

Project: Rock Creek Employment Center Infrastructure Assessment and Funding Plan

Funding Requested: \$ 210,000 Matching Contributions: \$ 40,000

Note to applicants: All questions and headings are to remain in their current locations in this document. In the space provided after each question, you may use text, bullet lists, tables or other formatting as desired or appropriate to improve the clarity and legibility of your response. Please be succinct; is not necessary to use all of the space provided. Please use 11 point black text, and limit your response to the space allotted for each question. Refer to the evaluation criteria on page 4 of the Handbook, also in ZoomGrants in the “Library” tab.

Clear development outcomes

1. Clearly describe the proposed project and the specific goals to help facilitate development in your community. *(Limit your response to page 1.)*

The proposed project is intended to identify infrastructure solutions and potential funding options to attract economic development. The infrastructure solution package will act as a catalyst for job growth and economic development within the Rock Creek Employment Center (“RCEC”) by identifying a specific plan to serve the development sites and provide interim solutions to Hwy. 212 from the Rock Creek Intersection (Hwy. 2212/224 “split”) to 172nd Avenue as it relates to the very long term highway plan (Sunrise Corridor Phase II). It is evident in the current study of the employment sites that the characteristics of the RCEC are favorable for industrial and employment land development and suitable for jobs-based industry recruitment. The infrastructure and funding challenges that exist with the Sunrise Phase II combined with a lack of internal utility connection to the existing regional infrastructure impede the current ability of the RCEC lands to attract the intended outcome. In addition, sanitary and storm sewer; domestic water; electricity; natural gas; and all other public-private utilities will be analyzed to determine critical components missing within the subject area.

This project will identify near-term solutions for the transportation and utility constraints and will identify funding options for local infrastructure connections within the RCEC. These outcomes will establish a collaborative method for the City, County, State, private land owners and future industrial developers to participate in funding the needed infrastructure. The level of community readiness and local commitment to the predicted development outcomes has been demonstrated through the series of planning steps the City of Happy Valley has taken since the property was added to the Urban Growth Boundary (UGB) in 2002, as well as by the construction of a major arterial (172nd Avenue) from Hwy. 212 to Sunnyside Road and the development of the sanitary sewer main (Rock Creek Interceptor) to the immediate west of the subject area. The approximately 400 gross acres of land within the RCEC has adequate scale to generate a critical mass of activity by providing a significant number of potential development sites.

2. Provide a high-level description of the scope of work and general timeframe to complete the project. What are the project elements, the deliverables you envision, and the outcomes you seek to achieve? *(Limit your response to page 2.)*

Scope of Work/General Timeline:

The scope of work includes identifying all the substandard infrastructure, assigning a cost associated with each component and devising a funding plan that might see the future implementation of said infrastructure construction and facilitation of economic development. The general timeline is anticipated to take 12-18 months, inclusive of Oregon Dept. of Transportation (ODOT) review of the “10 percent” Hwy. 212 plans.

Project Elements/Deliverables:

- 1) Consultant team identifies “10 percent” preliminary engineering plans for 162nd Ave./Hwy. 212 intersection; traffic capacity analysis at Rock Creek Interchange; and, the Costs Associated with Development of Rock Creek Employment Center (RCEC) Transportation Infrastructure and, the costs associated with development of Rock Creek Employment Center (RCEC) transportation infrastructure per the City's TSP.
 - a) Cost estimate of minimum 162nd Ave./Hwy. 212 signal; capacity adding mitigations at Rock Creek Interchange (if necessary, based on study) arterial road system.
 - b) Sanitary/storm sewer cost in RCEC.
 - c) Domestic water cost in RCEC;
- 2) Formation of Technical Advisory Committee (TAC) and presentation/review of 10% work;
- 3) Staff and Consultant Team identify the optimal mix of local infrastructure funding opportunities
 - a) Consultant will develop and detail an itemized list of local funding mechanisms and potential matching fund opportunities including, but not limited to: Special Assessment Districts - including potential voter approved districts; System Development Charge (SDC) Overlays; Local Improvement Districts (LID's); Urban Renewal Districts; and, estimated private funding in conjunction with future development. The identified mix of funding would leverage regional investment and outcomes to yield the highest contribution to regional employment land needs.
 - b) Development of Summary Report and Action Plan.
 - c) Peer review and presentation of draft findings for evaluation and feedback from TAC;
- 4) Final Recommendation Report and Findings
 - a) Identification and detailing of local funding opportunities.
 - b) Local funding options detail and economic output resulting from investment (tax revenues, direct and indirect employment, etc.).
 - c) TSP evaluation/amendments (if necessary).
 - d) Adoption of Resolution by City Council.

