

CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

Policy Session Worksheet

Presentation Date: May 6, 2025 **Approx. Start Time:** 11:00 AM **Approx. Length:** 30 minutes

Presentation Title: Main Street Courthouse RFEI Committee Recommendation

Department: County Administration

Presenters: Nancy Bush, County Operating Officer and Tony Mayernik, Policy Advisor

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

Staff request the Board acknowledge the Main Street Courthouse Request for Expressions of Interest Selection Advisory Committee's recommendation to begin negotiations with Level Development NW, the sole proposer, and schedule an opportunity for public comment on the recommendation at a Business Meeting.

EXECUTIVE SUMMARY:

Clackamas County owns the current county courthouse at 807 Main Street in Oregon City, hereafter referred to as the Main Street Courthouse. In May 2025, court functions will be relocated to the Replacement County Courthouse on the Red Soils Campus, leaving the present building vacant. Facilities Management estimates the costs to maintain the vacant building at \$346,000 per year. In October 2024, an advisory committee recommended that the Board of County Commissioners sell or transfer the Main Street Courthouse to an entity that would fully contribute to the economic vitality of the downtown Oregon City area.

Based on that recommendation, the Board directed staff to solicit proposals under a Request for Expressions of Interest (RFEI). Through the RFEI process, the County sought ideas for the future of the Main Street Courthouse, with an emphasis on finding an entity with the financial capacity and experience to deliver in a timely manner on a proposal that would provide for the preservation of the historic significance of the courthouse and the retention of an open space known as Liberty Plaza. The submission period was open from January to March 2025 and the County received one proposal from Level Development NW. Based on the Board's previous direction, the proposal was reviewed by a selection advisory committee. Attached is a final report on the committee's recommendations and considerations.

The proposal is a redevelopment that would involve demolition of the existing building and construction of a new 5-story mixed-use building that would respect the historical context of its surroundings, with 84 residential units and 1 commercial space, retention of Liberty Plaza (and ultimately dedication to the city), basement-level parking and additional surface-level parking spaces where the existing addition to the courthouse is located.

The selection advisory committee recommended the County begin negotiations with the proposer to advance the project. Additionally, the selection advisory committee encouraged the County to enter into a Disposition & Development Agreement with the proposer or otherwise contractually obligate the proposer to construct the project in a form substantially similar to the proposal, rather than a simple Purchase & Sale Agreement that would terminate the County's interests in the project at closing.

If directed, County staff would begin negotiations with the proposer to prepare agreements that the Board would be asked to approve at future meetings, including a Memorandum of Understanding outlining nonbinding terms and a final binding Disposition & Development Agreement. Although the negotiations are exclusive, the Board is not committed to any binding action until final documents are executed and reserves the right to take any action the Board deems appropriate, including termination of those negotiations.

Additionally, staff would begin working with the State Historic Preservation Office to complete the consultation process on the impact of the project on the historic significance of the site. This process is required by the State of Oregon whenever a public entity proposes to alter any building over 50 years old, and staff would return at a future date with the outcome of that consultation and any required agreements.

County staff have confirmed that Liberty Plaza will remain accessible during the vacancy, subject to maintenance and security needs, with access to power and lighting, and that planned events through the end of 2025 will proceed as scheduled. Additionally, County staff have confirmed that the building maintenance and groundskeeping will continue for as long as the County owns the building, and the County is not intending to erect security fencing around the building unless circumstances dictate. Security measures will be enhanced to monitor the building and County staff will regularly tour the site to ensure graffiti and vandalism are addressed in a timely manner.

FINANCIAL IMPLICATIONS (current year and ongoing):

Is this item in your current budget? ☐ YES ☐ NO N/A

What is the cost? \$0

What is the funding source? N/A

STRATEGIC PLAN ALIGNMENT:

- How does this item align with your Department's Strategic Business Plan goals?

The proposed development would align with the Department's Strategic Business Plan goals through effective management of county facilities and contributing to the accomplishment of the Board's Strategic Priorities.

- How does this item align with the County's Performance Clackamas goals?

The proposed development would align with the Board's Strategic Priorities to Grow a Vibrant Economy and Ensure Safe, Healthy, and Secure Communities. The proposed development would create 84 residential housing units, with some units targeting 80% Area Median Income and some units targeting 80-100% Area Median Income, and a commercial space in the downtown Oregon City area.

LEGAL/POLICY REQUIREMENTS:

ORS Chapter 271 requires that public entities notify the Oregon Department of Transportation when disposing of real property within certain distances of railroad right of way or at-grade crossings. This notification was completed on December 23, 2024, and no railroad companies have expressed interest in the property.

ORS Chapter 358 requires that public entities consult with the State Historic Preservation Office when altering or disposing of real property that is over 50 years old. As this consultation process requires specific discussion of the project to evaluate mitigation proposals, staff would begin this process if directed to proceed.

PUBLIC/GOVERNMENTAL PARTICIPATION:

The RFEI was published on the Clackamas County website, OregonBuys.gov, and in the Daily Journal of Commerce and Business Tribune. Additionally, the RFEI was directly distributed to 180 targeted firms through OregonBuys.gov based on the preferences indicated by those firms to receive specific bid solicitations. The RFEI was also shared with local business associations for further distribution to their members and networks.

On April 8, 2025, the Board of County Commissioners held a joint meeting with the City of Oregon City Commission to discuss the Oregon City Commission's questions and concerns about the Main Street Courthouse. During that meeting, the Oregon City Commission identified specific concerns about the availability of Liberty Plaza and the County's maintenance and security of the building prior to any disposition. Generally, the Oregon City Commission expressed a desire to retain the current building, though most commissioners expressed a willingness to explore alternatives that met the objective of providing economic vitality to the downtown Oregon City area. Both the Board of County Commissioners and the Oregon City Commission recognized that the preservation of the current building would require significant public investment to upgrade seismic stability and modernize major systems such as HVAC, electrical, and plumbing.

The Selection Advisory Committee, composed of representatives from the City of Oregon City, Downtown Oregon City Alliance, Oregon City Chamber of Commerce, Oregon City Business Alliance, the Two Rivers Neighborhood Association and Clackamas County, met on April 14, 2025 to review the submissions received under the RFEI. As only one submission was received, the committee's discussion was limited to whether the proposal met the criteria identified in the RFEI and whether to recommend the Board of County Commissioners proceed to negotiations with the proposer. The committee also evaluated whether the transaction should be conditioned on any particular criteria.

