

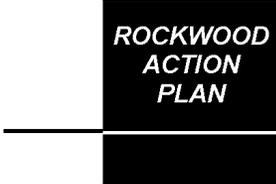


ROCKWOOD
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Rockwood Action Plan

City of Gresham
Community Development Department

December 1998



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Acknowledgments

Action Plan Task Force

Stan Warnock, Chairman
Juanita Crawford, Vice Chairman
Dennis Anderson
Dick Anderson
Jill Bills
Doug Farrell
Bill Haney
Sharron Kelley
Gussie McRobert
Kathie Minden
Carolyn Piper
Drake Snodgrass
Barbara Wiggin

Action Plan Interagency Committee

Ed Abrahamson, Multnomah County Transportation
Lorena Campbell, East County Caring Community
Meg Fernekees, Dept. of Land Conservation and Development
Ken Hart, Housing Authority of Portland
Don King, Small Business Development Center
Sue Larson, Multnomah County Dept. of Community and Family Services
Terry McCall, City of Gresham, Dept. of Finance and Information Technology
Carol Neilson-Hood, Gresham Area Chamber of Commerce
Shelly Parini, City of Gresham Dept. of Community Development
Lt. Carla Piluso, City of Gresham Police Dept.
Dave Rouse, City of Gresham Dept. of Environmental Services
Teresa Talbott, City of Gresham Dept. of Environmental Services

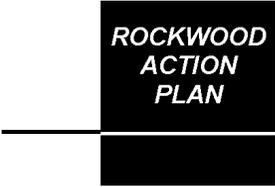
Project Management Team

Brian Shetterly, AICP, Project Manager
Richard Ross, AICP
Jeff Davis
Andree Tremoulet

Rockwood Action Plan

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**ROCKWOOD
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Executive Summary

Rockwood Action Plan

The Rockwood Action Plan is intended to serve as a blueprint for revitalizing the Rockwood district of Gresham, and to support its evolution toward a thriving, live/work community. This action plan builds on the Central Rockwood Plan, adopted in April 1998. However, its scope is much broader than land use, since many of the issues facing Rockwood have to do with matters that touch the daily lives of those who live and work in the area. It was the task of the Rockwood Action Plan Task Force, working with the City's long-range planning staff, to gather input from those who live and work in Rockwood and to use that input as the basis for a coherent program to respond to the issues which concern them most.

The Rockwood Action Plan addresses these issues directly. Much of this document is made up of tables which list specific action items to be carried out by various implementers. These action tables also suggest timeframes for accomplishing the prescribed actions, and indicate whether required resources are allocated and available. Although this action plan has been prepared by the City of Gresham, it is clear that many agencies, organizations, and individuals will have roles to play in addressing Rockwood's needs and issues. Representatives of many of these additional players were directly involved in the drafting of the action plan, and have indicated a commitment to follow-up in carrying out prescribed actions.

Priority Actions

The action tables which make up the heart of this document list over one hundred specific, proposed action items. All of these are considered important steps which, when accomplished, will lead to a measurable improvement in the quality of life in Rockwood. However, within each issue category there are a few action items which stand out as high priorities. In most cases, the high priority actions are important because they achieve a visible, short-term result, or because they will serve as catalysts likely to stimulate additional revitalization. As implementers are considering how and when to undertake actions recommended in this plan, they are encouraged to look first to carrying out these high priority actions.

The priority actions are listed below, grouped by issue categories. These same priority actions are identified in the detailed action tables which make up the middle portion of this action plan document.

Community Engagement and Organization – Priority Item

Action Item 1 B): Form a team of community leaders and City of Gresham staff to organize quick, visible, and effective neighborhood improvement projects.

Housing – Priority Items

Action Item 1 B): Create a rent-to-own program that provides opportunities for income-qualified renters (including single-family renters) to become homeowners of existing units.

Action Item 3 A): The City will create and adopt a housing maintenance program, as described in the Community Development Plan Housing Policy (Sec. 10.650). Elements of this program will include a housing maintenance code, a nuisance code, and a dangerous structure code.

Action Item 3 D): The City will publish a handbook illustrating development designs which meet the standards of the Central Rockwood Plan and encourage high quality design.

Social Services – Priority Items

Action Item 1 E): Identify and cultivate leaders in the Rockwood area and seek their input as to local needs and issues facing social service delivery.

Action Item 2 E): Encourage and participate in collaborative efforts which bring about the cooperation of city, state, and county agencies, schools, and other social service providers in planning and implementing Rockwood activities.

Public Safety – Priority Items

Action Item 1 A): Carry out a study to assess the need for, and the cost-effectiveness of, a public safety center to be sited in a high-profile location in Central Rockwood. (See also action item 3 A) under Parks, Public Spaces, and Public Facilities.)

Action Item 1 C): Prepare a report outlining potential options, costs and benefits of placing patrol officers on foot or on bicycles in Rockwood, supplemented by citizen patrols.

Action Item 1 E): Continue to work with Portland, Multnomah County, State, and Federal drug enforcement officers to target and eliminate illegal drug operations in Rockwood.

Business and Economic Development – Priority Item

Action Item 1 D): Consider formation of a Rockwood area business booster organization, with a 5-year plan, under the guidance of the Gresham Area Chamber of Commerce.

Transportation, Traffic, and Parking – Priority Items

Action Item 2 C): Upgrade and retro-fit Stark St. in the Rockwood Town Center District as a boulevard to improve pedestrian safety and improve the street's appearance.

Action Item 3 B): Seek funding to construct safe pedestrian crossings of arterials at key locations, including features such as curb extensions and median refuges.

Action Item 3 D): Prepare a report considering ways to re-route truck traffic through Gresham, to remove through truck traffic from the Rockwood Town Center.

Town Center Triangle and Fred Meyer Site Redevelopment – Priority Items

Action Item 1 A): Prepare a study to determine the feasibility of creating an urban renewal plan for the Town Center Triangle and adjacent properties. Any design for redevelopment of the Triangle should build on concepts contained in the Central Rockwood Plan, and the Central Rockwood Mixed Use Development Plan.

Parks, Public Spaces, and Public Facilities – Priority Items

Action Item 1 C): Prepare report that identifies potential funding resources and explores the following:

1. Regulatory Framework such as: Urban Renewal or Redevelopment District. These designations may allow for a higher and broader level of funding for site acquisition/development.
2. Community Development Block Grant (CDBG) Grant Application: Include analysis of City as recipient for grants to pursue site acquisitions/developments.
3. Additional funding resource opportunities. For example: TEA-21; The refunding of ISTEAs.
4. Explore expanding park SDC collection to commercial and industrial development to support the creation of park sites.

Action Item 3 A): Identify alternatives available for establishing a new multi-purpose public safety and community center (see also action item 1 (A) under Public Safety). Uses to be considered for this facility should include:

1. Community meeting space
2. Police Dept. and Fire Dept. services
3. Recreational and educational opportunities
4. Other public services.

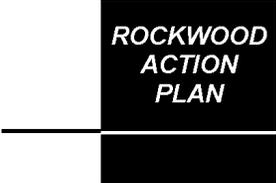
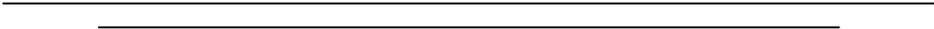
Community Image – Priority Item

Action Item 1 A): Define and establish a unique image for the Rockwood community. Identify key themes to use as the basis for the image, and consider local history, urban design, geography, ethnic communities, and art works as elements of the image.

Action Plan Follow-Up

As discussed above, the Rockwood Action Plan is a blueprint for action, to be carried out by many participants over the next five to ten years. For this reason, it is important that progress on carrying out the proposed actions be monitored in the coming years, and that adjustments be made as called for. The members of the Rockwood Action Plan Task Force suggest that it remain in existence beyond completion of this action plan, and that the Task Force be re-convened on a quarterly basis during 1999 at least. The purpose of these meetings would be two-fold. First, to monitor progress on the action plan, and the extent to which prescribed actions are being carried out. The second purpose would be to prepare a brief report to the City Council concerning the Task Force's findings and recommendations for making any adjustments to the plan that might be advisable. This continuing involvement by both the Task Force and the City Council will help to ensure progress and maintain an important degree of visibility for the Rockwood Action Plan.

Introduction



Rockwood Action Plan

Introduction

On May 5, 1998 the Gresham City Council created the Rockwood Action Plan Task Force, and appointed eleven citizens to serve on it. The Council also directed staff of the City's Community Development Department to assist the Task Force and the Council in preparing an action plan for Rockwood. As directed by the Council, the primary purpose of the Rockwood Action Plan was to identify some of the most critical needs and issues facing the Rockwood area, and to provide a blueprint for taking sustained, coordinated action to address those needs.

The scope of the Rockwood Action Plan is broad. Unlike typical city planning projects, the RAP is not limited to matters of land use and transportation. Because Rockwood and its character are unique and distinct in many ways from Gresham as a whole, any action plan, to be successful, must take into account such additional issues as social services, public safety, housing, and community engagement. For all of these subject areas, and others, the Rockwood Action Plan makes general statements of overall policy, followed by more specific objectives and related action items. The underlying premise of the Rockwood Action Plan is that just as there are many diverse needs facing this area, the involvement and commitment of many different agencies, organizations, and individuals will be needed to take the actions called for.

