturing	75	1,077,744	255,355	4,822
44-45	Retail trade	249	837,833	77,982	3,653
72	Accommodation & food services	201	135,124	40,672	3,471
62	Health care & social assistance	267	253,073	102,805	3,372
722	Food services & drinking places	189	128,794	39,222	3,351
722110	Full service restaurants	70	56,993	19,292	1,613
623	Nursing & residential care facilities	60	57,620	26,615	1,403

Source: Bureau of Economic Analysis, 2002

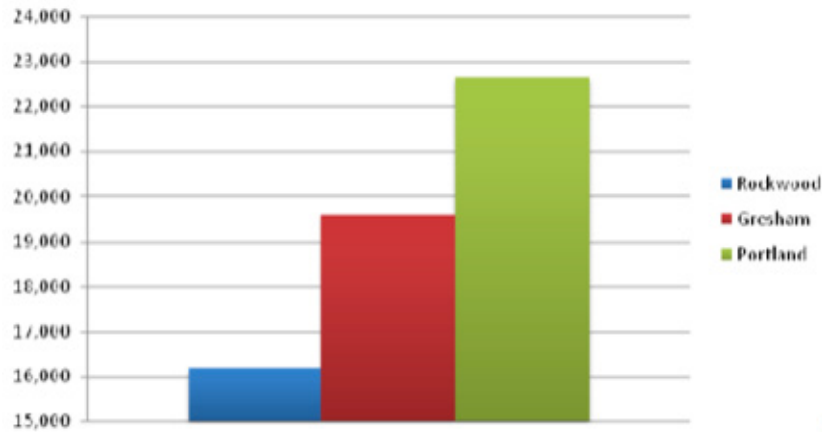
Figure A.15 - Proportion of labor force by occupation in Gresham, 2000