OPTIONS:

1. Acknowledge the selection advisory committee's recommendation and direct staff to schedule an opportunity for public comment on the recommendation at a Business Meeting.
2. Accept the selection advisory committee's recommendation and direct staff to begin negotiations with the proposer, Level Development NW.
3. Not accept the selection advisory committee's recommendation and direct staff to pursue an alternative course of action.

RECOMMENDATION:

Staff recommends Option 1: Acknowledge the selection advisory committee's recommendation and direct staff to schedule an opportunity for public comment on the recommendation at a Business Meeting.

ATTACHMENTS:

1. Main Street Courthouse Request for Expressions of Interest Advisory Committee Recommendation and Considerations
2. Level Development NW Proposal

SUBMITTED BY:

Division Director/Head Approval _____

Department Director/Head Approval _____

County Administrator Approval _____

For information on this issue or copies of attachments, please contact Tony Mayernik @ 503-742-5920



Recommendation and Considerations

Main Street Courthouse RFEI Selection Advisory Committee

April 14, 2025

Background

Committee Charge

The Main Street Courthouse Request for Expressions of Interest (RFEI) Selection Advisory Committee was formed in April 2025 to evaluate the proposals received under the RFEI and make a recommendation to the Board of County Commissioners.

Committee Composition

To ensure that the recommendations reflected the views of the downtown Oregon City area, the advisory committee included members from the Oregon City Chamber of Commerce, the Downtown Oregon City Association, the Oregon City Business Alliance, the City of Oregon City, and city and county Economic Development staff.

We would like to thank the members for their participation:

Juliana Allen, Downtown Oregon City Alliance
Victoria Meinig, Oregon City Chamber of Commerce
Jeff Shaffer, Oregon City Business Alliance
James Graham, City of Oregon City
Laura Edmonds, Clackamas County
Nancy Bush, Clackamas County
Daniel Robertson, Clackamas County
Ron Wierenga, Water Environment Services
Chery Bell, Clackamas County
Katie Rott, Two Rivers Neighborhood Association

Executive Summary

The Selection Advisory Committee met on April 14, 2025, to consider the proposals received through the RFEI. In advance of the meeting, members were asked to review the RFEI documents and the one proposal received. Discussion largely centered around the proposals alignment with the criteria laid out in the RFEI, with some discussion about the mechanics of implementing the development if the County were to move forward. In general, committee members felt that the proposal addressed the RFEI and met the desires of their various stakeholder groups for a redevelopment of the courthouse parcel.

For context, the proposal is a redevelopment of the parcel that would involve demolition of the existing courthouse building and construction of a new 5-story mixed-use building that would respect the historical context of its surroundings, with 84 residential units and 1 commercial space, retention of Liberty Plaza (and ultimately dedication to the city), basement-level parking and additional surface-level parking spaces where the existing addition to the courthouse is located.

Financial Capacity to Acquire the Property and Implement the Proposal

While the proposal necessarily lacks the detail of a proforma, the proposer does respond to this item outlining their experience assembling development funding. As proposed, the building will cost approximately \$26MM to construct, with \$9.3MM coming through private investment and the balance through traditional construction lending. No public funding would be required, beyond potential grants to fund improvements to Liberty Plaza. Indirectly, the public investment in this development will be through the Opportunity Zone federal tax abatement for qualified investors and the Vertical Housing Development Zone that abates a portion of property taxes for residential floors above a qualifying ground floor.

While the proposer has only secured an initial \$3.1MM investment to fund the predevelopment work, their proposal indicates a successful history of assembling funding packages like the one proposed. Obtaining further investment would be predicated on negotiation of terms for a disposition of the property that the proposer could take to potential investors and traditional lending entities to secure the balance of the required investment.

Agency and Management Experience Delivering Similar Proposals

The lead agency, Level Development NW, has a long history of projects similar to the proposal and has worked with many of the cooperating entities on similar projects. The proposed architect, Ankrom Moisan, has worked in the space since 1983, and the proposed contractor, Lease Crutcher Lewis, was founded in 1886. The named principals for each entity have 15+ years of experience in this arena. Assuming that the core team remains the same throughout the construction period, the committee believes that this team and these agencies have the experience required to deliver the proposal.

Contribution to the Economic Vitality of the Downtown Oregon City Area

This factor has been identified as throughline in conversations with all interested parties, from the City of Oregon City to the Downtown Oregon City Association. The proposal would deliver a mix of residential housing needed from studio to two-bedroom apartments in an area of the city that is sorely lacking any housing. With a target rental rate of 80-100% Area Median Income, the demographics of the building would ideally consist of a community that is interested in and capable of engaging with the downtown Oregon City area as an area to live, work, and play. The proposed development would have limited on-site amenities to encourage residents to engage with the city.

Another area of concern for the downtown Oregon City area is the lack of parking. While relocation of the courthouse will reduce demand for parking (and ideally the reduced demand will encourage people who currently bypass Oregon City due to lack of parking to reconsider), the proposer recognizes that providing zero parking as allowed would not meet the needs of the community. The proposed parking mix would provide 45+ spaces for residential parking and the balance for public parking, both in the surface-level lot on 9th Street and the conversion of the currently reserved parking on 8th Street to public parking.

Additionally, the proposal offers improvements to Liberty Plaza and potential dedication of the plaza and a number of surface lot parking spaces to Oregon City, which would only serve to enhance programming such as the First City Celebration and events like the annual tree lighting and holiday celebrations.

Preservation of the Historical Significance of the Building and its Environs

Another throughline in all conversations that committee members had is the recognition of the historical significance of the Main Street Courthouse. The building was constructed in 1935-1937 through a Works Progress Administration program, with significant use of local materials in the construction, and represents a good example of the Art Deco style. There have been two major renovations over the years, adding an additional floor and constructing an addition that provided an extra courtroom and inmate detention facilities, and a number of minor renovations over the years as interior spaces have been reconfigured to meet the needs of the occupants.