One purpose of the action plan is to indicate which providers and implementers might be best suited to undertaking proposed activities. Although this action plan was commissioned by the City of Gresham, and although the RAP proposes an active role for the City in implementing its recommendations, the City will be only one of many entities responsible for revitalizing Rockwood and fulfilling its potential. When considering the many initiatives proposed in this document, it becomes clear that the City's resources and capabilities are limited. Some of the actions would most logically be undertaken by other agencies, such as Multnomah County or the Gresham Area Chamber of Commerce. Many of the most important actions will need to be carried out by citizen groups, some of which are not yet organized.

The plan also recognizes that many needed actions which are specifically called for in this document are already underway and making positive differences in Rockwood. Not every initiative documented here is new and unheard of. Other actions will require years of follow-up and significant resources. Many of the proposed actions flow from needs or problems which have been identified. This should not, however, obscure the fact that the Rockwood area has many advantages which will provide a foundation for implementing the Rockwood Action Plan. The Task Force recognizes the importance of these assets, some of which are listed at the end of this document.

The ultimate goal of this action plan and revitalization process is to assist Rockwood in becoming the lively, prosperous, live/work district foreseen in the Gresham 2020 Vision and in the Central Rockwood Plan.

Process

Since 1995, when work began on the Central Rockwood Plan, residents, business people, and property owners in Rockwood have been asked for their views on issues which are critical to this part of Gresham. Some of this input was received during open house community meetings where early drafts of the Central Rockwood Plan were presented and discussed. Some was received in the form of responses to questionnaires and surveys. Still more comments were heard during the "Citizens First" listening process carried out by the City Council in the spring of 1997. Citizens were again asked for their opinions on Rockwood's strengths and challenges during a series of grass roots community meetings organized by a coalition of Rockwood area neighborhood associations in late 1997 and early 1998. The record of these citizen perspectives served as the raw material and the starting point for the Rockwood Action Plan Task Force as it began the process of inventorying important needs and issues.

Not surprisingly, much of the citizen input focused on two or three critical issues. Housing (substandard apartments, rentals, and low-income projects), public safety (crime and drugs), and non-pedestrian-friendly streets were mentioned repeatedly. However, many other needs were also expressed, including the need for more parks, healthier businesses, and a more positive image for Rockwood. In all, the Task Force identified and discussed nearly sixty needs and issues which have been frequently expressed by Rockwood citizens during the past several years. One of the first jobs of the Task Force was to organize and categorize these issue statements. The Task Force found placed them into the following categories:

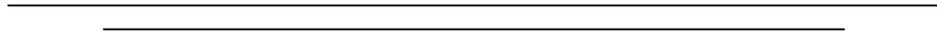
- Community Engagement and Organization
- Housing
- Social Services
- Public Safety
- Economic Development
- Transportation, Traffic, and Parking
- The Rockwood Town Center "Triangle," and the Fred Meyer Site
- Parks, Public Spaces and Public Facilities
- Community Image

For greater clarity, the issue statements were converted into statements of policy, objectives, or specific action items. For example, a broad issue statement such as "Rockwood needs better housing," was considered as a general objective to be achieved, and was revised to read, "Improve the quality of all housing types, both new and existing. New housing developments should make a positive contribution to Rockwood Neighborhoods." Similarly, the issue statement, "Increase the police presence in Rockwood," was translated into the following action item: "Prepare a report outlining potential options, costs, and benefits of placing patrol officers on foot or on bicycles in Rockwood, supplemented by citizen patrols."

During the summer and early fall of 1998, the Rockwood Action Plan Task Force reviewed and discussed many draft policy statements, objectives, and action items organized under the category headings listed above. To assist with this review process, these draft statements were formatted as “action tables,” which also showed proposed timeframes, lead providers (implementers), and whether or not resources are, or will be, allocated to accomplish specific action items. As the draft policies, objectives, and action items were being discussed by the Task Force, they were also being reviewed by technical staff from a variety of agencies and organizations active in Rockwood. Through this simultaneous process of Task Force review and technical review, many draft statements were revised, some were deleted, and new ones were considered. In the end, the needs and issues as initially identified by Rockwood citizens were expressed as policies, objectives, and action items, all organized under category headings. Taken together, they comprise the City’s view, as understood from citizen input, of what needs to be done to jump start the process of revitalizing Rockwood.

The draft action tables, as contained in this document, are the result of this process. They can also be thought of as the heart of the Rockwood Action Plan. This is where ideas previously expressed in “wish list” form are re-phrased as specific tasks, or actions. The specificity is important in order to be as clear as possible about what needs to be done. The intent is that the action items listed in these tables be specific enough that an implementing agency or organization would understand what actions should be taken, and then be able to know when an action has been completed.

Action Tables



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Community Engagement and Organization

Policy: Take action to support the leadership and involvement of Rockwood residents and property owners in the process of revitalizing Rockwood and preparing positively for growth.

Objectives and Actions		Timeframe	Provider	Resources
Objective 1: Develop an organizational structure which invites broad participation and works effectively to address Rockwood's needs on an ongoing basis.				
Actions:				
	A) Support and encourage efforts to strengthen Rockwood area neighborhood associations.	Ongoing	GOCM, GCDD	Allocated
PRIORIT	B) Form a team of community leaders and City of Gresham staff to organize a quick, visible, and active neighborhood improvement project.	Ongoing	GOCM, GCDD, GDES	Allocated
	C) Support formation of a Rockwood area business booster club, with a 5-year plan, under the guidance of the Gresham Area Chamber of Commerce.	1-3 Yrs.	GACC	Unallocated
	D) Develop and carry out a program to identify and cultivate Rockwood leaders, including those among the area's ethnic communities.	1 Yr.	ECCC, GOCM, HSI	Allocated
	E) Seek the active involvement of the Latino community in community-building activities, and develop strategies for using the increasing size of this ethnic group to the economic benefit of Rockwood.	1 Yr.	ECCC, GOCM, EPH, HIS	Allocated

Objectives and Actions

	Timeframe	Provider	Resources
F) Continue and strengthen the annual Rockwood Neighborhood Festival, and seek other opportunities to stage events which reinforce a strong sense of community identity and involvement.	Ongoing	RNC, GACC, GDES	Unallocated
G) Prepare a report investigating ways in which one or more community development corporations (CDC) might be established and supported in Rockwood.	3-5 Yrs.	HSI, MCDCFS, GCDD	Unallocated

- ECCC = East County Caring Community
- EPH = El Programa Hispano
- GACC = Gresham Area Chamber of Commerce
- GCDD = Gresham Community Development Dept.
- GDES = Gresham Dept. of Environmental Services
- GOCM = Gresham Office of the City Manager
- HSI = Human Solutions, Inc.
- MCDCFS = Multnomah County Dept. of Community & Family Services
- RNC = Rockwood Neighborhoods Coalition

Housing

Policy: Take action to ensure that the Rockwood area has a wide variety of housing options provided in ways which help to stabilize and upgrade existing neighborhoods, while meeting the needs of current and future residents.

Objectives and Actions	Timeframe	Provider	Resources
1. Increase the proportion of housing units which are owner-occupied.			
A) The City will adopt a detailed management program that outlines possible strategies, timelines, responsibilities, and costs to facilitate expansion of home ownership opportunities for households earning less than 100% median family income.	1-3 Yrs.	GCDD	Unallocated
<div data-bbox="115 1367 285 1423" style="border: 1px solid black; padding: 2px; display: inline-block;">PRIORIT</div> B) Create a rent-to-own program that provides opportunities for income-qualified renters (including single-family renters) to become homeowners of existing units.	1-3 Yrs.	GCDD, HAP	Unallocated
C) The City will prepare an urban renewal feasibility report which will consider ways to finance and develop new owner-occupied units in Rockwood.	1 Yr.	GCDD	Unallocated
D) The City will adopt a Transit-Oriented Tax Exemption ordinance for Rockwood, which will provide incentives for including a specific proportion of affordable, owner-occupied units in qualifying projects.	Ongoing	GCDD	Allocated
2. Reduce barriers to producing affordable			

Objectives and Actions	Timeframe	Provider	Resources
housing.			
A) The City will adopt a policy which allocates a proportion of available CDBG and HOME funds to support the provision of housing for households earning less than 80% of median family income.	1-3 Yrs.	GCDD	Allocated
B) The City will prepare a report annually which evaluates the balance of owner-occupied vs. renter occupied housing, and makes recommendations for retaining or modifying the West Gresham rental apartment ban.	1 Yr. & on-going	GCDD	Unallocated
C) The City will conduct a study to explore subsidies which might be available for reducing development costs for new assisted/affordable housing projects providing units for households earning less than 80% of median family income. The study will include recommendations on eligibility criteria for receiving any subsidies.	1-3 Yrs.	GCDD, GFIT	Unallocated
D) The City will consider extending its program for allowing developers to finance payment of systems development charges to affordable housing projects, as well as to non-residential developments.	1-3 Yrs.	GCDD, GFIT	Unallocated
E) The City will continue to participate in regional efforts to address affordable housing issues.	On-going	GCDD, HAP	Allocated
3. Improve the quality of all housing types, both new and existing. New housing developments should make a positive contribution to Rockwood neighborhoods.			
A) The City will create and adopt a housing maintenance program, as described in the Community Development Plan Housing Policy (Sec. 10.650). Elements of this program will include a housing maintenance code, a nuisance code, and a dangerous structure code.	1-3 Yrs.	GCDD	Unallocated
B) The City will work with West Gresham Neighborhood Associations to develop Good Neighbor Plans to create partnerships between neighbors and property owners in managing and maintaining residential and	1-3 Yrs.	GCDD, RNC	Unallocated

PRIORIT

Objectives and Actions	Timeframe	Provider	Resources
commercial properties.			
C) The City will consider adopting architectural design guidelines to bring about high-quality project designs for new development in Rockwood.	1-3 Yrs.	GCDD	Unallocated
D) The City will publish a handbook illustrating development designs which meet the standards of the Central Rockwood Plan and encourage high-quality design.	1-3 Yrs.	GCDD	Unallocated

PRIORIT

- GCDD = Gresham Community Development Dept.
- MCDCFS = Multnomah Co. Dept. of Community and Family Services
- ECCC = East County Caring Community
- RNC = Rockwood Neighborhood Coalition
- HAP = Housing Authority of Portland
- GFIT = Gresham Dept. of Finance, Information and Technology

Social Services

Policy: Take action to encourage and assist the residents of the Rockwood area by providing needed socio-economic services which promote individual and family self-sufficiency through a stronger sense of community.

