

CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS
Sitting/Acting as (if applicable)

Study Session Worksheet

Presentation Date: April 30, 2013 **Approx Start Time:** 11:00am **Approx Length:** 30 mins

Presentation Title: Hoodland Community Center Design/Build Process

Department: Business and Community Services – County Parks

Presenters: Rick Gruen, County Parks & Forest Manager
Lane Miller, Purchasing Manager
Laurel Butman, Deputy County Administrator

Other Invitees: Hoodland Women's Club - Diane Lotking and Kim Knox

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

Recommendation from the BCC for continued support of a new Hoodland Community Center and a subsequent decision from the BCC on the preferred method for moving forward on the RFP (Design/Bid/Build) process for the new Center, which will be constructed on County Park property in Welches, Oregon and jointly funded from County Parks and Forest Trust funds as well as private funding sources.

EXECUTIVE SUMMARY:

Clackamas County Parks owns the existing Hoodland Community Center (formerly Dorman Center) located at 25400 S. Salmon River Road, Welches, Oregon. County Parks has leased the building to the Hoodland Women's Club (HWC) since 1976 and the HWC has operated and partially maintained the building through renewable 5 year agreements, since that time.

In 2002 the HWC determined the need for a more energy efficient larger facility that will accommodate a wide range of needs in the community. The Club brought the proposal to the Parks Advisory Board (PAB) in October 2002, which unanimously recommended to the BCC that the eastern portion of the site be designated for a new center.

In a February 2003 Study Session with the BCC – staff recommended demolishing the tennis courts (due to disrepair and low use), conditioned on the funds and plans being available (and approved) to construct the new center. In addition, staff recommended all planning, permitting, fund raising and costs be the responsibility of the HWC.

HWC applied for a County Conditional Use Permit in 2006, and received approval in 2007. The proposal was developed wholly by The Club, and anticipated a new 31,500 square foot structure on a vacant portion of the county-owned property.

In 2008, County Parks included \$250,000 in the Parks Capital Improvement Plan, which was anticipated to be included in the 2012-2013 budget, to act as the final source of financing for a proposed new center. Funding could be allocated sooner, subject to approval.

HWC continues to aggressively seek grants, donations and other funding sources for the construction of a new community center. To date, HWC has secured approximately \$1.5 million in grants and pledges for the construction of the estimated \$2 million project.

Completed: Site Analysis & Feasibility Study, Structural Assessment and Environmental Site Assessments (\$23,785).

County and HWC developed a non-binding Memorandum of Understanding to clarify expectations, roles and responsibilities as the project moves forward.

Dorman Center had to be closed in late 2012 due to significant structural concerns. Existing users were able to relocate in the area.

FINANCIAL IMPLICATIONS (current year and ongoing):

Financial obligation for either Option 1 or Option 2 below remains the same for County Parks. \$25,000 has been allocated by the County Parks Advisory Board as available to fund the RFP / Design/Bid/Build process with the remaining amount of approximately \$200,000 allocated to construction. As noted above, approximately \$23,800 of the original \$250,000 has been expended for environmental assessment and structural/ site analysis.

LEGAL/POLICY REQUIREMENTS:

The project is considered to be a public improvement under ORS 279C due to the level of public involvement in the project. The public involvement is measured based on the amount of public funds involved and/or amount of square feet to be used by the public agency. In this case the area to be used by the library function is anticipated to occupy 25% square feet of the final project. This determination results in the need to meet the solicitation and contract requirements of a public improvement under ORS 279C. The following approaches describe some options for the Boards consideration.

PUBLIC/GOVERNMENTAL PARTICIPATION:

The amount of public/governmental participation will be determined by the preferred option chosen by the BCC.

OPTIONS:

Option 1: County is responsible for the contract and the management of the project. (A) and (B) provides two ways in which this could be achieved.

(A) The County takes the lead in the project and conducts a traditional design, bid, build process as the project delivery model. This would require that the County take responsibility for the acquisition of the design element as well as the construction element of the project as two distinct processes.

(B) Optionally the County could seek an exemption to use alternative contracting method to deliver the project. Given the circumstances, the appropriate project delivery model would be Design/Build (D/B) process. In this approach the design and the construction of the project is performed by a single entity and procured as single contract. The successful contractor provides a Guaranteed Maximum Price for the project and is responsible for all elements required for the completion of the project.