In an ideal world, the committee would prefer to see the building rehabilitated, however, the committee notes that no other entities have approached the county about this property. It is the committee's understanding that this would require significant public investment and would result in additional delays and extended vacancy of the building, which would harm the economic vitality of the downtown Oregon City area. While the idea of reusing a portion of the existing building or a reconstruction within the existing façade has been floated, the committee notes that the construction of the building would not easily lend itself to such efforts.

The property is considered to be historically significant, with eligibility for the National Register of Historic Places, and this project would be considered to have an adverse effect on the property, as defined by the State Historic Preservation Office. The committee anticipates that the State Historic Preservation Office will expect some mitigation to address the impact, and County staff would work with the proposer to finalize the mitigation plan.

To address the impact, the proposal seeks to retain a number of architectural features from the current building for re-use in the new building and Liberty Plaza, including the oak exterior doors, bronze trim work, carvings and figures from the exterior of the building, and decorative details such as the brickwork patterns that separate the floors.

Retention Of the Portion of the Site Known as Liberty Plaza

The proposer and the committee recognize the importance of Liberty Plaza to the downtown area, and the current proposal would at least retain, if not improve, the plaza in its present size with an expansion to the west with the shifting of the building footprint. Assuming there is interest from the City of Oregon City, the project team would pursue grant funding opportunities for improvements to the plaza in consultation with the Oregon City Parks and Recreation Advisory committee, and ultimately, dedicate the plaza to Oregon City. In concert with this effort, the project team would consider including a number of surface-level parking spaces in the lot line adjustment for the city to manage as public parking in return for credit toward required System Development Charges.

Almost as important as retention is access, and as proposed, the plaza would only be inaccessible in January/February 2026, when there are no events traditionally scheduled, and any grant-funded improvements would occur during months when there are no events scheduled to minimize impact. The improvements would provide additional shade and seating currently lacking in the space, and no matter what, a marker would be constructed in the plaza to memorialize the historic significance of the courthouse.

Project Timelines and Anticipated Opening Date

The proposer offers a rapid timeline, with negotiations and due diligence that would target a closing date of January 1, 2026, followed by demolition and abatement of the existing building and its hazardous materials by March 2026. Concurrently and following this effort, the proposer would work to design the building and with Oregon City to obtain entitlements and permitting required for construction, with construction starting in May 2027 and ideally completed by September 2028. This timeline could change, but the timeframes seem reasonable, and the proposer has worked with Oregon City in the past.

Recommendation

The committee recommends that the Board enter into negotiations with the proposer.

Considerations

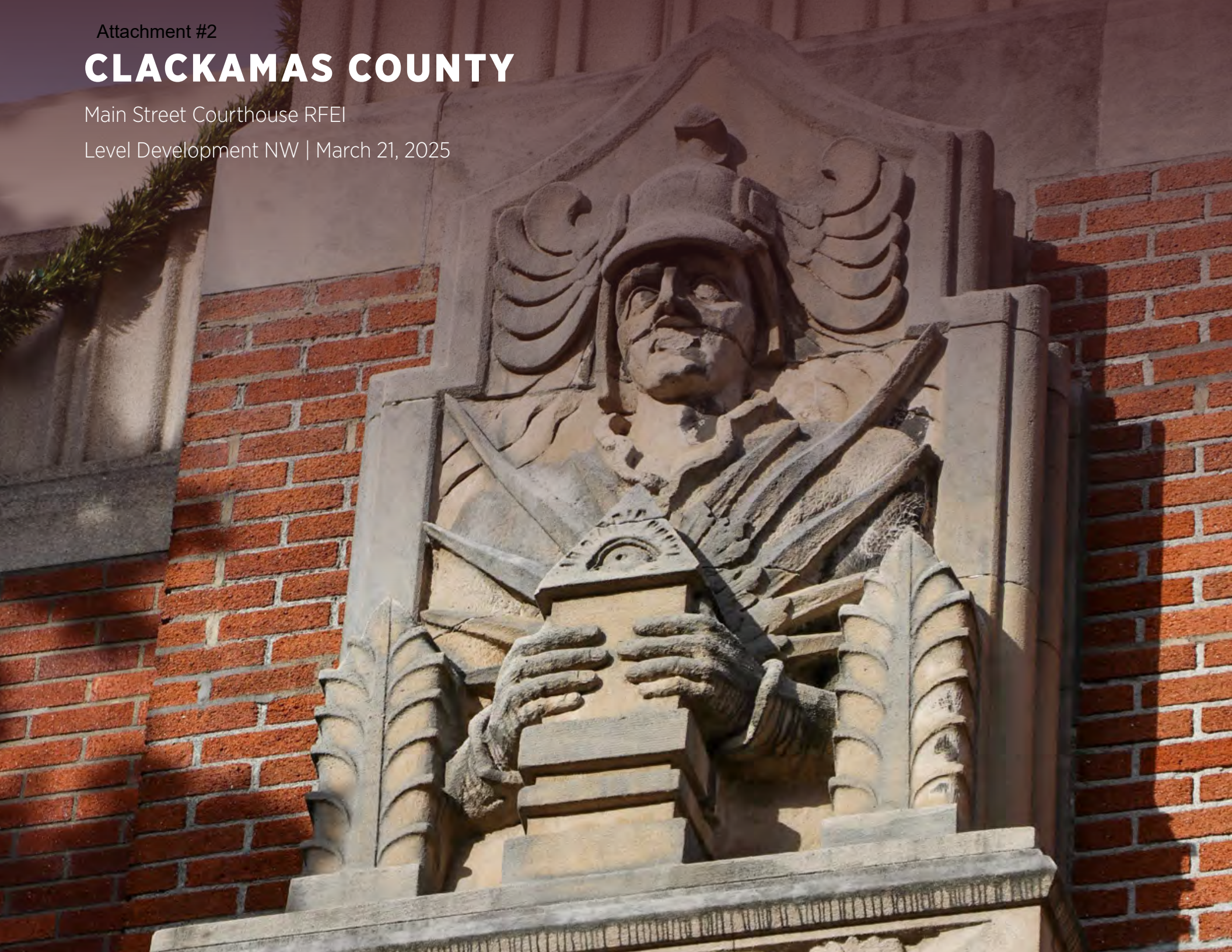
The committee raised a concern around ensuring that the proposer completes the project in a form substantially similar to the proposal on a reasonable timeline. Members of the committee noted that the principals are heavily involved in the community and that substantial deviation or delay would likely lead to issues of credibility and other indirect effects, and a substantially modified or incomplete project would have significant impact to the downtown Oregon City area. The committee encourages the county to enter into a Disposition and Development Agreement with the proposer or otherwise contractually obligate the proposer to complete the development in a form substantially similar to the proposal in a manner that retains the county's control over the parcel if the proposer defaults on their obligations.