Objectives and Actions	Timeframe	Provider	Resources
Objective 1: Take action to identify and respond to specific socio-economic needs and issues facing the Rockwood area.			
Actions:			
A) Obtain and analyze current population and demographic data for Central Rockwood.	1 Year	MDCDFS, GCDD, ECCC	Allocated
B) Prepare a report outlining social services currently available to residents of Rockwood and adjacent areas, evaluating provision of those services, and recommending needed adjustments or enhancements.	1-3 Years	MDCDFS, ECCC	Unallocated
C) Survey Rockwood-area households to identify social needs and issues facing the area.	1-3 Years	ECCC, MDCDFS	Allocated
D) Prepare and distribute regular reports monitoring rates of eligibility for free and subsidized school lunches in Rockwood-area schools. Recipients should include local social service providers and the City of Gresham.	1-3 Years	RSD, CSD, GBSD	Allocated
E) Identify and cultivate leaders in the Rockwood area and seek their input as to local needs and issues facing social service delivery.	Ongoing	ECCC, GACC	Allocated
F) Prepare a report for consideration by the	1-3 Years	GCDD,	Unallocated

PRIORIT

Objectives and Actions		Timeframe	Provider	Resources
Gresham City Council to assess the need to provide space for day care and Head Start programs within larger multi-family developments.			MCDCFS, ECCC	
Objective 2: Continue to ensure improved access to aging, social, and health services provided by Multnomah County and by other service providers.				
Actions:				
A) Locate and design the proposed County social services and health clinic facility to provide for convenient access by Rockwood residents.		1 Year	MCC	Allocated
B) Support on-going activities of the East County Caring Community in Rockwood.		Ongoing	MCC, MCDCFS, GDES, GCDD	Allocated
C) Create goal-oriented action teams to respond to specific social service needs as they are identified.		Ongoing	ECCC	Allocated
D) Strengthen the presence of social service providers in Rockwood.		Ongoing	MCDCFS, ECCC, GCDD	Allocated
E) Encourage and participate in collaborative efforts which bring about the cooperation of city, county, and county agencies, schools, and other social service providers in planning and implementing Rockwood activities.		Ongoing	MCDCFS, ECCC, GCDD, GDES, Service Providers	Allocated

PRIORIT

- CSD= Centennial School District
- ECCC= East County Caring Community
- GACC= Gresham Area Chamber of Commerce
- GBSD= Gresham Barlow School District
- GCDD= City of Gresham Community Development Department
- GDES= City of Gresham Department of Environmental Services
- MCC= Multnomah County Commissioners
- MCDCFS= Multnomah County Department of Community & Family Services
- RSD= Reynolds School District

Public Safety

Policy: Take action to reduce levels of criminal activity and to diminish the perception that Rockwood is less safe than other parts of Gresham.

Objectives and Actions	Timeframe	Provider	Resources
Objective 1: Increase the presence of law enforcement officers in Rockwood.			
Actions:			
PRIORIT A) Carry out a study to assess the need for, and the cost-effectiveness of, a public safety and community center to be sited in a high-profile location in Central Rockwood. (See also action item 3 (A) under Parks, Public Spaces, and Public Facilities.)	1-3 Yrs.	GPD, GFD, GCDD, GDES	Unallocated
B) Until a public safety center can be established, maintain the partnership with the County's Juvenile Probation and Parole Dept. to utilize the former West Zone Community Policing Office to house case workers, counselors, and their supervisors.	Ongoing	GPD, MCJJCJ	Allocated
PRIORIT C) Prepare a report outlining potential options, costs and benefits of placing patrol officers on foot or on bicycles in Rockwood, supplemented by citizen patrols.	1-3 Yrs.	GPD	Unallocated
PRIORIT D) Continue to work with Portland, Multnomah County, State, and Federal drug enforcement officers to target and eliminate illegal drug operations in Rockwood.	Ongoing	GPD, MCSO, SO	Allocated
E) Continue to work with the Portland Police Bureau's East Precinct to facilitate specific law enforcement operations (such as curfew and	Ongoing	GPD, PPB	Allocated

Objectives and Actions	Timeframe	Provider	Resources
unlawful gang activities) that cross city boundaries in Rockwood-area neighborhoods.			
F) Continue the partnership between the Gresham Citizens Police Advisory Committee and Rockwood-area organizations to cooperate in addressing Rockwood public safety issues.	Ongoing	GPD	Allocated
G) Continue to target the prompt citation and removal of abandoned vehicles and vehicles for sale on public rights-of-way as a priority for Rockwood.	Ongoing	GPD	Allocated
<u>Objective 2:</u> Act to ensure that new residential and commercial businesses are designed, built and operated to increase the sense of neighborhood security and to discourage criminal activity.			
<u>Actions:</u>			
A) Continue to target crime prevention activities in Rockwood neighborhoods and with Rockwood area businesses to reduce opportunities for criminal activity.	Ongoing	GPD	Allocated
B) Prepare and adopt a complete Crime Prevention Through Environmental Design (CPTED) program, tailored for the Rockwood area, as part of the Gresham Community Development Plan, including Police Department review of development proposals.	1-3 Yrs.	GCDD, GPD	Unallocated
C) Adopt an Enhanced Property Safety Program for Rockwood for landlords and apartment managers.	1-3 Yrs.	GPD, GCAO	Unallocated
<u>Objective 3:</u> Institute more effective tools for a wide variety of law enforcement activities.			
A) Enforce code amendments to strengthen nuisance abatement provisions as a tool to discourage chronic criminal activity.	Ongoing	GPD, GCAO	Allocated

GCAO = Gresham City Attorney's Office
GCDD = Gresham Community Development Department
GPD = Gresham Police Department

MCJCJ = Multnomah County Juvenile Community Justice
MCSO = Multnomah County Sheriff's Office
SO = State of Oregon

Business and Economic Development

Policy: Take action to make Rockwood more attractive to business, to provide needed goods and services, as well as employment opportunities, for current and future residents. Encourage new business establishments and work to retain existing businesses operating in conformance with the Central Rockwood Plan.

Objectives and Actions	Timeframe	Provider	Resources
Objective 1: Bring new businesses to Rockwood, and retain existing businesses, consistent with the Central Rockwood Plan.			
Actions:			
A) Create a Business Recruitment and Retention Plan, with 1-year, 5-year, and 10-year visions, based on findings from a Business Assistance Program survey and other available research, which encourages a broader range of business services.	1 Yr.	GCDD	Allocated
B) Incorporate a Small Business Development Category Plan as part of the Business Recruitment and Retention Plan. Include in the plan tools to assist business, such as financial assistance for qualifying new and expanding businesses.	1 Yr.	GCDD	Allocated
C) Strengthen outreach efforts to include more Rockwood area businesses in the Gresham Area Chamber of Commerce.	Ongoing	GACC	Allocated
D) Consider formation of a Rockwood area business booster organization, with a 5-year plan, under the guidance of the Gresham Area Chamber of Commerce.	1-3 Yrs.	GACC	Unallocated

PRIORIT

Objectives and Actions	Timeframe	Provider	Resources
E) After formation of a Rockwood business booster organization, create an Economic Improvement District, staffed with a paid manager.	3-5 Yrs.	RBB, GACC	Unallocated
F) Conduct an outreach program to determine needs for local business services, as perceived by Rockwood residents.	1 Yr.	SBDC	Unallocated
G) Based on the outreach program (see above), identify needs, opportunities, land availability, infrastructure deficiencies, and redevelopment opportunities for new businesses. Give special attention to the potential for high-tech employment and business connections with the Airport Way corridor.	1-3 Yrs.	GCDD, SBDC	Allocated
H) Create a 1-year, 5-year, and 10-year leveraging plan, with criteria, to assist local businesses. Include among the criteria such factors as family-wage jobs produced, aesthetic benefits to neighborhood, accessibility, mixed-used potential, and redevelopment opportunities. Research all available financing vehicles.	3-5 Yrs.	GCDD	Unallocated
<u>Objective 2:</u> Assist existing, nonconforming businesses to relocate successfully to other suitable sites in the Gresham area, as opportunities arise.			
<u>Actions:</u>			
A) Create a parcel-based inventory of existing Rockwood businesses. Analyze the current business mix and identify businesses which are not in conformance with the Central Rockwood Plan.	1-3 Yrs.	GCDD	Unallocated
B) Develop and carry out a program to contact non-conforming businesses and assist them in identifying suitable alternative sites for eventual relocation.	1-3 Yrs.	GCDD	Allocated
C) Conduct a study to consider making financial incentives available to assist non-conforming businesses with successful relocation.	1-3 Yrs.	GCDD	Allocated