Sought Outcomes:

Identification of infrastructure assessment and costs. Development of funding plan with a mixture of funding options that have the highest likelihood of success.

3. How will you know if the project is successful? *(Limit response to top half of page 3)*

Project success will exist simply by having the products that the grant would fund to use in economic development/financing exercises of the future. True project success would be measured by employers locating on these Metro designated Regionally Significant Industrial Area (“RSIA”), Industrial and Employment lands – and providing family-wage jobs and thus assisting greatly in the significant jobs to housing imbalance (lack of local jobs) that exists in the Happy Valley area. Said future employment would decrease vehicular trips/distance and provide more opportunities for multi-modal transportation.

Advances and complements regional goals and policies

4. Describe how the project will help to advance racial equity in the metro region. *(Limit response to bottom of page 3)*

The support and eventual creation of family-wage jobs in the RCEC area will assist in the advance of racial equity in the metro region by providing employment opportunities to a diverse range of ethnic groups. In Happy Valley, people work and play in a very vibrant and growing community where every day needs have become more easily accessible, particularly with the expansion of the local commercial sector and transit lines serving the existing/expanded area. The proposed RCEC Infrastructure Assessment and Funding Plan will continue the expansion of this vibrant community further to the east and south within the UGB, including the opportunity for employment expansion within these RSIA, Industrial and Employment designated lands.

Per Metro Title 4, employment, industrial and regionally significant industrial expansion areas exist in both the current city limits and specifically within the East Happy Valley Comprehensive Plan area within which the RCEC resides. Though many hundreds of these planned acres are seriously underserved by the transportation/sanitary sewer infrastructure system, the opportunity for current and future residents to benefit from these eventual employment areas, combined with expanding commercial/service uses will allow this part of the greater Portland metropolitan regional area to maintain and explore sustained economic competitiveness and prosperity and again, assist in advancing racial equity through job creation.

5. Describe how this project will help to facilitate development while advancing established regional planning and development goals and outcomes. Consider how the project will help to implement the 2040 Growth Concept, its alignment with the Urban Growth Management Functional Plan, and the Six Desired Outcomes stated in the Regional Framework Plan. *(Limit your response to the top half of page 4.)*

The expected outcome of this project will be to identify infrastructure solutions and potential funding options to attract economic development. The infrastructure solution package will act as a catalyst for job growth and economic development within the RCEC by identifying a specific plan to serve the development sites and provide interim solutions to Hwy. 212 from the Rock Creek Intersection to 172nd Avenue as it relates to the very long-term highway plan (Sunrise Corridor Phase II). It is evident in the current study of the employment sites that the characteristics of the RCEC are favorable for industrial and employment land development and suitable for jobs-based industry recruitment. The infrastructure and funding challenges that exist with the Sunrise Phase II combined with a lack of internal utility connection to the existing regional infrastructure impede the current ability of the RCEC to achieve the intended outcome. This project will identify near-term solutions for the transportation constraints and will identify funding options for local infrastructure connections within the RCEC. These outcomes will establish a collaborative method for the City, County, State, private land owners and future industrial developers to participate in funding the needed infrastructure. The level of community readiness and local commitment to the predicted development outcomes has been demonstrated through the series of planning steps the City of Happy Valley has taken since the property was added to the Urban Growth Boundary (UGB) in 2002, as well as by the construction of a major arterial (172nd Avenue) from Hwy. 212 to Sunnyside Road and the development of the sanitary sewer main (Rock Creek Interceptor). The approximately 400 gross acres of land within the RCEC has adequate scale to generate a critical mass of activity by providing a significant number of potential development sites.

Aligns with local goals/maximizes community assets

6. How will the project create opportunities to accommodate your jurisdiction's expected population and employment growth? *(Limit your response to the bottom half of page 4.)*

The scope of work includes the identification of critical infrastructure from the City's TSP, Clackamas County's Sanitary Sewer Master Plan and Sunrise Water Authority Water Master Plan. Identifying and potentially funding the "missing pieces" of transportation, sewer and domestic water in the RCEC area. Thus, the project creates opportunities to accommodate the City's expected employment growth - particularly as several (failed) employment opportunities in the RCEC area have provided feedback that the lack of said critical infrastructure led to the disqualification of properties within the RCEC area from employer development.