Both of these approaches would require that the County be responsible for the contract and the management of the project.

Option 2:

A second approach would be to exempt the project and allow the Hoodland Women's Club to be responsible for the project's contract and procurement process. This would be done in a manner similar to the previous delivery model (D/B) with the difference being the party responsible for the work.

This approach places the responsibility and control of the project in the hands of the Hoodland Women's Club. They would be responsible for the project decisions as to design, means and methods of construction, acceptance of the work and for the project cost.

The County would be required seek an exemption to use an alternative contracting method to remain in compliance with ORS 279C.

In both cases where an exemption is necessary, a series of findings would be developed that would allow the Board, acting as the Local Contract Review Board, to exempt the project from the traditional design/bid/build process and allow the use of an alternative contracting method to contract for the public improvement.

The findings will describe the alternative contracting method to be employed and explain the process for solicitation, evaluation and award contract in compliance with ORS 279C. The public will be notified of the draft findings via a statewide advertisement and a subsequent Public Hearing to seek comment. Upon approval of the findings a Request for Proposals will be developed in compliance with the adopted findings and the project advertised in a statewide trade publication.

RECOMMENDATION:

Staff recommends the BCC provide continued support for the project and considers Option 2 as the favorable alternative for this project. This option will place the responsibility for the project with the Hoodland Women's Club and address the requirements of ORS 279C.

ATTACHMENTS:

March 18 memo to Laurel Butman -3/19 Issues Update and Project Timeline
Hoodland Community Center Fact Sheet
Hoodland Women's Club Accomplishments and Fundraising Report



Rick Gruen
County Parks and Forests Manager

BUSINESS AND COMMUNITY SERVICES

Development Services Building
150 Beaver Creek Road Oregon City, OR 97045

MEMORANDUM

Date: March 18, 2013
To: Laurel Butman, Deputy County Administrator
From: Rick Gruen, Manager, Clackamas County Parks & Forest
Re: 3/19 Issues Update – Hoodland Community Center

Laurel,

As you are aware, Clackamas County Parks is the lead department for the County on the development and oversight of a new Hoodland Community Center. In preparation for updating the Commissioners on the history and status of the Center at the March 19 Issues meeting, I am forward two documents prepared by the Hoodland Women's Club Project Management Team:

1. Attachment 1 – Hoodland Community Center highlights of intended use and accomplishments
2. Attachment 2 – History

With the fund raising progress made and substantiated by the Hoodland Women's Club, County Parks is ready to support their effort to develop and secure an RFP for the design/build needs of the new Center with the assistance of Lane Miller, County Purchasing Manager. It is our goal that the Hoodland Women's Club will solicit the RFP with oversight by County Parks to ensure compliance with ORS279.

The Parks Advisory Board supported a Memorandum of Understanding between the County (County Parks) and the Hoodland Women's Club, dated September 6, 2012. Section 4.6, authorizes up to \$25,000 of the \$250,000 Park Trust Fund allocation (now down to \$230,000) for completion of a detailed RFP. Please note that \$20,000 has already been authorized and expended for a structural site and environmental assessment. The MOU further recognizes that if all the authorized preliminary work is funded and expended, the remaining amount of County Park Trust Funds to support actual construction could be as low as \$200,000.

Following our briefing at the March 19 issues meeting, should the BCC continue to support the Hoodland Community Center Project, County Parks will be establishing the following benchmarks and timelines:

- April, 2013 – Study Session with Board of County Commissioners
 - i. Confirm Hoodland Women's Club target funding raising goal of \$1.8 million is met
 - ii. Review RFP options to consider for design/build
- May, 2013 – RFP Findings
 - i. Review/confirm findings from Purchasing Manager for exemption to use alternative procurement process
- June, 2013 – Public Hearing – 14 day notice requirement
- June, 2013 – Release RFP if approved at Public Hearing.

Please let me know if you have any questions or require additional information.