Objectives and Actions	Timeframe	Provider	Resources
<p>Objective 3: Provide training to: a) Ensure that current and future Rockwood residents have employment opportunities in Rockwood which match the needs of employers; and b) Assist business owners to be more successful.</p>			
<p>Actions:</p>			
<p>A) Work with Rockwood area industries to identify work force opportunities for Rockwood residents; identify incentives needed for training and hiring to suit local needs.</p>	1-3 Yrs.	SBDC, GACC, GCDD	Allocated (Partially)
<p>B) Work with local businesses to educate and assist local merchants in upgrading merchandising skills.</p>	1-3 Yrs.	SCORE SBDC, GACC	Allocated (Partially)
<p>C) Work with the State Employment Division, and other agencies, such as Steps to Success and Private Industry Council, to match local businesses with qualified local employees.</p>	Ongoing	SBDC, GACC, GCDD	Allocated
<p>Objective 4: Make business and economic development activities complementary with other Rockwood actions to maximize positive impacts.</p>			
<p>A) Working with Tri-Met, develop business directory maps to be placed at MAX stations, showing Rockwood businesses and attractions, financed by paid advertising.</p>	3-5 Yrs.	GACC, RBB	Unallocated
<p>B) Develop and adopt criteria to encourage and regulate street vendor opportunities which complement existing businesses around light rail stations as a tool to encourage vitality, ambiance, and a sense of community, in addition to entrepreneurial development.</p>	1 Yr.	GCDD	Allocated
<p>C) Develop a plan to create a high-quality weekend marketplace embracing community, cultural, and family values.</p>	3-5 Yrs.	RBB, GACC, RNC	Unallocated
<p>D) The City will prepare an urban renewal feasibility report which will include consideration of the types of businesses which would be supportive of a potential urban renewal district, and ways to provide</p>	1 Yr.	GCDD	Unallocated

Objectives and Actions	Timeframe	Provider	Resources
for establishment of such businesses.			
E) The City will adopt a Transit-Oriented Tax Exemption ordinance for Rockwood, which will provide incentives for including businesses which are supportive of the Central Rockwood Plan in qualifying projects.	Ongoing	GCDD	Allocated
F) Develop a program to link new and expanding businesses with experts in financing, design, merchandising, and other fields to provide guidance on a <i>pro bono</i> basis.	3-5 Yrs.	SBDC, GACC, GCDD, SCORE	Unallocated

- GACC = Gresham Area Chamber of Commerce
- GCDD = Gresham Community Development Dept.
- RBB = Rockwood Business Boosters (to be created)
- RNC = Rockwood Neighborhood Coalition
- SBDC = Small Business Development Center
- SCORE= Service Corps of Retired Executives

Transportation, Traffic, and Parking

Policy: Take action to make movement of vehicles, pedestrians, and bicyclists safer, more pleasant and more convenient in Rockwood. Integrate transportation services and improvements into the land use pattern, so that transportation facilities reinforce the evolution of Central Rockwood into a transit-oriented pedestrian district.

Objectives and Actions	Timeframe	Provider	Resources
Objective 1: Implement the future streets plan adopted as part of the Central Rockwood Plan, and continue to maintain and upgrade existing streets.			
Actions:			
A) Conduct a feasibility study, with cost estimates and fatal flaw analysis, for all proposed streets shown in the Central Rockwood Future Streets Plan.	1 Yr.	GDES, GCDD	Allocated
B) Synchronize the operation of traffic signals to reduce congestion and improve air quality.	1 Yr.	GDES, MCTD	Allocated
C) Obtain future street rights-of-way and construction of future street segments (as shown in the Central Rockwood Future Streets Plan) as a requirement of new development activity, as warranted.	Ongoing	GCDD	NA
D) Develop code language for future local streets in Rockwood which includes elements to encourage walking and bike riding, and improve the appearance of neighborhoods.	1 Yr.	GCDD	Allocated
E) Continue to allow for formation of local improvement districts to upgrade substandard streets.	Ongoing	GDES, GCDD	Allocated

Objectives and Actions	Timeframe	Provider	Resources
F) Continue to allocate funds raised through the Traffic Impacts Fees to make needed street improvements.	Ongoing	GDES	Allocated
G) Use CDBG funds to upgrade substandard streets, where possible.	Ongoing	GDES, GCDD	Allocated
H) Use “traffic calming” techniques, where appropriate.	Ongoing	GDES	Allocated
I) Identify comprehensive capital improvement needs and funding for a 20-year transportation capital improvements program.	1 Yr.	GDES, GCDD	Allocated
Objective 2: Maintain and improve the high levels of transit service available in the Rockwood area.			
Actions:			
A) Reconstruct the 188 th Ave. Transit Center to widen sidewalks, provide amenities, and provide for a safer crossing of Stark St.	1 Yr.	GDES	Allocated
B) Prepare a report on the feasibility of redevelopment of the park-and-ride lot on Burnside east of 181 st Ave.	1-3 Yrs.	Tri-Met	Unallocated
C) Upgrade and retro-fit Stark St. in the Rockwood Town Center District as a boulevard to improve pedestrian safety and improve the street’s appearance.	3-5 Yrs.	GDES, GCDD, MCTD	Allocated (partially)
D) Upgrade and retrofit existing light rail stations to meet equivalent design standards of the west-side light rail project.	3+ Yrs.	Tri-Met	Unallocated
E) Work with Tri-Met toward upgrading and retrofitting the existing light rail tracks cross-section from at least 178 th Ave. to Ruby Jct., to remove ballast and place the tracks at grade with Burnside. The objective is to achieve a more urban cross-section, similar to those found in downtown Portland and downtown Hillsboro.	5+ Yrs.	GCDD, MCTD, Tri-Met	Unallocated
Objective 3: Re-design and retrofit existing arterial			

Objectives and Actions		Timeframe	Provider	Resources
and collector streets to make them safer for pedestrians and bicyclists, and to be more attractive.				
<u>Actions:</u>				
A) Adopt street design standards for arterial streets as shown on the Metro Regional Street Design Map which conform with requirements of the Metro UGM Functional Plan.		1-3 Yrs.	MCTD	Allocated
PRIORIT	B) Seek funding to construct safe pedestrian crossings of arterials at key locations, including measures such as curb extensions and median refuges.	1-3 Yrs.	MCTD, GCDD	Allocated
C) Seek uniformity in designing and painting bicycle lanes on arterial and collector streets. Eliminate confusion for motorists using right-turn lanes.		1-3 Yrs.	MCTD, ODOT, GDES	Allocated
PRIORIT	D) Prepare a report considering ways to re-route truck traffic through Gresham, to remove high truck traffic from the Rockwood Town Center.	1-3 Yrs.	GCDD, MCTD	Unallocated
<u>Objective 4: Provide for off-street parking in ways which make efficient use of land and support new businesses and activities.</u>				
<u>Actions:</u>				
A) Conduct a parking management study to determine needs and options for long-term parking issues in Central Rockwood. Include consideration of CPTED design principles for any public parking facility.		1 Yr.	GDES, GCDD	Allocated
<u>Objective 5: Provide funding for coordinated transportation improvements in Rockwood.</u>				
<u>Actions:</u>				
A) Conduct an annual review of the capital programs of all transportation providers in Rockwood to achieve coordination among programs and projects.		1-3 Yrs.	GCDD, GDES, MCTD, Tri-Met	Allocated

GCDD = City of Gresham Community Development Dept.
GDES = City of Gresham Dept. of Environmental Services
MCTD = Multnomah County Transportation Division
ODOT = Oregon Department of Transportation

Town Center Triangle and Fred Meyer Site Redevelopment

Policy: Take action to redevelop the Rockwood Town Center Triangle, including the Rockwood Fred Meyer store site, to create a well-defined heart of the Rockwood community, to reinforce a strong identity for the area, and to serve as focal point for business, social and community events in Rockwood.