Attachment #2

CLACKAMAS COUNTY

Main Street Courthouse RFEI

Level Development NW | March 21, 2025



1. COVER LETTER

Commissioners, Staff Members, Selection Advisory Committee,

Level Development NW is excited to have this opportunity to provide a response to the Request for Expressions of Interest (RFEI) for the Clackamas County Main Street Courthouse.

Our passion for Oregon City was ignited five years ago while working on the Rossman Landfill site. Having led that team through a unanimous Planning Commission approval with no appeals, we are intimately knowledgeable with the Mixed-Use Downtown zoning and the challenges which will be evident during the entitlement process. Having volunteered hundreds of hours these past few years and joined the Boards of various non-profits, we have come to appreciate the uniqueness which is Oregon City. Through coordinating discussions with Liz Hannum, Ex-Director of DOCA, and Mike Mitchell, City Commissioner, with local developers who focus on historical building renovation, it became clear that this building cannot be saved without tremendous public funding, and even then, would not provide the functions which the downtown businesses need to continue to flourish. We submit this proposal with some trepidation as we have built friendships and relationships in Oregon City which include a tremendous burden to get this development “right”. However, we believe the County will be hard pressed to find a team who will be more committed to making this development a success for downtown Oregon City.



PHOTO FROM CITY OF OREGON CITY

Level Development NW was founded to assist municipalities with mixed-use, multifamily, urban infill developments in city cores. The two founders have over fifty years of experience in the design, construction, and development fields with the last decade focused solely on this product type in the Portland Metro. For this endeavor we have assembled an outstanding team of local firms, and not just firms but specific individuals, who have worked together to produce quality products in town centers including historic overlays. Currently this team is scheduled to break ground in April in Gresham on one of their first Downtown Transit Mid-Rise projects at the north end of the historic downtown, and this summer on Wilsonville's first new development within their Town Center Plan. We leverage vertical housing development zones (VHDZ) with opportunity zones (OZ) to produce quality product with no public funding requirement. With the OZ component, we have assembled a group of investors committed to at least ten year holds which allow us to focus on quality and durability.

1. COVER LETTER

We will expand on our concept later in this proposal, and the education and process which led us to this plan, but succinctly stated our **proposed development** brings housing to a downtown core which has none. Though the State has removed parking requirements for this site for housing through Climate Friendly and Equitable Communities (CFEC), we are aware of the perceived parking challenges and will provide structured parking as well as potentially, additional public parking. We will provide an expanded, improved Liberty Plaza to continue to be the gathering place in downtown while minimizing any impact to the use of it during construction. And adjacent to this plaza, we will provide new, boutique retail vendors whose goods augment the use of the plaza and fill service voids which currently exist downtown.

In addressing our **management experience**, we are not your typical developer who comes from the financial sector and whose entire business plan is represented by an economic proforma. One founder is from the construction industry, the other from design. We have managed every facet of development from back of napkin concept, to purchase agreement negotiation, through due diligence, entitlements, permitting, equity and debt raising, construction execution, tenant procurement, and long term management of the asset. We do not self-perform construction nor property management, bringing in specific partners based on the type and location of asset developed. We know that the success of any development endeavor is achieved through assembling the best possible group of individuals that can achieve something collectively that cannot be accomplished through their individual efforts. At the end of this proposal, you will find our resumes and project experience which reinforces these statements.

The **acquisition overview** is very straight forward. We detail the steps in our baseline schedule, but the County has an asset which is no longer of use and has a significant maintenance burn rate. The City needs an economic driver, as quickly as possible, at the center of historic downtown. We would propose either a Purchase and Sale Agreement (PSA), or, if the County wants additional guarantees around the final product produced, a Disposition and Development Agreement (DDA), with purchase or control of property occurring on or about January 1, 2026. We would ask that the County fulfill its legal obligation under ORS Chapter 271 and work with us and the State Historic Preservation Office (SHPO) to identify components to save and reuse either on the new building or in the expanded plaza, and, consider writing letters of recommendation should we pursue Main Street or Metro grants for the improvements to the plaza.

Thank you for reviewing this response which highlights our sincere interest. We look forward to your feedback and the invitation to meet in person to address any questions or comments you may have. We hope to have the opportunity to support this community.



Jenny Jenkins
Co-founder/Partner



Seth Henderson PMP, CCM, LEED AP
Co-founder/Partner

2. PROPOSAL

We believe it is important to detail the process which we have executed since this RFEI was issued, to provide a foundation as to what vision we are proposing and the reasons why.

Reports. Though not the first time we have reviewed these reports as we worked with Downtown Oregon City Association (DOCA) on a planning grant which ultimately was not submitted without the County's signature, we reviewed each of the reports (Appraisal, MEP, Geotech, Seismic) provided as well as others which were publicly available (Risk Assessment, Foundation Investigation, etc.). We met with Brett Shipton, now with Columbia West and working on our Gresham project, to review GeoDesign's geotechnical study and understand the risks of this site.

- *Interesting fact, geotechnical engineers are now designing for a 50% chance of a "significant event" in the next fifty years from the Cascadia Subduction Zone, in which case all the unreinforced masonry buildings which do not slide into the river will be historic piles of brick.*

Studies. We reviewed the studies and plans identified on pages 7 and 8 of the RFEI, many which we have previously reviewed or participated in. A few relevant excerpts:

- *City of Oregon City, 2021-2041 Housing Needs analysis. "However, about 20% of Oregon City's housing stock is multifamily (including duplexes, triplexes and quadplexes), compared to 32% of the housing in the Portland Region. The comparatively small share of multifamily units may constrain opportunities to rent in Oregon City." "Additionally, the City may look for opportunities for redevelopment on underutilized land to address the deficit of high density residential land and limited capacity of mixed use land." "It is interesting to note that Liz Hannum used to rent in Portland and drive back and forth every day because there was no new, efficient, affordable apartments in Oregon City, and this continues to be an issue for employers and employees of downtown businesses.*
- *Oregon City Downtown Community Plan, 1999. "The Historic Downtown District contains the majority of significant historic buildings within the*

study area. This district covers a two block wide area extending from 5th Street to about 10th Street. One key assumption for this district is that the existing buildings in this district would be enhanced, rehabilitated and reused. Pedestrian-oriented retail uses will be focused in this district, with opportunities for office and housing development on upper floors. Any new construction and building improvements will be guided by a set of historic design guidelines. The Willamette River frontage is designated park space, and would be part of a seven-block long river promenade. Parking in the downtown will be provided both in private and public lots or parking structures. A typical building in this district will have three to four stories with many buildings having a mix of uses. Existing uses are "grand fathered," however, new auto-oriented uses will not be permitted."