Regards,

Rick

Hoodland Community Center

The new Community Center will provide efficient, suitable space for the following:

- Mental health services
- A domestic violence outreach from Clackamas County Women's Services
- A redesigned library for the entire community
- Expanded space for the Senior Center, including space to store wheelchairs, walkers, etc.
- Designation by the Red Cross as an Emergency Shelter
- Dividable spaces for families and groups to hold meetings, events and fundraisers
Community College classes
- After school programs, art classes, yoga, exercise and TOPS programs, family reunions, weddings and community events
- Individuals seeking low-rent, efficient office space
- County employees to utilize as satellite offices

The Center will also have a commercial kitchen and an outside patio and gazebo for barbeques and outdoor parties. A farmer's market will join the Community Garden upon completion of the project.

Accomplishments to date:

1. A project budget and timeline for the project were created.
2. A program statement has been written.
3. The Women's Club has been issued a Conditional Use Permit and approval by ODOT.
4. An agreement by the County to lease the land to the Women's Club on a long-term lease at no charge has been reached.
5. This project will be a design/build project. The RFP will be written to be "not to exceed" and with specific guidelines.
6. As stated in the MOU with Clackamas County Parks and Forests, HWC and SOJ will partner on the project.
7. Site study and building analysis were conducted by HHH and SEA.
8. Level 1 environmental study was conducted.
9. Design standards have been established.
10. A Business Plan has been written with sustainable operational budget.

To date almost \$1.5 million of the \$2 million cost of the new building has been raised.

The Women's Club hopes to have 85% of the funding needed by the end of 2013. Preparing the RFP will begin in Q213, and it will go out when that milestone is reached. Depending on the type of construction chosen, the project will take between 120 days and 9 months to complete. Groundbreaking will be weather dependent.

Hoodland Community Center

The mission statement of the Hoodland Women's Club (HWC) is: "Helping the Whole Community by providing assistance to members and families of the Hoodland community through community-benefit projects and fundraising events." The Hoodland Women's Club (HWC) was founded in 1964 as a service and hiking club. As the hiking component faded, the club focused on service to the community and in 2004 received a 501(c)(3) designation. While the Women's Club initial intent was to support local families as the timber industry went through tough times, today HWC has become the organization that ties a vast geographic area together and is often the first place families, schools, and other organizations look to for support and assistance.

The Women's Club is the go-to organization for people in need in the Hoodland area, donating two scholarships annually to local high school graduates, donating to Hoodland Fire, CASA, clothing to local schools, providing assistance to families with medical needs, cleaning a county road, providing financial support for the Community Bus, the Community Gardens, Mt. Hood Cultural Center and Museum, and providing financial assistance to local families in need through its fundraising efforts.

Until recently, HWC subsidized utilities for the Dorman Center once functioned as a community center, but had, in the last decade or so, housed a pre-school, childcare, Neighborhood Missions Food Closet and Senior Center office. The utilities were \$16,500 per year and rents taken in were only \$13,000, causing the Women's Club to dip into their funds for the benefit of the community to make up the shortfall. The county closed the building in September 2012 following a structural analysis that highlighted repairs that were needed and that were not in the County's budget. Therefore the Women's Club will build a new, efficient Community Center that will suit the needs of the community they serve.

Health and welfare outreach programs are largely non-existent in Hoodland. The Library is in a dark corner of a strip mall next to the liquor store and the Senior Center doesn't have room for the wheelchairs and walkers that they loan to members of the community. There isn't a suitable place for community college classes, or affordable space for weddings, meetings, family reunions and after school programs. The serious flooding in the winter of 2011 highlighted the need for an emergency shelter. The Red Cross will designate the building as a shelter upon completion.

The Hoodland area consists of unincorporated communities along Oregon's Highway 26 corridor from Alder Creek to Government Camp. The population, per the 2000 census, is 5,736, 92% Caucasian and 4.3% Hispanic. 77% of the 2000 population was over the age of 18 and the retirement population in the area almost doubled between 1990 and 2000. The median household income in 2000 was \$50,942 and the unemployment rate was 6.7%. These numbers have changed due to the recent recession as illustrated by the increased number of children participating in the free and reduced lunch plan. In 1998 the Welches Elementary School's free and reduced lunch count was 32%, it has risen to almost 60% today. Due to these economic circumstances, the Hoodland community is not able to support building a new Community Center through a local bond issue and so the Hoodland Women's Club has taken on the task of funding the project through donations, grants from private foundations, fundraisers and events.