In addition, the previous RCEC analysis has identified 13 sites in this area which range in size from 4.7 developable acres to up to 84 acres. Though topographic challenges certainly exist, the RCEC provides a uniquely flexible development pattern in this Regionally Significant Industrial Area (RSIA). However, transportation, sanitary sewer and domestic water limitations are a significant factor in prohibiting catalytic economic development and family-wage job creation. The proposed grant will be a starting point in defining the project cost and potential funding mechanisms that might support future development opportunities. In addition, the cumulative process of the grant and the work products provides a strong opportunity for the various sites within the RCEC to move up from Tier III to Tier II (or even, eventually) Tier I sites.

7. Describe why you propose to take on this particular project at this time. How does the project relate to previous actions, goals, policies or strategies already identified or implemented by your jurisdiction or other project partners? *(Limit your response to top half of page 5.)*

The project is an expansion of a previous CP&D Grant that stalled out due to the complexities associated with the relationship between the very long-term planned Sunrise Phase 2 and the lack of a short to medium term Highway 212 Corridor Plan. This grant is timely (and a much more robust grant proposal) to address the section of Hwy. 212 from the Rock Creek Interchange to 172nd Ave. This project is related to the actions, goals and policies of the City's East Happy Valley Comprehensive Plan (EHVCP); the currently in process Clackamas County Transportation System Plan (TSP) Update and the Oregon Highway Plan (although to be clear, the City is proposing to grant, in part, to address the lack of any real detail in the Oregon Highway Plan) for this geographic area.

8. How would the project leverage aspects of the existing community fabric such as key development sites or urban form? How would it complement existing assets, facilities, or amenities such as historic districts, employment centers, natural features, parks or transit? *(Limit your response to bottom half of page 5.)*

The project is specifically designed to identify "the fabric" (and cost/funding thereof) of key development sites that are part and parcel of the RCEC area. The grant is sought in order to provide the seeds of the expansion of existing assets (public improvements) and facilities (roads, sewer, water) in order to bolster the potential production of the Metro designated RSIA/Industrial/Employment lands.

Team roles and capacity

9. Complete the table to clearly describe the roles and responsibilities of the applicant and each of the key project partners to accomplish the goals of the project. Also include consultant expertise needed. *(Add or adjust rows as needed but please limit table to page 6.)*

Jurisdiction or partner (include lead staff names)	Project role and responsibilities
City of Happy Valley – Michael D. Walter, AICP	Project Manager, responsible for coordinating all aspects of the grant milestones and deliverables.
City of Happy Valley – Carol Earle, P.E.	Engineering Manager, responsible for review of materials from City’s Engineering Division perspective.
Chris Randall	Public Works Director, responsible for review of materials from City’s Public Works Dept. perspective.
Clackamas County – Jon Legarza, Economic Development Coordinator	Grant Partner Coordinator & Liaison, responsible for coordination duties with Clackamas County Business & Economic Development and all other pertinent County agencies.

10. Describe the skills, experience and availability of the lead staff person who will manage all aspects of the grant project and oversee the project team’s collaboration and consultant work. (Limit your response to top half of page 7.)

City of Happy Valley Core Team: Michael D. Walter, AICP – Economic & Community Development Director; Carol Earle – Engineering Manager; Chris Randall – Public Works Director; Steve Koper, AICP – Planning Services Manager. Our team has extensive experience as public sector and City employees, two members of the team (Mr. Walter and Ms. Earle have worked for the City for nearly 15 years). In addition, three members of the team (Mr. Walter, Ms. Earle and Mr. Randall) were involved with the development and adoption of the EHVCP and have extensive experience with the planning and project management necessary to complete the project work that mirrors the previous Comp Plan approval.

The skills and experience of this core team range from: current to long-range planning; transportation planning and engineering; environmental planning; infrastructure planning and capital management; budget management; personnel and consultant management across a broad spectrum of projects and plans; detailed plan review programs and processes; and, extensive public involvement and public speaking experience. The availability of the core team (with considerable consultant assistance) is adequate to oversee the project.