Source: US Census Bureau, 2000

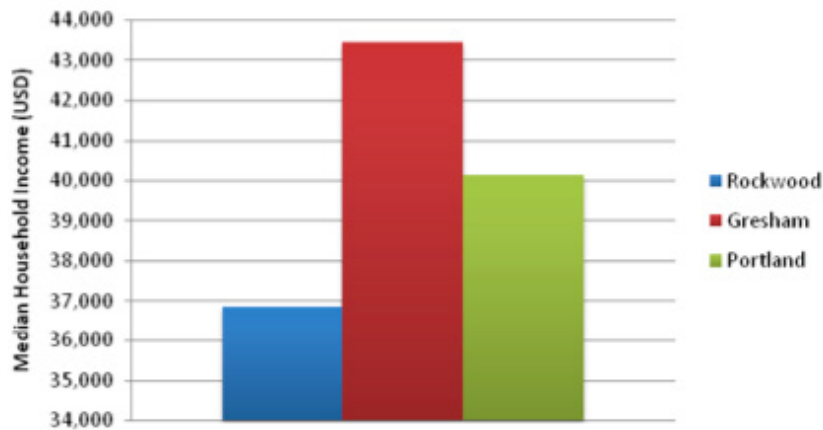
Income

Figure A.16 - Per capita income in Rockwood, Gresham and Portland, 1999



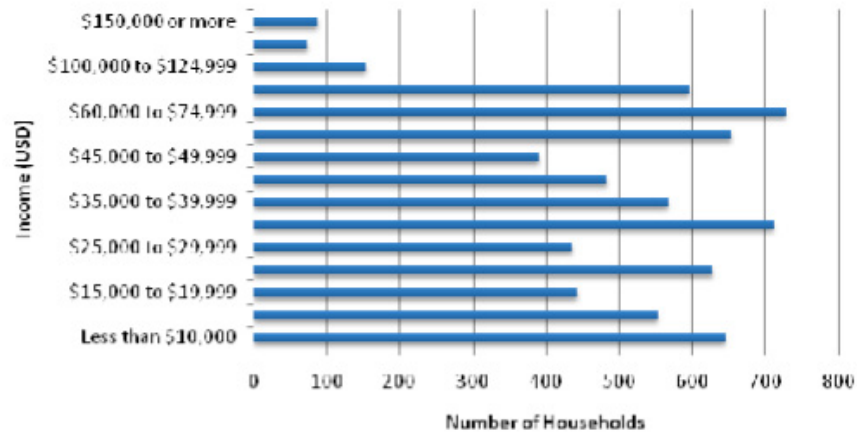
Source: US Census Bureau, 2000

Figure A.17 - Median household income in Rockwood, Gresham and Portland, 1999



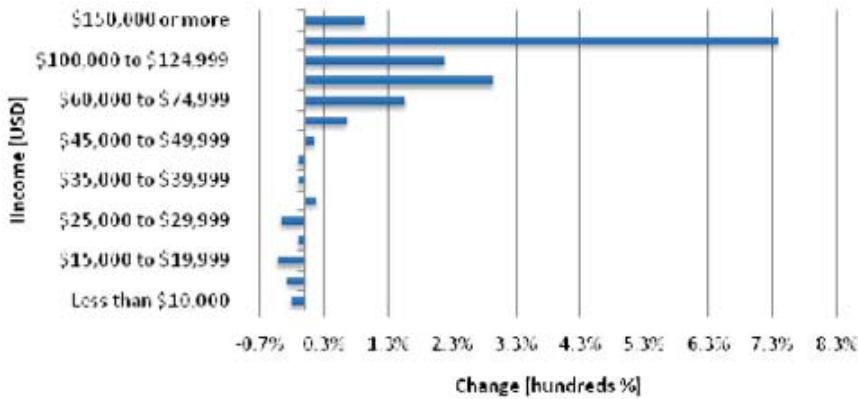
Source: US Census Bureau, 2000

Figure A.18 - Household income in Rockwood, 2000



Source: US Census Bureau, 2000

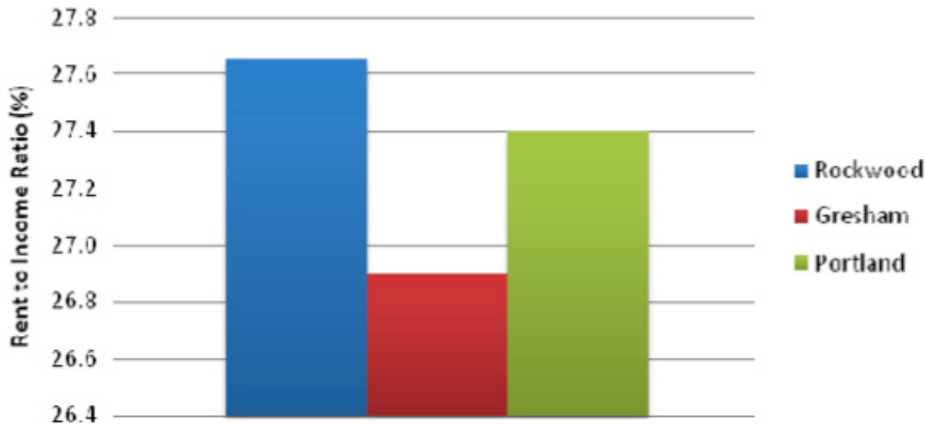
Figure A.19 - Change in household income in Rockwood, 1990-2000



Source: US Census Bureau, 1990, 2000

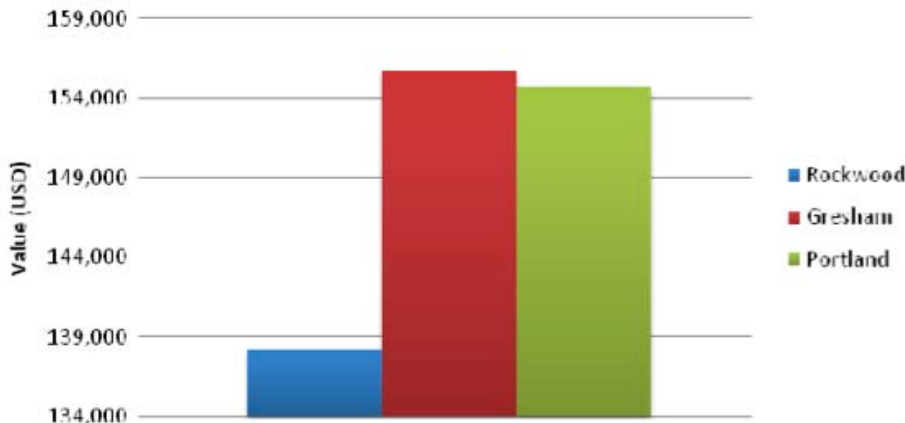
Rent

Figure A.20 - Median gross rent as a percentage of household income in Rockwood, Gresham and Portland, 2000