The new Community Center will provide efficient, suitable space for the following:

- Mental health services
- A domestic violence outreach from Clackamas County Women's Services

- A redesigned library for the entire community
- Expanded space for the Senior Center, including space to store wheelchairs, walkers, etc.
- Designation by the Red Cross as an Emergency Shelter
- Dividable spaces for families and groups to hold meetings, events and fundraisers
Community College classes
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- Individuals seeking low-rent, efficient office space
- County employees to utilize as satellite offices

The Center will also have a commercial kitchen and an outside patio and gazebo for barbeques and outdoor parties. A farmer's market will join the Community Garden upon completion of the project.

The Board of Directors of the Women's Club is comprised of a group of dynamic women with experience in a variety of fields. A former School District Superintendent, a librarian, former construction company owner, legal secretary and schoolteacher have headed the new community center steering committee. With a \$20,000 technical grant from the Meyer Memorial Trust, the Women's Club hired Shiels Obletz Johnson (SOJ) a professional construction project management firm located in Portland, and for the last 18 months, working with Clackamas County Parks and Forests (CCP&F), owner of the land the building will be erected on, created the groundwork for the working relationship between CCP&F and the Women's Club. SOJ will continue on in this role through the construction phase of the project.

With help from Shiels Obletz Johnson, a project budget and timeline for the project were created. A program statement was drawn up. The Women's Club has been issued a Conditional Use Permit, approval by ODOT and an agreement by the County to lease the land to the Women's Club on a long-term lease at no charge. This project will be a design/build project, and as stated in the MOU with Clackamas County Parks and Forests, the Women's Club will be the lead for the project in conjunction with Shiels Obletz Johnson.

With the complete support, and sometimes intercession, of the Clackamas County Board of Commissioners the Women's Club has twice had funding released from the Parks Trust to conduct needed testing and analysis of the site and to create the RFP from the Program Statement. A Site Study, Building Analysis and Environmental Studies were conducted. Design standards have been established and they include that the building be "Cascadian" style.

Available upon request are: the project budget that has been drawn up by Shiels Obletz Johnson; the Hoodland Women's Club 2012/2013 operating budget; the Hoodland Women's Club Business Plan and an operating/sustainability plan for the new Center proving sustainability from the day the center opens. It is a conservative plan stating The Hoodland Community Center will not rely on the Hoodland Women's Club for operating support. The plan includes a 17% contingency line item and a 17% major repairs line item acting as a buffer.

Below are funding sources, both committed and projected for the Community Center project:

Meyer Memorial Trust	\$350,000	Committed
Clackamas County Parks and Forests Department	\$250,000	Committed
The Ford Family Foundation	\$250,000	Committed

Sandy/Hoodland Library District	\$200,000	Committed
Hoodland Senior Center	\$100,000	Committed
The Collins Foundation	\$80,000	Committed
Hoodland Women's Club	\$75,000	Committed
Oregon Community Foundation	\$25,000	Committed
Meyer Memorial Trust Technical Grant	\$20,000	Committed
the autzen foundation	\$10,000	Committed
Timberline Lodge	\$7,500	Committed
US Bank	\$1,000	Committed
Clackamas County Bank	\$1,000	Committed
Harold and Ariene Schnitzer CARE Foundation	\$30,000	Pending
H-Corp Skibowl	\$7,500	Pending
Mt. Hood Meadows	\$7,500	Pending

In-Kind Donations \$150,000 Planned

In-kind donations from the community will come in the form of design and labor for construction of the kitchen, landscaping, patio area and gazebo, discounted and/or donated commercial kitchen equipment, barbeques, tables, benches, etc. As part of the bid process contractors will be asked to donate a percentage of their work as in-kind donations to the Community Center project. Gene Grant of Davis Wright Tremaine is performing legal work, Kim Knox of Shiels Obletz Johnson is donating some of her time and the Project Manager is donating hundreds of hours to the project.

To date almost \$1.5 million of the \$2 million cost of the new building has been raised. Ongoing efforts to generate income include a plan to solicit donations from second-home owners in the area, charter member's families of the Hoodland Women's Club, and Portland area residents with an interest in Mount Hood. Next year is the Women's Club 50th Anniversary and a special event is planned to commemorate the anniversary and to raise funding for the Community Center. Wealthy individuals in the area have been identified and personal visits are planned to request support for the Community Center project. Over 200 local donations/pledges have been made with the goal of doubling that number within the next 6 months. The HWC member's participation is 100%.