Objectives and Actions		Timeframe	Provider	Resources
Objective 1: Plan actively for the revitalization of the Town Center Triangle.				
Actions:				
PRIORIT	A) Prepare a study to determine the feasibility of creating an urban renewal plan for the Town Center Triangle and adjacent properties. Any design for redevelopment of the Triangle should build on concepts contained in the Central Rockwood Plan, and the Central Rockwood Mixed Use Development Plan.	1 Yr.	GCDD	Unallocated
	B) If the urban renewal study referenced above is not found to be feasible, prepare an alternative redevelopment plan for the Town Center Triangle which builds on concepts contained in the Central Rockwood Plan (1998) and the Central Rockwood Mixed-Use Development Plan (1995).	1-3 Yrs.	GCDD	Unallocated
	C) Seek assistance through the State Smart Development Program to prepare redevelopment plans for the Town Center Triangle and for the Fred Meyer site.	1 Yr.	GCDD, FMI, DLCD	Unallocated

Objectives and Actions	Timeframe	Provider	Resources
D) Ensure that any redevelopment or urban renewal plan for the Town Center Triangle includes as a prominent feature a central gathering place, such as a “town square” plaza, suitable for accommodating community events.	1 Yr.	GCDD, GDES	Unallocated
E) Maintain regular communications with management of Fred Meyer Inc. concerning future use and potential renovation of the Rockwood Fred Meyer store, and the store’s relationship to the rest of the Town Center Triangle. Ensure through these communications that the store’s position as the anchor of the Triangle is maintained and strengthened.	1 Yr.	GCDD, FMI	Allocated
F) Prepare a report on the feasibility of redevelopment of the park-and-ride lot on Burnside east of 181 st Ave.	1-3 Yrs.	Tri-Met, GCDD	Unallocated

GCDD = Gresham Community Development Dept.
GDES = Gresham Dept. of Environmental Services
FMI = Fred Meyer, Inc.
MCC = Multnomah County Commissioners
GCC = Gresham City Council

Parks, Public Spaces, and Public Facilities

Policy: Provide Central Rockwood Plan area with a variety of parks, open spaces, trails, recreational facilities, and other community gathering places. These areas will support the evolution of a successful pedestrian friendly environment and will contribute towards a stronger community identity. Park and recreation facilities must be considered as an essential part of the basic public infrastructure.

Objectives and Actions	Timeframe	Provider	Resources
Objective 1: Provide additional park sites to meet recreation and open space needs for current and future residents. Place these facilities within safe and convenient walking distance of all households within the Central Rockwood Plan area.			
Actions:			
A) Continue to identify an inventory of potential sites for acquisition in the Central Rockwood Plan area that meets the objectives as stated in the Rockwood Plan area for parks. For example, pursue sites located within 1000 feet without requiring residents to cross a major arterial street.	1-3 Yrs.	GDES, Tri-Met	Unallocated
B) Incorporate results of Parks & Recreation element of the Central Rockwood Plan and Action plan into the 1996 Gresham Parks, Recreation and Open Space Master Plan.	1-3 Yrs.	GDES	Unallocated
C) Prepare report that identifies potential funding resources and explores the following: 1. Regulatory Framework such as: Urban Renewal or Redevelopment District. These designations may allow for a higher and	3-5 Yrs.	GCDD, GDES	Unallocated

PRIORIT

Objectives and Actions	Timeframe	Provider	Resources
<p>broader level of funding for site acquisition/development.</p> <p>2. Community Development Block Grant (CDBG) Grant Application: Include analysis of City as recipient for grants to pursue site acquisitions/developments.</p> <p>3. Additional funding resource opportunities. For example: TEA-21; The refunding of ISTEAs.</p> <p>4. Explore expanding park SDC collection to commercial & industrial development to support the creation of park sites.</p>			
<p>D) Promote opportunities to include open spaces or community gathering places, such as an urban plaza or town square, as part of any redevelopment efforts of the Central Rockwood "Triangle" area.</p>	1-3 Yrs.	GCDD, GDES, RNC	Allocated
<p>E) Provide parks that are responsive to demographic profile by involving citizen groups in the planning, design and stewardship of new and existing park and open space components. Seek the active participation of local garden clubs, landscapers, schools, and friends of parks organizations</p>	Ongoing	GDES, RNC	Allocated
<p>F) Coordinate with Transportation agencies to provide formal pedestrian and bicycle connections that will link neighborhood schools and businesses of Central Rockwood to the future Gresham/Fairview Multi-Use Trail. This trail will connect the Springwater Trail to Blue Lake Park and the regional trail system.</p>	Ongoing	GDES, GCDD	Allocated
<p>G) Provide report that reflects all acquisition methods and alternatives available to the City and private market. For example, this may include private/public partnership incentives such as tax abatement.</p>	1-3 Yrs.	GDES, GCDD,	Unallocated
<p>H) Achieve consensus on the long-term future of Vance Park. Seek a solution which retains the park as an asset for Central Rockwood.</p>	1-3 Yrs.	GDES, GCDD, MCDES	Unallocated

PRIORIT

Objectives and Actions	Timeframe	Provider	Resources
Objective 2: Promote new housing developments to participate in meeting the parks and open space needs of the expanding population in the Rockwood area.			
Actions:			
A) Prepare a report that identifies incentives for developers to provide privately-owned recreational areas that may include open spaces.	1-3 Yrs.	GDES, GCDD	Unallocated
B) Re-evaluate current city code provisions allowing for dedication of public park sites in lieu of payment of the parks SDC when new multi-family projects are developed. Consider adopting new provisions to provide greater developer incentives for dedication of land & developments.	1-3 Yrs.	GDES, GCDD	Unallocated
Objective 3: Explore the possibility of establishing a multi-purpose community center in Central Rockwood.			
Actions:			
<div data-bbox="115 1287 277 1339" style="border: 1px solid black; padding: 2px; display: inline-block;">PRIORIT</div> A) Identify alternatives available for establishing a new multi-purpose public safety and community center (see also action item 1 (A) under Public Safety). Uses to be considered for this facility should include: <ol style="list-style-type: none"> 1. Community meeting space 2. Police Dept. and Fire Dept. services 3. Recreational and educational opportunities 4. Other public services. 	1-3 Yrs.	GPD, GFD, GCDD, GDES	Unallocated
B) Research the availability of space to operate programs in underused existing public facilities such as schools.	1-3 Yrs.	GDES	Unallocated
C) Identify alternatives available to open satellite recreation sites at existing and future multi-family housing projects. Services to be provided in partnership with city funding.	1-3 Yrs.	GDES, GCDD	Unallocated

GCDD= City of Gresham Community Development Department
GDES= City of Gresham Department of Environmental Services
GFD= City of Gresham Fire Department
GPD= City of Gresham Police Department
MCDES= Multnomah County Department of Environmental Services
RNC= Rockwood Neighborhoods Coalition

Community Image

Policy: Take action to create and promote an image of Rockwood which establishes a distinct identity, reflects the diversity and strengths of the citizens, and emphasizes the community's commitment to guide Rockwood's growth toward a higher quality of life.

Objectives and Actions		Timeframe	Provider	Resources
Objective 1: Develop and promote a positive image statement for Rockwood.				
Actions:				
PRIORIT	A) Define and establish a unique image for the Rockwood community. Identify key themes to use as the basis for the image, and consider local history, urban design, geography, ethnic communities, and art works as elements of the image.	1-3 Yrs.	GCDD, RNC, GOCM, GACC	Unallocated
	B) Seek the active involvement of all local ethnic groups in creating the Rockwood image, and ensure that the increasing presence of these groups is acknowledged and built on in the image.	Ongoing	GCDD, RNC, GOCM, GACC	Unallocated

GCDD = Gresham Community Development Dept.
RNC = Rockwood Neighborhoods Coalition
GOCM = Gresham Office of the City Manager
GACC = Gresham Area Chamber of Commerce

Funding Sources and Implementation Tools

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ACTION
PLAN*

Funding Sources and Implementation Tools

The Rockwood Action Plan identifies many actions to be carried out by a wide variety of agencies and organizations in the community. For many of these actions, resources necessary to carry them out are unallocated. In some instances, it is not known at this point where or how funding might be obtained. For other actions, monetary resources may not be essential, but tools and techniques will need to be identified in order to accomplish a particular task.

The purpose of this section of the Rockwood Action Plan is to inventory a wide variety of resources and tools which are available for use in the Rockwood area, to deal with issues identified in the RAP. These resources and tools are listed below, along with brief descriptions. Further study will be needed to match specific action items with the most appropriate potential resources and tools. In some cases, certain resources or tools appear to be especially well-suited to particular action items. Where this occurs, the description of the resource or tool indicates those action items for which it may be most applicable.

Urban Renewal and Tax-Increment Financing

Urban renewal and tax-increment financing are very effective tools for bringing about improvements which upgrade the neighborhood and act as a catalyst for new developments that can revitalize stagnant or declining communities. Perhaps the primary advantage of urban renewal is that it involves a comprehensive, multi-faceted approach to dealing with a wide variety of problems in a targeted area. This would be especially valuable in Rockwood, where the Rockwood Action Plan identifies a very broad array of needs and action items. Of all the tools and resources available for accomplishing the action items outlined in the RAP action tables, urban renewal is the most powerful, and would have the greatest direct impact on issues facing Rockwood.

Urban renewal has been used successfully in many jurisdictions throughout Oregon and other states. The Portland Development Commission has created urban renewal districts in a number of Portland neighborhoods including downtown, Belmont, Airport Way, and Riverplace. Portland City Commissioners recently authorized creation of an urban renewal district to revitalize the Lents neighborhood in outer southeast Portland.