Source: US Census Bureau, 2000

Figure A.21 - Median value of owner-occupied housing in Rockwood, Gresham and Portland, 2000



Source: US Census Bureau, 2000

Summary

As a general observation, the divide between the 'haves' and the 'have-nots' in the Rockwood area of Gresham appears to be widening, perhaps as part of a larger regional or national trend. While some in the region have improved their educational attainment and income status, many others are at risk for a possible downward spiral into poverty. Many of these data are nearly a decade old at this time. As such they were collected during a national economic expansion. One may reasonably presume that economic prospects have worsened for residents of Rockwood since these data were published.

Despite these observations Rockwood has a large supply of underutilized land and an excellent existing transportation network, offering the potential for significant economic development. Reducing crime rates and increasing educational attainment levels can bring tangible economic benefits to Rockwood's residents. However, the rising rate of rental tenure in Rockwood is a warning sign that economic can also lead to a 'gentrification' which will not benefit the entire population, but rather price less fortunate people out of yet another Portland area urban settlement. Economic development must be carefully balanced with the maintenance of an adequate supply of affordable housing if this phenomenon is to be avoided. The increasing number of people per room for rental tenure may be a signal that affordability is already waning.

Priority should be given to reducing violent crime in the area. Without such change economic development is unlikely to occur, and high rates of unemployment and underemployment, particularly among young populations, will persist.

Political Framework

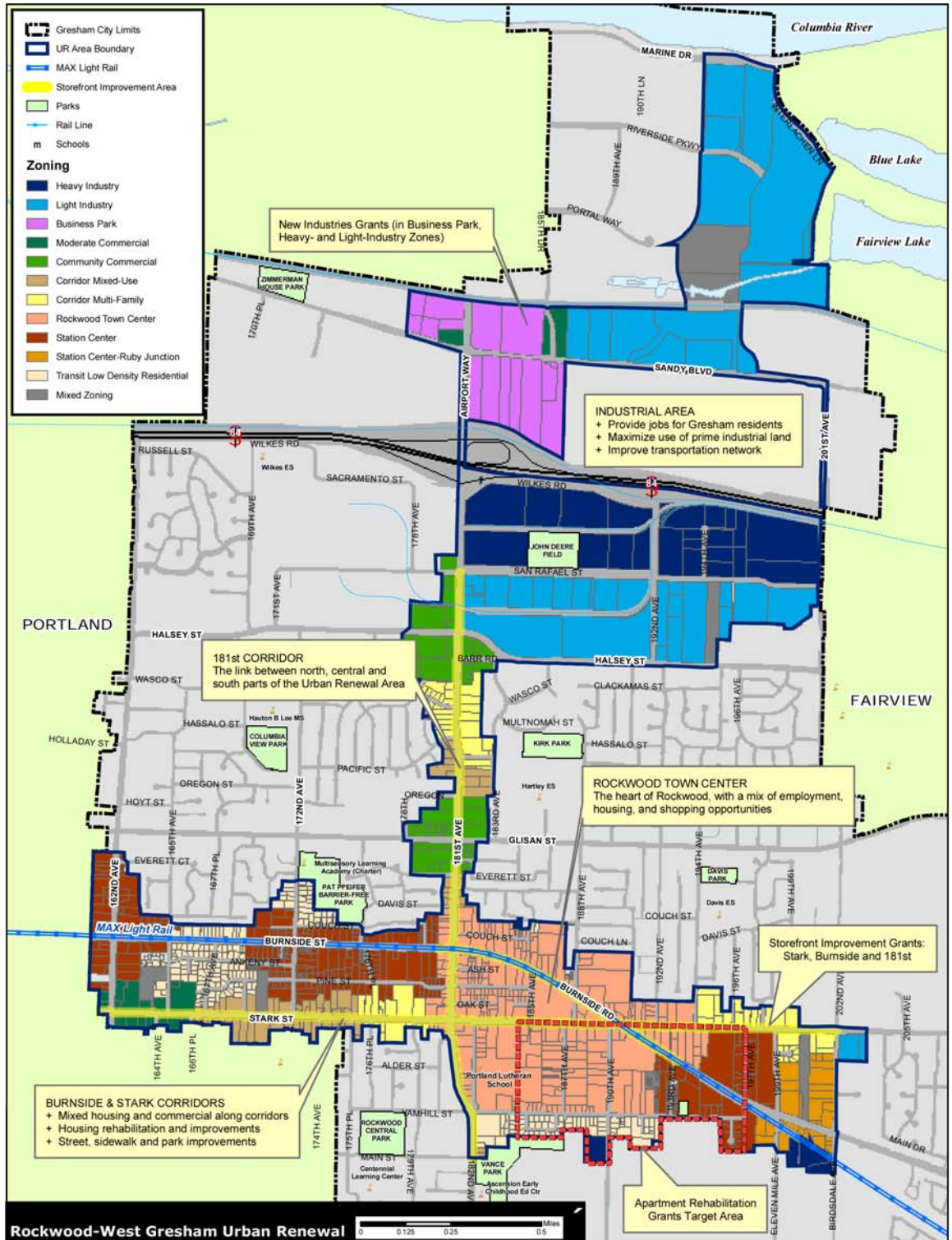
As described above, Rockwood has higher crime rates, lower educational attainment rates, and lower household income as compared with the rest of Gresham. These realities are acknowledged and addressed in much of the Rockwood –West Gresham Urban Renewal District (URD). The URD, a 20-year plan for improving the economy and community of Rockwood- West Gresham, was passed by the City of Gresham voters in November of 2003. The rules for the creation and administrations of such a URD are defined in the Oregon Revised Statute (ORS) 457.