The Hoodland Women's Club did not initially apply for a grant funded by Community Development Block Grant funds. The Women's Club felt the need to ascertain the viability of the project before federal funding was requested. At this time, with ¾ of the funding raised, we appeal to Clackamas County Community Development to help the Women's Club close the gap in funding so that the new Community Center will become a reality. As there is already an MOU with Clackamas County and given that Shiels Obletz Johnson will act as project manager on the Community Center, the funding would not require creating the extensive framework necessary when utilizing federal funds.

Our goal of \$2 million is within reach. Any funding that CDBG could provide would be greatly appreciated by the entire Hoodland Community that will benefit from the building of the new Hoodland Community Center.

Hoodland Community Center (Hoodland County Park) – Fact Sheet

Dorman Center (aka Hoodland Park Building) – The Hoodland Community Park property has been owned by Clackamas County since the 1950s (acquired through tax foreclosure). The Dorman Center was built in 1965, apparently with local donations and County labor. The center has been operated and partially maintained by The Hoodland Women’s Club since 1976, through renewable (five year) management agreements with the County. Current center occupants include: community senior center, pre-school & children’s daycare, community food bank. The community needs exceed the current building’s capacity (3,829 square feet). The building is energy inefficient, has required extensive and ongoing repairs, and will likely need expensive major structural repairs in the near future.

Current Management Agreement: The current agreement runs from December 31, 2008 through December 31, 2013. The Women’s Club has full responsibility to manage and lease the land, buildings and other improvements located on the park property. All sub-leases are to be reviewed and approved by the County. The Club sets, collects and retains rents to help offset the costs to operate the center. The County is responsible for major repairs and replacements which exceed \$1,000. The Club is responsible for minor repairs (less than \$1,000) and normal maintenance of the building and the grounds, and all utilities. Changes and/or additions to the park must be reviewed and approved by the County. The Club is required to maintain liability insurance. The Club is not charged by the County for the use of the park or buildings.

Clackamas County has historically budgeted \$15,000 for annual maintenance and capital repair/replacement at Hoodland Community Park. Annual expenditures vary, but have averaged over \$14,000 over the past five years. The maintenance budget has been reduced to \$10,000 in the current budget year due to budget cuts. A preliminary assessment of the large timber supports indicates that some deterioration has occurred and that significant work may be needed to assure the long-term structural integrity of the building.

Proposal for a new Community Center:

The Women’s Club determined the need for a more energy efficient and bigger multi-purpose facility in 2002 (utilities bills were periodically exceeding monthly rents). The Club brought the proposal to the PAB in October 2002, which unanimously recommended to the BCC that the eastern portion of the site be designated for a new center. In a February 2003 Study Session with the BCC – staff recommended demolishing the tennis courts (due to disrepair and low use), conditioned on the funds and plans being available (and approved) to construct the new center. In addition, staff recommended that all planning, permitting, fund raising and costs be the responsibility of The Club. The Women’s Club applied for a County Conditional Use Permit in 2006, and received approval in 2007. The proposal was developed wholly by The Club, and anticipated a new 31,500 square foot structure on a vacant portion of the county-owned property.

In 2008, County Parks included \$250,000 in the Parks Capital Improvement Plan, which was anticipated to be included in the 2012-2013 budget, to act as the final source of financing for a proposed new center. Funding could be allocated sooner, subject to approval.

The Women's Club continues to aggressively seek grants, donations and other funding sources for the construction of a new community center.

Next Steps:

County parks staff is seeking community input to assess additional potential uses for the park property (no master plan exists for the site), and to assess options for the existing building and materials.

A structural assessment will be completed to assess the current condition of the building, and the need and cost for major & minor repair work that would be needed to keep the building in good repair. The assessment will also evaluate the feasibility of converting the structure to an open air pavilion, with a cost estimate. Additionally, the assessment will evaluate the feasibility and cost of deconstructing the existing building with the possibility of utilizing some of the salvaged materials in the construction of the new building.

A site analysis will be completed to determine the existing site conditions and possible issues & constraints that need to be considered and addressed as the project moves toward construction. This work will help inform site decisions and cost estimates.