State law lays out a detailed process by which urban renewal plans and districts may be created (ORS 457). In brief, an urban renewal agency must be established, and a detailed urban renewal plan must be prepared, showing specific properties to be included in the district. A typical urban renewal plan calls for bonds to be sold to finance a wide variety of public facilities improvements, e.g. new streets, sidewalks, parking structures, street lights, public spaces, etc. The urban renewal agency might also use bond revenues to purchase land and develop new commercial, residential, or mixed-use projects. After the bonds are sold, property values for existing improvements within the district are frozen for a specified period. As new, private development occurs within the urban renewal district, property tax revenues generated within the district are dedicated to retiring the bonds sold to finance the initial improvements. An urban renewal plan might also include grants and/or low-interest loan funds to owners of housing or commercial properties to encourage renovation and rehabilitation.

A very powerful aspect of urban renewal is that it could enable the urban renewal agency (e.g. the City Council) to initiate a development project which serves as a model and catalyst for similar private developments. For example, an aggressive urban renewal plan could include a mixed-use, commercial and residential building with amenities and design elements which exemplify goals to be achieved in the district. This could enable the renewal agency to both eliminate substandard buildings and put into place a needed development which makes a positive contribution to the neighborhood and stimulates other, similar developments in the immediate area.

Because establishing an urban renewal district is a significant undertaking, requiring a complex plan to initiate and guide development over a period of years, an urban renewal feasibility study has been called for as an action item in several elements of the Rockwood Action Plan. This study would enable the City to make a threshold determination as to whether or not to pursue urban renewal in Rockwood. If a decision were made to proceed, the Gresham City Charter requires that any urban renewal plan be referred to the voters for approval.

Transit-Oriented Tax Exemption Program

The purpose of the Transit-Oriented Tax Exemption (TOTE) Program is to provide an incentive to developers to construct projects which achieve certain community objectives in a given location. Ordinances making the TOTE available in Downtown Gresham and Civic Neighborhoods were adopted by the City Council in the summer of 1998. As authorized under state law, the TOTE exempts the improvements built for qualifying projects from property taxes levied by the City of Gresham and Multnomah County for a period of up to ten years. To qualify for this exemption, projects in Downtown Gresham and the Civic Neighborhood must include at least ten dwelling units, meet minimum density requirements, and have specific design elements benefiting the public. The City Council makes an individual decision on every project seeking the benefits of the TOTE. A developer must prepare an application describing the project, showing how it meets eligibility criteria, and demonstrating that the tax exemption is necessary to make the project feasible.

One major multi-family development in Downtown Gresham has already been built taking advantage of the TOTE. The City Council has directed that this program be extended to parts of the Central Rockwood area by the end of 1998.

Limited Property Tax Assessment Program

State statutes (ORS Chapters 308 and 458) authorize the City to grant property tax limitations for certain types of housing in distressed areas. The program works to limit property taxes paid on rehabilitated residential units and for new housing for a period of ten years. Unlike the Transit Oriented Tax Exemption program, work carried out under the Limited Property Tax Exemption program does not have to have a direct transit orientation, and could take place within a larger geographic area.

The City of Portland has had a Limited Property Tax Exemption program for a number of years, operated by the Portland Development Commission. For rehabilitation projects, the value added by upgrading the housing is exempted from property taxes. For new housing, the entire value of the structure may be exempted from property taxes. In order to qualify, rental properties must agree to limit their annual return on equity to no more than 10% during the period of the limited assessment. New construction of single-family dwellings must take place in certain, designated "distressed" areas. These new houses must have a market value, including land, which does not exceed 120% of the median sales price of single-family homes within the city for the current year.

A Limited Property Tax Exemption program could be useful in encouraging the upgrading and construction of affordable housing in Rockwood, as well as in other parts of the city. In Rockwood, the program could also be used to encourage the conversion of rental housing to owner-occupied units. In order for this program to take effect, eligibility criteria and procedures would need to be drafted and then adopted by the City Council.

Public/Private Partnerships

Public/private partnerships can take many forms. Each arrangement is tailored to the needs of a particular project and the interests of a public entity, or entities. In general, a successful public/private partnership involves the creative leveraging of both public and private resources. For example, the City of Gresham, Tri-Met, and Metro entered into a complex partnership with major landowners in the Gresham Civic Neighborhood project. In the master planning of this project, it became clear that it would be economically feasible only if public resources were combined with available private capital. The City worked with property owners to close the feasibility gap. Ultimately, this partnership resulted in a multi-faceted program including a state grant to construct a key collector street; an agreement whereby the City reimburses the landowners for a portion of the costs of installing major infrastructure facilities on the site; and a funding commitment from Tri-Met to construct a new, \$2.5 million MAX station within the Civic Neighborhood.

On a smaller scale, Tri-Met, Metro, the City of Gresham, and an apartment developer joined forces to put in place the Gresham Central Apartments in downtown Gresham. As landowner, Tri-Met "wrote-down" the value of the land in selling it to the developer; Metro awarded a \$100,000 CMAQ grant to construct a promenade feature adjacent to the MAX tracks; and the City of Gresham granted a tax exemption worth about \$10 per \$1,000 valuation of project improvements.

In both the Civic Neighborhood and Gresham Central Apartments examples, the landowner/developer was able to make a difficult yet innovative project feasible. For their parts, the City and other public agencies were able to get projects underway which help achieve public policies seeking stronger neighborhoods, greater transit usage, and a more pedestrian-friendly environment. Successful public/private partnerships bring about these types of win/win situations.

Systems Development Charge Reinvestment Program

Whenever permits are issued by the City for new development projects, developers are assessed Systems Development Charges (SDCs) to help cover the costs of expanding the city's infrastructure in response to new construction brought about by growth. SDCs are charged for water, sanitary sewer, stormwater, parks, and traffic impacts. The amount of an SDC can vary substantially depending on the type and scale of development. Following is a list of sample SDCs currently charged for new developments in Gresham, including the Rockwood area.

Sanitary Sewer

\$1,900 per dwelling unit
\$16,550 for commercial development with a 1-inch water meter

Storm Drainage

\$725 per 2,500 sq. ft. of impervious area

Parks

\$1,038 per dwelling unit

Water

\$2,200 per ¾-inch meter (typical for one dwelling)
\$7,500 per 1.5-inch meter (typical for small commercial or multi-family housing project)

Traffic Impact Fee

\$1,202 for a single-family dwelling
\$50,446 for a typical retail building (7,000 sq. ft.)

For a sizable development project, the total amount to be paid for all SDCs can be substantial. In general, revenues generated by SDCs are dedicated to paying for system-wide improvements to public facilities. Projects funded by SDC revenues might or might not have an immediate and direct beneficial impact on a development project which has paid SDCs. An SDC reimbursement agreement is a tool which can have the effect of applying SDC charges paid by a developer to system-wide utility projects which directly benefit the proposed development. For example, in an SDC reimbursement negotiated with the major landowners of the Civic Neighborhood development, it was found that approximately \$1.9 million would need to be spent on-site to provide needed upgrades to public stormwater and sanitary sewer facilities. These upgraded facilities would serve both the Civic Neighborhood and adjacent properties. Because the

upgraded sewer lines would need to be installed before site development could occur, and because they will serve a larger area than the Civic Neighborhood site, the City agreed to reimburse the property owners for their installation. As construction of housing and businesses takes place on the site, SDCs will be paid on a project-by-project basis. Over time, these SDC fees will reimburse the City's capital funds through which these improvements were financed. In addition, the City has agreed to reimburse the Civic Neighborhood property owners for utility oversizing. Where pipe sizes for water and sewer lines will exceed those sizes necessary to serve the on-site development, the City will pay for the difference.

In the end, the property owners and developers of the Civic Neighborhood will pay all SDCs as required by the City Code. With the SDC reinvestment program, however, SDC revenues are in effect dedicated to area-wide improvements which benefit this development directly. This reinvestment program enables the Civic Neighborhood developers to carry out the expensive site preparation activities with greater financing flexibility. It also provides assurance to the City that Civic Neighborhood development will proceed in a timely way and help to put in place the mixed-use, transit-oriented district envisioned by the Civic Neighborhood master plan. An SDC reinvestment program can be complex, but it is also an effective tool for tailoring the construction and financing of needed public facilities to the unique circumstances of a specific development proposal.

Systems Development Charges Financing Options

In order to make it easier to build a new business or to develop new housing, the Gresham City Council adopted a new program in October 1998 to offer developers and business people the option of deferring payment of systems development charges. Previously, all fees owed to the City as SDCs were due at the time of issuance of permits for construction. As discussed above, this can be a significant burden to new construction, or major rehabilitation projects. For income-producing property in particular, payment of SDCs before the start of construction is difficult since there is no revenue stream at that point, and financing has often already been arranged for hard construction costs.

Under the new SDC financing program, a developer of a new residential, commercial, or industrial project is able to defer payment of SDCs until occupancy of the new building. A second option allows long-term (10 years) financing for SDCs. The program does not exempt a property owner or developer from payment of applicable SDCs, and does not require expenditures on the City's part. However, the deferment and financing of these charges can be an important advantage to a developer who is providing new housing or commercial services in an area such as Rockwood. The advantages of this program are also available to those who are simply building a new single-family house.

City of Gresham CDBG and HOME Programs

Each year the City of Gresham receives federal grant funds through the Community Development Block Grant (CDBG) and HOME programs. These funds are to be used for qualifying housing and community development projects. The amount of funds allocated to the City is based on population and a number of socio-economic indicators. For the current fiscal year, the City's total allocation from the federal government for both CDBG and HOME programs is slightly less than \$1 million. The general purpose of these programs is to help provide needed housing, services, and other improvements to low-income and moderate-income households in Gresham.