The URD encompasses 1,261 acres and is eligible for approximately \$100 million in Urban Renewal Funds. The Gresham Redevelopment Commission was formed to implement the plan. There are currently three Urban Renewal Capital Projects underway:

- 181st Street Corridor Signal Improvement,
- 188th Avenue Light Rail Station Improvement, and
- Catalyst Site (Former Fred Meyer site (interim community uses for site while it is prepared for redevelopment).

The URD Plan is a mechanism capable of providing much of the funding necessary to implement the recommendations contained in this report. For detail of the Rockwood-West Gresham Urban Renewal Area, see Figure A.22.

Figure A.22 - Rockwood-West Gresham Urban Renewal Area



Source: City of Gresham, <http://greshamoregon.gov/WorkArea/linkit.aspx?LinkIdentifier=id&ItemID=7716>

Appendix D - Case Studies

This concept plan recommends the development of a Rockwood 'Learning Center', and the utilization of 'Road Diets'. Two case studies are presented below that expand on how these concepts have been successfully executed in other cities for comparable purposes.

New Holly Community Learning Center - Seattle, WA

Background

The HOPE VI program, launched in 1992, was an ambitious change of direction for federal urban redevelopment programs. In 1989 Congress established the National Commission on Severely Distressed Public Housing, in recognition of the fact that much of the low cost housing built in the 60s and 70s was in a state of disrepair. The charge of this commission was to identify public housing projects that were "severely distressed", and develop an action plan to address them. The HOPE VI program grew out of this commission's findings. It was launched to develop a new approach to urban redevelopment, aiming to emphasize self-sufficiency of residents while revitalizing existing housing projects, to integrate low income families into the surrounding neighborhoods rather than serve to concentrate poverty, and to build sustainable communities.

Holly Park history

By 2004 HUD had awarded 446 HOPE VI grants in 166 cities (Popkin S. J., 2004). One major grant was awarded to the City of Seattle Housing Authority to develop New Holly, the name given to the neighborhood formerly known as Holly Park. Located in southeast Seattle, near SeaTac Airport, the original Holly Park housing tract was built in the 1940s as part of the war effort, to house Boeing workers. The 102 acre site was converted in the 1950s to 871 units of low income public housing. In 1995 the Seattle Housing Authority (SHA) announced a plan to rebuild Holly Park as a mixed-income neighborhood. The project has been underway since that time.