Twenty-five years later, there continues to be no upper floor housing or any housing at all in downtown, parking continues to be an issue, as well as a lack of variety of pedestrian-oriented retail uses.

In addition, we reviewed the Oregon City 2040 Comprehensive Plan, specifically Chapter 2: Diverse Economy. Our response aligns not only with the identified statewide planning goals but also directly incorporates input from downtown businesses and the broader objectives of the County.



PHOTO FROM CITY OF OREGON CITY

2. PROPOSAL

Surveys.

We reviewed in detail the Spring 2024 survey by DOCA for the downtown.

- The survey of downtown businesses, property owners and property managers elicited (23) responses. They stated that the downtown lacked entertainment, boutique retail and housing.
- The survey of the community received (156) responses. They deemed the assets of downtown as being the elevator, Arch Bridge and restaurants. They saw the vision for the next ten years being focused on the Blue Heron Mill site (tumwata village), enough parking, housing, tourism, and river access.
- *The number of restaurants and tumwata village were both deemed as a strength and risk to the downtown – are there too many restaurants, not enough retail diversification? Will the development of the Blue Heron Mill site augment or pull from the historic downtown businesses?*

State Historic Preservation Office, Intensive Level Survey. Reviewed specifically to identify the historical elements which could be reused in the new building or in the expanded plaza.

- We hope the plaque to William Simon U'Ren has been relocated by the County as it is no longer present on the front boulder.

Site and Building Dimensioning. As scaled drawings were not available, laser shot and measured dimensions of building to confirm site size, height, footprint, etc.

- As the entrance off Main Street is raised, the parapet is actually 43' from curb grade, or the current office building is the height of a four-story residential building.
- The measurement from the sheer drop to the river from the NE corner of the building is all of 46". That entire edge needs to be

geotechnically supported regardless of the future use of this site. We were told by the Busch family that there used to be parking for six police cars behind the building which has eroded away.

Meetings. To vet our assumptions and receive community input, we initiated the following interactions:

- February 18th, presented the County's RFEI to the Two Rivers Neighborhood Association at their monthly meeting so they were aware of this process within their NA boundaries. Approximately (20) individuals attended the two hour discussion to voice their thoughts on what should be on the site.
- February 26th, discussion with Oregon City Garbage/B&B Leasing about current operations, size of trash room, type of bins required, etc. to design the first floor back of house spaces.
- March 11th, met with City Planning to discuss specific requirements for this site under MUD and the related overlays, SDCs for proforma input, etc.
- March 14th, we presented our site concept to downtown businesses, including The Verdict, Nebbiolo, Watershed, and Busch Home Furnishings—all adjacent to the courthouse—and incorporated their feedback into our final proposal.

a. Concept for ownership and operations of the Site, including the desired financing structure for acquisition.

As is typical of development, we would establish a project specific limited liability company with Level Development NW as the Manager and the investors as Members. We would be open to either a PSA or DDA as detailed in the cover letter. We believe this question may be structured based on the new courthouse, but the operation of the site would be by a 3rd party property manager we hire, and the acquisition would be a fee simple purchase under either contractual structure.

2. PROPOSAL

Proposed Concept

Our preliminary site design proposes a 5-story multi-use building to maximize the available density, bring economic value to the City, and create a strong urban corner. The goal is to bring people, activity and vitality to the historic downtown core, strengthen Liberty Plaza, and support the existing downtown businesses.

The building's architecture will respect the historical context of downtown Oregon City. The ground-floor provides retail and residential common space as active storefront at the corner of Main St., 8th and adjacent to Liberty Plaza. Upper floors are composed of a simple double loaded corridor to open up views from Downtown to the River while enlarging Liberty Plaza. Off street parking is provided in a lower level garage accessed off of 8th St while the existing surface parking lot is maintained and expanded to serve downtown businesses, visitors and civic functions.

See page 9 for Liberty Plaza design concepts.

Proposed Program

- Total Gross sf = 83,000 sf
- Ground Floor Retail at Plaza = 2,600 sf
- Proposed Residential = 50,000 sf
- Off-street Parking = 75 stalls
- 84 Total Units

	Studios (47%)
	1BR (47%)
	2BR (6%)
	Retail
	BOH
	Residential Common

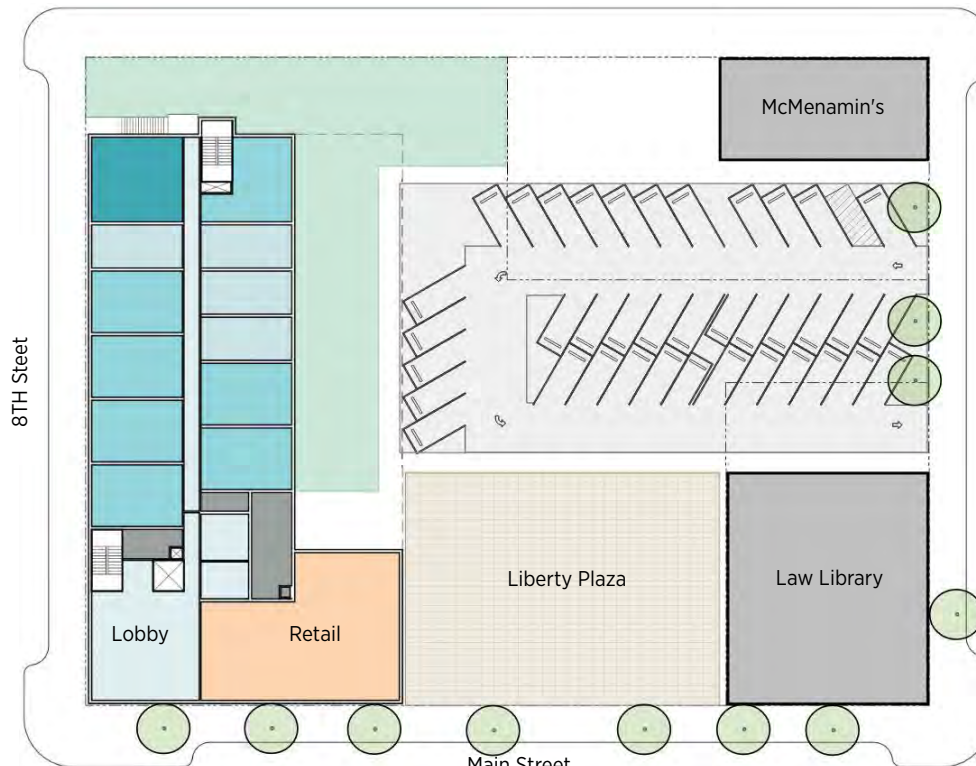
Vitality, Activity, Pedestrian Friendly, Prosperity