Although there are restrictions on the use of these funds, they can be used to help finance a wide variety of projects and services in areas such as Rockwood. HOME dollars are generally limited to projects involving new housing construction and rehabilitation benefiting low- and moderate-income households. CDBG dollars may also be used to help fund housing projects, as well as public facility improvements, public services, economic development programs, and neighborhood revitalization. A number of projects, funded in part by CDBG and HOME grants, have benefited Rockwood directly in recent years. For example, \$125,000 was awarded to Habitat for Humanity to assist in providing owner-occupied housing for low-income families in Rockwood. Another developer of low-income, owner-occupied housing (HOST) will receive a total of \$300,000 over several years for a Rockwood housing project. CDBG grants have also supported public service programs, such as free dental services for low-income families, and a program for pre-school children who are unable to enroll in Head Start. Also in the current year, CDBG funds are being used to build SE 165th Ave. between Stark and Burnside – upgrading it from a substandard street to a street with curbs, sidewalks, drainage, and street trees.

CDBG and HOME grants are awarded annually by the City, based on applications which are prepared and submitted by qualifying sponsors. The City's Community Development and Housing Committee reviews and evaluates all applications and makes funding recommendations to the City Council. The Council makes final funding decisions, taking into consideration both local and regional criteria for awarding grants.

CDBG and HOME funds can be used creatively in many ways to help achieve the objectives of the Rockwood Action Plan. For example, under CDBG regulations, it is possible for the City to develop a Neighborhood Revitalization Strategy targeted to Rockwood. When a Neighborhood Revitalization Strategy is approved by the federal government, it enables CDBG funds to be spent with greater flexibility, for example job creation activities. Perhaps the chief value of CDBG funds is in their use as a financial leveraging tool. Because of the limited amount of these funds, their match requirements, and the need to directly benefit low- and moderate-income households, CDBG and HOME grants are often best used in combination with other resources. For larger scale projects, it will only be possible for these grant funds to meet a small part of total expenses.

Community Development Corporations

A Community Development Corporation (CDC) is a private, non-profit organization formed to meet the needs of a neighborhood or other geographic area. CDCs are often formed to address one or two specific issues, such as housing or community revitalization, and then gradually expand to deal with the full range of needs typically found in areas which may be starting to experience a general decline. A CDC is often able to take on tasks which are more difficult for public agencies, due to its private status and flexibility in obtaining and spending funds. A second fundamental advantage of CDCs is that they are grass-roots organizations. They are typically organized by local residents and property owners, who also occupy positions on the board of directors. As such, a typical CDC reflects directly the interests, concerns, and desires of the people who live within the area where it operates.

A CDC is not an agency or an extension of the local, state, or federal government. However, CDCs can receive grants and loans from government agencies to fund part of their operations. Well-established CDCs are also sometimes able to develop their own revenue streams. Housing projects may be developed, for example, which not only provide needed residential units but also provide income which can be used to support other projects and activities. A well-known local CDC which has been very active in southeast Portland is REACH. Some of REACH's activities include coordinating action plans for the West Clinton and Belmont neighborhoods, programs to improve communications between residents and businesses, developing community gardens, renovating affordable housing, organizing neighborhood clean-ups, and revitalizing neighborhood business districts. REACH has also developed housing, most recently a 20-unit apartment project in the Hosford-Abernethy neighborhood. This development will house people with mental illnesses who are capable of living on their own, and will also include community space.

A CDC could be a very effective and efficient response to many of the issues facing Rockwood, as outlined in the Rockwood Action Plan. Whether a new CDC is formed, or an existing Portland-based CDC expands into the Rockwood area, efforts to establish and operate a Community Development Corporation should be supported by the City and other public entities. It is important, however, that initial establishment of a CDC for the Rockwood area be undertaken and supported by Rockwood citizens.

City of Gresham Capital Improvements Program

The Capital Improvements Program is a tool used by the City to make decisions about spending money on major capital projects. Capital projects are generally those which involve relatively large expenses and provide facilities which typically have a long life. Examples of projects contained in the CIP include construction of new streets, sewer and water lines, water reservoirs, as well as acquisition and development of parks and trails. The purpose of the CIP is to program capital projects for a period of five years. The current CIP outlines the expenditure of a total of over \$85 million during the period 1999-2003. The CIP also includes additional capital projects for which funding has not yet been identified.

Each year, a new CIP is compiled and adopted by the City Council. Potential projects are often initially identified by technical staff who also propose the cost and timing of the project. As the draft CIP is formulated, public hearings are held before the City Planning Commission, which makes recommendations about which projects should be included. Those recommendations are passed on to the City Council, which holds an additional hearing and takes final action to adopt the CIP for the coming 5-year period.

The CIP can be used to make strategic capital investments which have major impacts on the community. For example, in 1990 the CIP included a project to reconstruct Main Ave. in downtown Gresham. This \$1 million project brought about new street paving, wider sidewalks, old-fashioned street lights, benches, street trees, safer pedestrian crossings, and other amenities. One of its most significant features was the undergrounding of overhead utility lines and removal of the poles. As a result of this single capital project, many individual downtown businesses, with the assistance of the Gresham Downtown Development Association, began upgrading storefronts and making other private improvements. This in turn led to a high level of interest in downtown Gresham for a number of new development projects, including rowhouses, a transit-oriented apartment development, and a mixed-use project. The revitalization of downtown Gresham which was spurred by the reconstruction of Main Ave. is still continuing today.

A number of the public facility improvements called for in the Rockwood Action Plan could be funded and carried out as projects within the Capital Improvements Program. Some of these, such as a key street reconstruction project, or construction of a "town square" feature, could act as catalysts to further revitalization in the same way as in downtown Gresham. There are obvious limits, however, to what can be accomplished through the CIP. The CIP is funded primarily through SDC revenues, fees for services, and by state and federal funding sources, such as the state gas tax. These revenue sources are fairly stable, and unlikely to increase substantially in a given year. The CIP also has a city-wide scope, and must meet facility needs throughout the city. To help focus on the capital facilities needs of the Rockwood area in particular, a project is currently underway to prepare a 20-year CIP specifically for Rockwood, as well as for downtown Gresham. This project will identify existing deficiencies in the infrastructure of the Rockwood area, propose capital improvement projects, and identify both existing and prospective funding sources. This Rockwood/Downtown CIP will supplement the city-wide CIP and provide a basis for including capital projects specific to Rockwood in the City's 5-year CIP.

Local Improvement Districts

A local improvement district (LID) is formed when property owners within a neighborhood get together to fund needed improvements. Under the City Charter, the City Council can create an LID when a majority of the property owners in a given area agree to pay for construction of the improvement. When the Council agrees to creation of the LID, the City carries out the project and typically finances the improvements through the sale of bonds. These bonds are paid off over a twenty-year period by the benefiting property owners.

Local improvement districts are often formed to upgrade short segments substandard streets. If the improvement involves a one-block street segment, a majority of the

owners of the properties fronting that street segment must sign a petition to the City Council requesting formation of the LID. Once the LID is formed and the improvement is completed, all the owners of property fronting on the upgraded street share in the cost of the project, whether they supported formation of the district or not. The Council cannot create an LID and carry out improvements if less than 50% of the affected property owners are in support of the district. In the past, the City has budgeted funds annually to participate in funding LIDs, as an incentive to benefiting property owners. The City's financial participation helps to reduce costs to property owners within the district. In recent years, however, as revenues for capital projects have diminished, the City has not been able to offer this incentive.

There are a number of proposed action items in the Rockwood Action Plan for which local improvement districts might be an appropriate response. Perhaps the most likely are those which call for fairly small-scale public facility upgrades where there is strong support for the project. Local improvement districts will be most useful on fairly small-scale public improvement projects, which may be part of a larger neighborhood upgrade effort. They have the best chance of succeeding where there is strong agreement among neighboring property owners that an improvement project is needed, and a willingness among those neighbors to share in the costs of the improvement.

Transportation Growth Management Grants

The Oregon Department of Transportation (ODOT) and the Department of Land Conservation and Development (DLCD) joined forces in 1992 to integrate transportation planning with the statewide land use planning program to achieve benchmarks for mobility, air quality and community design. The result was the Transportation and Growth Management (TGM) Program, formed after its approval by the 1993 Oregon Legislature. The program is supported by state general funds and federal funds under the Intermodal Surface Transportation Efficiency Act of 1991. The program's mission is:

To enhance Oregon's livability, foster integrated land use and transportation planning and encourage development that results in compact, pedestrian-, bicycle-, and transit-friendly communities.

TGM grants fund local planning programs. Rockwood has already benefited from the TGM program through a grant to the City of \$43,000 in 1995 to create a mixed-use development plan for the area. This plan became the basis for the Central Rockwood Plan, adopted in 1998. The City currently has four TGM grant-funded planning projects underway, in an amount totaling over \$200,000. Two of these projects affect Rockwood directly. They are a Parking Management Plan for Rockwood and Downtown Gresham (\$58,700); and a 20-Year Capital Improvements Plan for Rockwood and Downtown Gresham (\$59,260). Planning projects such as those funded through the TGM program are often needed as a first step in meeting specific needs in Rockwood. Where City funding for these purposes can be supplemented with outside sources, such as TGM planning grants, it becomes possible to carry out a number of action items of the Rockwood Action Plan more quickly and efficiently.