Likelihood of implementation

11. What governing bodies or private parties will have to act to ultimately implement the project, and what is the extent of their authority to make policy or commit investments? Describe the roles the key project partners will have to play over time in order to fully and successfully implement the project in order to realize the envisioned development benefits in your community. (Limit your response to bottom half of page 7.)

Ultimately, the City Council would need to consider the Funding Plan and decide whether to go forward with/seek to create or establish funding mechanisms (for example, an Urban Renewal District or Local Improvement District). The likelihood of implementation of a funding plan is certainly a Council priority, but whether funding of key infrastructure results in the desired employment within the RCEC will also be a function of the private market. Currently, there are no active private partners.

12. Identify and describe the potential opportunities and threats that could affect the successful implementation of this project. *(Limit your response to top half of page 8.)*

Potential opportunities include support by existing property owners within the RCEC area; support of economic development interests (Clackamas County, Greater Portland Inc., Business Oregon, etc.); and, in the future, potential private interests intrigued by greenfield development in this geographic area. Potential threats are that future funding mechanisms (for example, an LID) once explored in depth with property owners/elected officials may have more support in theory than in practice.

Public involvement

13. What community members or stakeholders will be most affected by the implementation of the project's development outcomes? Discuss how the public (including neighbors, businesses, property owners and other key stakeholders) and historically marginalized communities (including low-income and minority populations) will be involved in the project. Be specific about the practices or methods you intend to use. *(Limit your response to bottom half of page 8.)*

Most affected will be said property owners within the RCEC area – a relatively small population. Although concentrations of historically marginalized communities do not exist within the subject area, the public will be involved in the project through mailings and other outreach efforts (website, stakeholder interviews, surveys, etc.).

14. Identify any committees that will be engaged in the project. Describe how the committee members will be selected, the extent of their involvement and their scope of authority for making decisions regarding project goals, process, or implementation. *(Limit your response to top half of page 9.)*

A Technical Advisory Committee (TAC) will be formed to assist with the infrastructure assessment portion of the project. Committee members will be selected based on their technical expertise (ODOT, Clackamas County Water Env. Services, Sunrise Water Authority, etc.). The extent of their involvement will primarily be review of/coordination with the Project Mgr. and consultant staff. Their scope of authority would be limited to that of “critiquing” the infrastructure assessment.

15. Describe how the public process and both the committee and/or community input will be used to strengthen the project outcomes and increase likelihood of implementation. *(Limit your response to bottom half of page 9.)*

The public involvement program, though limited – combined with the TAC will together produce a final product that will have been vetted at both the service provider and property owner level, which will feed until subsequent/eventual local elected official action and thus increase the likelihood of implementation.

Jurisdiction track record

16. Describe any similar planning and development projects (CET/CPDG or other) that have been implemented in your jurisdiction in the last 5 years and how that experience will be applied to this project. How successful have these projects been in delivering the proposed outcomes? *(Limit your response to top half of page 10.)*

Although not occurring within the last five years, as discussed – the City adopted the EHVCP in 2009. Since the adoption of that plan, a significant amount of development has occurred or is planned to occur within the 2,100-acre EHVCP area. The “success” of that project/proposed outcome/application to this project might be considered in the following statistics:

Completed development since 2009:

- Two Elementary Schools and a Middle School
- Regional Park (Hoodview Park)
- Major Arterial Roadway (172nd Ave. from Hwy. 212/224 to Sunnyside Road)
- Happy Valley Crossroads Shopping Center: 200,000 square feet of commercial development
- Rock Creek Meadows: 113 single-family residential detached (SFR) units and 14 SFR-Attached units

Currently under construction:

- Rock Creek Ridge Apartment Complex: 168 multi-family residential (MFR) units
- Grandview Estates: 69 SFR units
- Pineview Meadows: 42 SFR units
- Fox Glen: 53 SFR units
- Stella Heights: 54 SFR units
- Pioneer Highlands: 66 SFR units
- Scouters Meadow: 39 SFR units
- Christilla Valley: 24 SFR units

Land use approval but not yet under construction:

- Scouters Mountain PUD: 600 SFR units
- Pleasant Valley Villages Phases 1-13 Master Plan/PUD: 564 SFR units; 332 SFR-Attached units; 259 MFR units
- Jackson Hills Phase 4: 58 SFR units

Total Number of Single-Family Detached Units: 1,624; Total Number of Single-Family Attached Units: 346; Total Number of Multi-Family Units: 427; and, Total Number of Dwelling Units: 2,397

By applying this past residential jurisdictional track record to the proposed project, the City intends to “replicate” these types of development outcomes on the employment side of the equation.