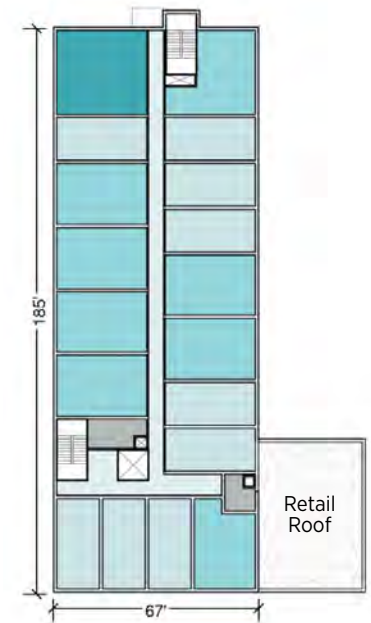
McLoughlin Blvd.



Lower Level Floor Plan



Site Plan/Level 1 Floor Plan



Level 2-5 Floor Plan

2. PROPOSAL: MEETING THE COUNTY GOALS

In reviewing the RFEI, it appears that the County goals tie back to the listed six Selection Criteria. “Ultimately, the County seeks a qualified, professional development team demonstrating capacity in staffing, knowledge, and experience to deliver a project best fulfilling the County’s goals as expressed in the selection criteria below.”

1. Financial capacity to acquire the property and implement the proposal.

This would be the sixteenth development in the last decade that the founders of Level Development NW would engage in the Portland Metro. The projects completed have provided just short of 1,300 residential units, 1.2M GSF, and over \$500M in value.

As the market currently supports a 60% loan-to-cost (LTC), both the Wilsonville and Gresham projects represented a roughly \$34M endeavor each, or a private investment of over \$27M dollars collectively. These funds were successfully raised by finding high wealth individuals with capital gains requiring deferment. These same individuals are willing to take a lower investor rate of return (IRR) by extending the holding period which ultimately increases the equity multiple. OZ also allows the cost basis to equal the sale price which allows for depreciation offset of operational gains while limiting taxable gains at sale.

For this economic analysis, we see the banks equalizing back to a 65% LTC risk level, or a required private investment in the range of \$9.3M. For the pre-development period from award to construction debt closing, we estimate a required \$3.1M private investment which has been secured. Should we be awarded this project, upon confirmation of terms, we would generate an Offering Memorandum which would go out to our investor pool to raise the remaining \$6.2M as is typical of any development process.

2. Agency and management experience delivering similar proposals.

The developer, architect, and general contractor, collectively and individually, all have extensive experience with this product type and projects of this scale. Please see Part 5 of this RFEI.



PHOTO FROM CITY OF OREGON CITY

2. PROPOSAL: MEETING THE COUNTY GOALS

3. The proposal's contribution to the economic vitality of the downtown Oregon City area.

As indicated through the community surveys and discussions around this site, we understand that parking, boutique retail, and housing are all priorities which led us to our proposed program.

For housing, we looked at the current inventory for Oregon City. The community is heavy on two and three bedroom units, so we focused the unit mix on studio and one bedroom. We also looked at providing efficient units in terms of size to keep the monthly rents low. We would consider these units workforce housing, or market rate shooting for the 80% MFI. Our proforma currently anticipates the studios and standard one bedrooms at or below 80% MFI, with the two bedrooms and larger one bedrooms between 80% and 100% MFI. When thinking about a vibrant, active downtown, it is essential to have residents who have disposable income and who are going to get out of their units to engage the local businesses. We purposefully limited the amenity in the building to motivate the residents to get out and explore what the downtown has to offer. At an estimate of 1.5 potential customers per unit, the proposed (84) units would bring (126) shoppers to the downtown businesses every day.

When considering access to businesses, parking is the first issue which is discussed. Though no parking is required per CFEC, we are proposing highly expensive, structured parking when considering the rents supported. We are adding (48) stalls sub-grade and another (9) at grade. If the City chose to purchase the existing surface lot, that is another potential (22) public stalls not including those along 8th Street which would also become public after the project's infrastructure improvements. The downtown businesses

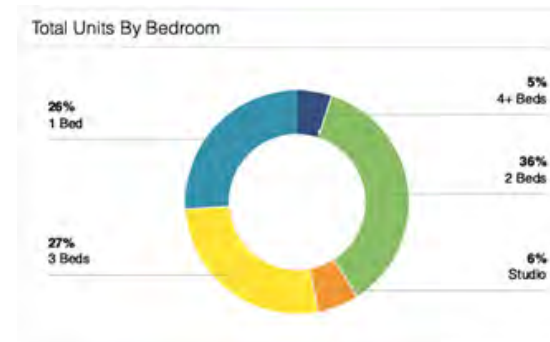
report as much as 70% of their revenue is generated from people outside Oregon City, and the biggest reason why residents state they do not shop downtown is the scarcity of parking.