State of Oregon Smart Development Program

The Smart Development program is funded by the State of Oregon, through the Transportation Growth Management program, and carried out by Livable Oregon, Inc. (a statewide non-profit organization). It is guided by an advisory committee that includes developers, lenders, planners and other interested community leaders. Smart Development provides public information on alternative development patterns and designs. It does this by offering technical assistance to developers and builders on design and financing. The program works with lenders and developers to reduce barriers to transportation-efficient development. Where appropriate, it promotes transportation-efficient design solutions. Finally, the program recognizes good development through the Governor's Livability Awards.

The technical assistance provided by the Smart Development Program has been used by a number of developments in the Portland metro area, including Fairview Village, Belmont Dairy, in East Portland, and the City Life model housing project in Portland's Brooklyn neighborhood. The services of a Smart Development team could be useful for potential developers in Rockwood. Anyone considering a new housing, commercial or mixed-use development meeting standards of the Central Rockwood Plan could benefit from the advice and expertise available through this program. These services would be especially valuable where the proposed development is innovative or unusual, such as a project combining retail and dwelling units in a single building. This type of development would be very supportive of the purposes of the Central Rockwood Plan, but such projects are often more difficult to package because they may be seen as unconventional by lenders and other developers. Participation by the Smart Development team can help make such projects more attractive to lenders, as well as improving design and compatibility with the surrounding neighborhood.

State of Oregon Quick Response Design Assistance Team

The Quick Response Program provides planning and design services to help developers and communities create compact, pedestrian-friendly, and livable neighborhoods and activity centers. In response to local requests, property owners, local and state officials, and affected stakeholders come together to review development proposals, develop innovative design solutions, and overcome regulatory obstacles to land use, transportation, and design issues. New developments can satisfy local goals and objectives, become more accessible for walking, cycling, and transit services, and be profitable and rewarding for developers.

The Quick Response Program:

- Provides free conceptual site planning, urban design, transportation planning, and economic and market feasibility analysis for developers and local governments to address short-range development issues requiring immediate attention;
- Promotes smart development that uses land efficiently, promotes a range of transportation choices, and contributes to livable communities; and
- Is available on short notice (usually within two weeks) whenever possible.

The Quick Response Program provides these services by contracting directly with planning and design consultants. These consultants include many of the leading practitioners of smart development in Oregon who have been involved in the planning, design, and implementation of such notable built projects as Belmont Dairy, Orenco Station, Tualatin Commons, and Irvington Place.

In contrast to the Smart Development Program, the Quick Response team generally works with development proposals which are in or near the review and approval process, rather than providing advice and assistance as development proposals are originating. The Quick Response Program could be useful in Rockwood by providing guidance to residential and commercial applications which are having difficulty meeting City Code standards for the Central Rockwood area. With this assistance, projects which might not be approved can be modified to enable the development to proceed while meeting objectives of the City to encourage more compact, pedestrian-friendly designs in Rockwood.

Strategic Investment Program Community Reinvestment

The Strategic Investment Program (SIP) was created in response to property tax reductions which were offered to Fujitsu Microelectronics and LSI Logic, Inc. in 1996. As partial compensation for substantial tax reductions, these businesses agreed to provide funding to meet specific housing, public infrastructure, and worker training needs for their current and future employees in the East County area. It may be possible to allocate some of the funding provided through the SIP to address needs facing Rockwood as identified in this report. Over the next ten years, SIP revenues from LSI Logic will total \$23 million, to be allocated city-wide.

LSI Logic has also already funded an employee recruitment program, (\$450,000) aimed at the unemployed, under-employed, welfare-to-work, school-to-work, and other persons having problems in finding work. It also supports a program operated by Mt. Hood Community College offering 80 hours of free job training for each entry-level employee, and employee support benefits including transportation, child care, and other special assistance. An additional \$500,000 has already been made available through the SIP to assist in increasing the inventory of affordable housing. Over the next ten years, some \$2.7 million will be available for this purpose.

Funding available through the SIP could be applicable to a number of action items of the Rockwood Action Plan. For example, the Housing and Economic Development elements of the Rockwood Action Plan call for more affordable housing and worker training for Rockwood residents. As noted above, SIP funds will continue to support training programs, available to residents of Rockwood, which will provide a qualified employee base for local electronics firms. In addition, funds from the SIP have already been applied to a new housing development in Rockwood for the purpose of reducing rent levels. Although these funds are limited, and targeted to very specific uses, the Strategic Investment Program will continue to provide some resources to help achieve a number of objectives of the Rockwood Action Plan.

Inter-Agency Revenue Sharing

Public agencies occasionally find it mutually beneficial to share revenues with one another to achieve common goals which result in neighborhood improvements. These arrangements allow for specially tailored responses to unique situations. They may be “one time only” strategies that come about as a result of creative, “outside the box” thinking.

An example of this is a recent memorandum of understanding (MOU) adopted by the Gresham City Council and the Housing Authority of Portland. The purpose of this arrangement is to fund crime prevention efforts by the Gresham Police Department in the Rockwood area, where HAP owns several apartment projects. Among these HAP-owned projects is the Rockwood Station Apartments. The Rockwood Station Apartments are rented at market rates, and provide revenues which help support HAP’s other properties. This MOU provides for HAP to make annual payments to the Gresham Police Department during years when revenues from operation of the Rockwood Station Apartments exceed the “financial needs” of the property. The amount of any such payment could be up to \$20,000. Payments are given to the Police Department to be used “at the discretion of the Chief of Police to prevent crime in the Rockwood area of Gresham.” By supporting additional public safety efforts in Rockwood, HAP benefits from safer housing projects, and the community benefits from

Similar arrangements could be made between the City of Gresham and other public agencies providing services in Rockwood, such as Tri-Met and Multnomah County. Inter-agency revenue sharing is unlikely to provide large amounts of funding for carrying out any of the action items of the Rockwood Action Plan. Nevertheless, the example set by the memorandum of understanding between HAP and the City of Gresham serves as a good example of a creative, targeted approach to meeting a need identified by two agencies which have chosen to work together.

Community Reinvestment Act

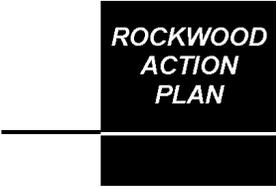
The Community Reinvestment Act is federal legislation which encourages federally insured banks and lending institutions to take action to help meet the credit needs of the communities in which they operate. This results in special programs operated by lenders to provide services in low- and moderate-income neighborhoods, where conventional services can be difficult to obtain. Under CRA programs, small businesses, for example, may be able to qualify for loans or for terms which would not be available through a bank’s conventional loan programs. These loans may be needed for start-up and inventory, or for building rehabilitation and storefront upgrades. Programs which provide credit counseling and small business technical assistance are also available from lenders.

The Community Reinvestment Act also encourages direct grants and donations to non-profit organizations providing community development services. Wells Fargo, for example, has committed \$300 million over ten years in the states where it operates for community economic development projects, social services for the disadvantaged, and K-12

educational efforts primarily designed to benefit low-income, disabled, and minority students. In response to the CRA, many banks have set goals to provide funds specifically for affordable housing and community development, commercial economic

development, small businesses, targeted residential second mortgage loans, and equity investments in community development. Both individual housing and business developments in Rockwood may be able to benefit from these and other programs offered by lenders under the CRA.

Rockwood Community Assets

The logo consists of a black square with the text "ROCKWOOD ACTION PLAN" in white, uppercase, sans-serif font. A horizontal line extends to the left from the bottom-left corner of the square.

*ROCKWOOD
ACTION
PLAN*

Rockwood Community Assets

Partial List

ASSOCIATIONS

- Neighborhood Associations
- West Gresham Neighborhoods Coalition
- Grange
- Lions (Centennial)
- Rockwood Kiwanis
- Habitat for Humanity
- Fairview-Rockwood-Wilkes Historical Society
- Tenants Organizing (In Progress)

INSTITUTIONS

- SnowCap
- Police Activities League (P.A.L.)
- Portland Lutheran School
- Human Solutions, Inc.
- Eastwind Center services
- YMCA
- East County Senior Coalition
- Reynolds and Centennial schools
- Soccer Teams
- Fred Meyer
- Various Small Businesses
- Chamber of Commerce

- Gresham Area Visitors Association
- Hotels (Nokyo and others)
- El Programa Hispano
- Teamsters Office
- Fujitsu/LSI (Proximity)
- Columbia Corridor Association
- Churches
- U. S. Bank/Albertsons
- Satellite Restaurant

GENERAL

- Cultural Diversity
- Airport Way
- Light Rail Transit (could be improved)
- Parks (Including Pat Pfeiffer, the only barrier-free park in East County)

INDIVIDUALS

- Ethnic Communities
- Greater Community Leadership
- Enthusiasm
- Community Building Initiative
- Juanita Crawford
- Kathy Minden
- Doug Farrell
- Teresa Kuminski
- Grange (Mary & Donna Morrill)
- RAP Task Force
- Local Business Owners