Project scope

The Holly project has developed in three phases, from 1995 to the present. At the outset only 28% of the population had a high school education, and welfare dependency was very high. The median income of Holly Park families was only about 16% of the overall Seattle median family income. The initial HOPE VI grant was \$48 million for physical redevelopment, and \$1 million to create 'supportive services' for the area residents. By 2000 the completed phase 1 was showing positive progress. Incidents of crime were reduced, English proficiency had increased, and employment was on the rise among residents. Naparstek, et al attributed these accomplishments largely to the support service program which came to be called the Holly Park Campus of the Learners (COL). The COL is an acronym that encompasses a variety of unfunded educational initiatives, related to Housing Authority projects. This, they say, is a, "new paradigm: more reliance on community organizations to build the environment that links residents with the resources they will use to attain self-sufficiency and greater consciousness of the positive role that public housing developments can play in the communities that surround them" (Naparstek, 2000).

Today, along with new housing, New Holly includes, "a learning center; a Seattle Public Library branch; classrooms for South Seattle Community College; Head Start; child care; youth, family and teen programs; community building activities and employment programs that help residents obtain and secure living wage jobs" (Seattle Housing Authority, 2009). The Community College satellite offers classes in ESL, computer literacy, GED completion, and various vocational skills (South Seattle Community College, 2009).

New Holly has received numerous awards from local and national organizations, recognizing its success. These have cited achievements in innovation, construction quality, urban planning, and economic empowerment. Some residents are quick to note how much better the new community looks than did the old, and point to the fact that living in a mixed income community such as this erases the stigma attached to living in public housing. They also see a hopeful sign in the heavy use of the library by neighborhood kids. The old library issued 200 user cards and checked out some 11,000 books in 1998, its final year of operation. The new library, by contrast, issued 850 cards in 1999 and checked out some 84,000 books. And the incidence of major crimes in the neighborhood has decreased (Eskanazi, 2005).

Road Diets

What is a road diet?

A “road diet” is an attempt to make a street safer and more efficient through the narrowing or elimination of automobile lanes, improvement of pedestrian and bicycle infrastructure, and implementation of traffic calming techniques. Road diets have been successfully implemented around the world, including in Portland, Seattle, and Eugene. Benefits of a well-conceived road diet may include decreased accident rates, decreased fatality rates from accidents, improved access to properties along the street in question, increased property values, increased development along the street, greater degrees of walking and biking, and in some cases an actual increase in vehicle flow through the area (Burden, 1999, pp. 2-9).

To illustrate how a road diet might be effective in Rockwood, the following is a case study of road diet implementation in Toronto, on a road that bears many similarities to Stark and Burnside.

Road diet case study – St. George Street in Toronto, Ontario

In 1996, St. George Street in Toronto (near the university campus) was converted from a four lane road to a two lane road with a center turn lane. Classified a minor arterial, it was experiencing Average Daily Traffic (ADT) of about 7,500. The project cost a total of \$6 million, with funding coming from a private donor, the Canada Ontario Infrastructure Works Program, the City of Toronto’s Public Works and Planning departments, and the University of Toronto’s Campus and Facilities Planning department.

Shortly after completion of the project, the city began to observe improvements in safety, a renewed sense of community, and a reduction in local greenhouse gas emissions. Traffic collisions decreased—between 1991 and 1997, there were about 24 vehicle crashes along St. George, while in the six-year period following the road diet, the city saw a 40% drop in traffic collisions (Rosales, 2008). Bicycle volumes increased 10%—from 1,500 cyclists per day to 1,600. In addition, bicycle volumes on nearby streets increased by an average of 23% (City of Toronto, 2010). In 2003, ten years after the road reconfiguration, automobile volumes were virtually the same as 1993 levels. Because the new road had medians with turning pockets, automobiles had a much easier time with left turns, and they did not disrupt the flow of traffic while turning. Dan Burden, vocal advocate for road diets and founder of the non-profit organization Walkable Communities, points out that most city streets are not actually reaching capacity, and if they are it’s only during peak hours. Following the 1996 success Toronto narrowed six formerly four lane roads to two lanes with a median or simply to two lanes (Burden, 1999). Overall, 18 km of roadway have been slimmed down in Toronto, on a total of eight different streets. All have bike lanes, and most incorporate parking during peak hours (City of Toronto, 2010).