17. What project management lessons learned or best practices will be applied to this project? *(Limit your response to bottom half of page 10.)*

The City’s experience with adoption and implementation of the Rock Creek Comprehensive Plan (2001) and the EHVCP has led to many lessons learned in growth management of the fastest growing community in the Portland metropolitan area. The extreme growth curve leads to near constant exercises in reviewing and analyzing (and at times, amending) adopted Comprehensive Plans, TSP’s and similar documents. The best practices learned from this type of rapid suburban growth include the provision of the “Happy Valley Style” (design standards); infrastructure development (primarily via development); the nuances of the integration of land use and transportation planning (for example, how intersection spacing standards affect the size of a zoning district, particularly commercial zones); the interplay between the collector and arterial street system; public transit planning; the role and impacts of Title 3/13 resources; steep slopes development (extensive in Happy Valley due to topography); the provision of additional housing products ranging from manufactured homes to single-family attached/detached to multi-family residential; rapid expansion via annexation; moving toward becoming a more “full-service” City (rather than relying on outside service providers); development of a Parks and Recreation Master Plan/Methodology/CIP; and many others. All of these “lessons learned”, integrated into the municipal culture of the City of Happy Valley and it’s long-serving staff that have worked through these issues over the greater part of the last two decades will be applied to this project.

18. If implementation of any prior CET/CPDG grant projects has not been successfully completed, please describe why. If your organization has never received a CET or CPDG grant, please state “not applicable.” *(Limit your response to top half of page 11.)*

The previous CPDG grant (2013) applied for and received for this type of project did not succeed due to insufficient funds to address the Hwy. 212 Corridor Plan versus Sunrise Phase 2 dilemma. The proposed project grant amount and hard match dollars are intended to address said shortcoming.

Replicable best practices

19. Consideration will be given to applications that demonstrate best practices that can be easily replicated elsewhere. Discuss how lessons learned from the project could be applied to other projects in your community or in other parts of the region. *(Limit your response to bottom half of page 11.)*

Other geographic areas with Metro designated RSIA, Industrial and Employment lands and insufficient infrastructure/funding could easily replicate the grant approach.

Grant leverage and project budget

Budget templates

Use the two Excel spreadsheet templates provided to outline the estimated project costs and committed matching funds for the project. Indicate estimated costs for hours of work directly related to your project for applicant personnel, consultants, and personnel of any key project partners. Also indicate other direct project expenses and overhead/indirect project costs. You may leave blank any rows that do not apply, and add more specific line item descriptors as needed.

Budget narrative

For each category of personnel costs, explain the tasks each is expected to complete (i.e. design development, construction estimates, public involvement, technical research, code analysis). Use actual salaries for staff. Use market averages or bid estimates for consultant services. Clearly describe methodologies used for estimating all other costs.

(If necessary, applicants may use up to three pages for the budget narrative, for a total of 14 pages overall. Depending on the complexity of the project and level of staffing, most applicants will likely be able to provide the requested information regarding the budget methodology in just a page or two.)

From the uploaded Breakdown of Cost by Project Milestone Budget Spreadsheet the City of Happy Valley /Clackamas County Matching Funds are broken down as follows:

Community Dev. Director: \$157 per hour x 86 hours = \$13,502
City Engineer: \$137 per hour x 40 hours = \$5,480
Planning Assistant: \$68 per hour x 15 hours = \$1,020
Total = \$20,002

Clackamas County Economic & Business Development In-Kind Matching Funds are broken down as follows:

Project Manager: \$125 per hour x 40 hours = \$5,000

Infrastructure Assessment Analysis is based off a market average of:

Project Mgr. – \$140 per hour x 535 hours = \$74,900
Project Engineer – \$170 per hour x 589 hours = \$100,130
Project Planner – \$105 per hour x 238 hours = \$24,990
Project Tech – \$75 per hour x 133 hours = \$9,975
Total = \$209,995

Financing Plan is based off a market average of:

Project Mgr. – \$170 per hour x 147 hours = \$24,990
Project Planner – \$125 per hour x 120 hours = \$15,000
Total = \$39,990