During the Rossman Landfill pursuit, we did a detailed analysis of what retail was missing in the downtown which we would propose for a new site. In comparison, prior to the Watershed Café & Bistro opening, the last three, new businesses were a liquor store, a gun store, and addiction recovery – quite a combination for a historic downtown. What about an ice cream parlor on the plaza? What about somewhere to get a quick lunch so you don't have to travel to Corner 14, or somewhere to grab a soda without having to go to the liquor store? We would work with the downtown businesses to curate specific retail which does not compete, but leads to people spending more time, and dollars downtown.

Vertical housing density provides the highest assessed value per sf of land. With the millage rate today at \$1.8171 per \$100 of assessed value, depending on final assessed value, you are in the \$300K per year property tax range.

This project contributes to the economic vitality of downtown Oregon City by, first and foremost, creating housing where none exists. By adding market-rate housing at a reasonable price point, it attracts potential customers. By providing parking, it accommodates additional visitors. By introducing much-needed retail, it encourages people to spend more time and money downtown. By delivering a high-quality asset, it increases property tax revenue. Additionally, with on-site property management, the development would generate jobs in management, leasing, maintenance, and retail. Ultimately, it creates uses that support job growth—all while fulfilling the community's stated priorities.

% MFI	Rents based on Actual Income Limits 2024					
	75% of 0 Bdrm	0 Bdrm	1 Bdrm	2 Bdrm	3 Bdrm	4 Bdrm
20%	\$309	\$413	\$442	\$531	\$613	\$684
30%	\$464	\$619	\$663	\$796	\$920	\$1,026
35%	\$541	\$722	\$774	\$929	\$1,074	\$1,197
40%	\$619	\$826	\$885	\$1,062	\$1,227	\$1,369
45%	\$696	\$929	\$995	\$1,194	\$1,380	\$1,540
50%	\$774	\$1,032	\$1,106	\$1,327	\$1,534	\$1,711
55%	\$851	\$1,135	\$1,216	\$1,460	\$1,687	\$1,882
60%	\$929	\$1,239	\$1,327	\$1,593	\$1,841	\$2,053
70%	\$1,083	\$1,445	\$1,548	\$1,858	\$2,148	\$2,395
80%	\$1,239	\$1,652	\$1,770	\$2,124	\$2,455	\$2,738



2. PROPOSAL: MEETING THE COUNTY GOALS

4. Preservation of the historical significance of the building and its environs.

In reviewing the SHPO Oregon Historic Sites Database, we were surprised to see (3077) addresses listed in Oregon City. Of those, (45) were constructed prior to 1900, and (822) prior to 1935 which is the date the database states for the courthouse. In other words, what would be the oldest structure in many cities is not even close in the “First City”.

What we are proposing is an enhanced application of what the City did with the Mt. Pleasant School, built in 1929, for the Robert Libke Public Safety Building. We anticipate incorporation into the new building elements of the existing such as the oak, double doors, bronze trim, historical plaque, and potentially elements of the chevron. The four eagles, two helmeted figures and scales of justice would be incorporated into the expanded plaza.



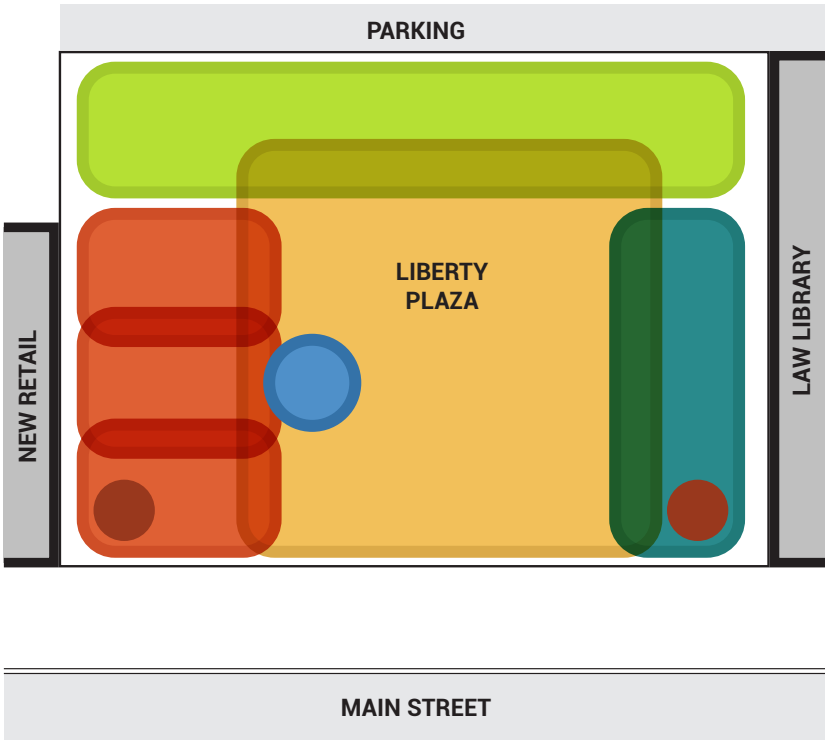
5. Retention of the portion of the site known as Liberty Plaza.

As important as the new structure and its use is, more so is the retention of Liberty Plaza, named for the old Liberty Theater previously on this site, which is the public gathering place in downtown Oregon City. Events such as the First City Celebration, the Harvest Festival/Trick or Treat, the Tree Lighting, and Wine Walk registrations all utilize this location.

When considering what this plaza could be, there are a number of shortfalls to its current operation. There is no cover for inclement weather – have you ever seen a group of carolers try to keep their merriment while drenched? Events require generators for power, and the bands are none too happy when that generator is not provided or the tree lighting is delayed. We would commit to ensuring the plaza was open at all times for these events, and, that it ultimately is dedicated to the City. We see three scenarios for this occurring.

- **Base Scenario.** *We are proposing vertical density which thins the profile of the structure to match the traditional book end buildings which occurred historically at the end of blocks. This will allow us to expand west the extent of the plaza and open view corridors to the river. After incorporating historical elements of the building into this expansion, and, access to the new retail which would front Main Street and the plaza, we would create a separate parcel and dedicate it to the City.*
- **Enhanced Scenario.** *We would pursue Main Street and Metro grants to improve the existing plaza uses after engagement with the Parks and Recreation Advisory Committee. We have asked Lango Hansen to participate on our team as they have worked with us on a number of developments and have extensive experience working in Oregon City.*
- **Best Scenario.** *We fulfill the Enhanced Scenario requirements as well as expand the legal lot to include the surface parking in the center median to add additional public parking. This would only be feasible if the City were interested in future management of these stalls as public parking and we were able to sell them to the City at the below market cost equal to the level of the effort to produce only. This could be accomplished through a SDC reduction so there would be no funds required by the City.*

2. PROPOSAL: MEETING THE COUNTY GOALS



SEATING AREAS

With comfortable and flexible seating areas adjacent to the retail, residents and visitors can find a place to relax downtown. Festive lighting will create a safe and enjoyable experience into the evening.

GREEN EDGE

A cool, sun-dappled oasis is a welcome sight on a hot day. The lush greenery surrounds quiet places to sit and socialize.

CANOPY AND PLATFORM

The plaza could host even more types of events with a weatherproof canopy that shelters residents, visitors, performers, and their equipment from the elements.

PLAZA & WATER FEATURE

An open and flexible plaza will host a variety of civic gatherings, and a potential water feature could add vibrancy and the sound of falling water to the downtown.

HISTORICAL MARKERS

The history of the courthouse will be proudly displayed in the plaza through saving and reusing courthouse elements.

2. PROPOSAL: MEETING THE COUNTY GOALS

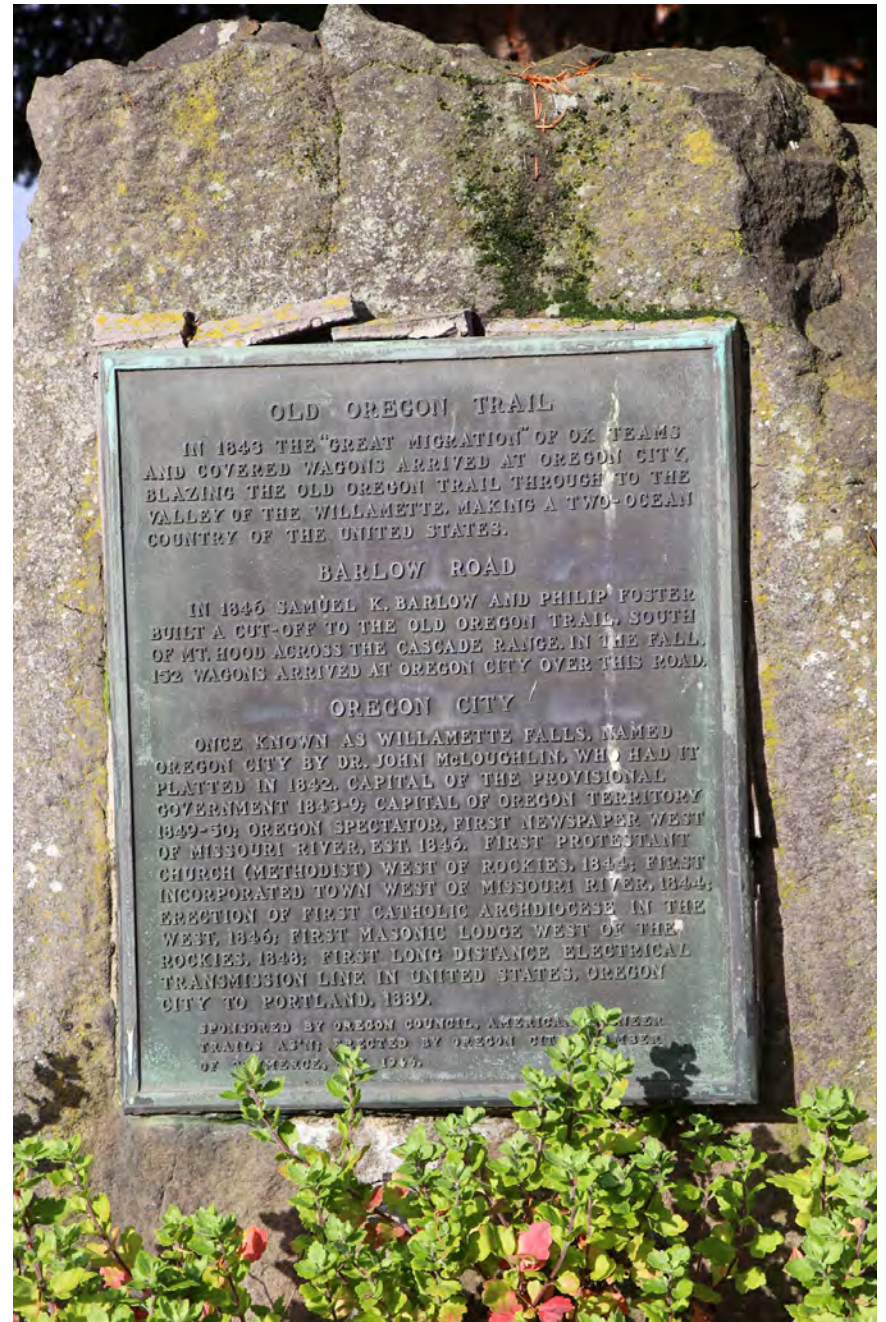
6. Project timelines and anticipated opening date, with priority given to proposers that will move quickly.

As the community has been discussing this site for years, or since the County announced their relocation, we understand that speed of execution, and certainty that the vision is realized, are critical. Any vision requiring public funding includes significant uncertainty of realization; hence, why this is entirely a private endeavor. In addition, the only months without events in Liberty Plaza are January and February. These are also the slowest months for retail. If we use January and February 2026 as the months for preservation, demo and remediation, and incorporate our knowledge of Oregon City's processes learned through the pursuit of the Rossman Landfill site, the proposed schedule would have construction completing sometime during Q3 of 2028. The schedule on the following page goes into more detail.

As mentioned in the cover letter, we would ask that the County fulfill its legal obligation under ORS Chapter 271 and urgently work with us and the State Historic Preservation Office (SHPO) to identify items and method of reuse as to not delay the critical path.



PHOTO FROM CITY OF OREGON CITY



2. PROPOSAL: PROJECT MILESTONE SCHEDULE

Task Name	Start Date	End Date	2025				2026				2027				2028				2029			
			Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Level Development NW // Courthouse Redevelopment	04/24/25	09/15/28																				
Award of Project	04/24/25	04/24/25																				
Contract Negotiation	04/24/25	06/18/25																				
Due Diligence	04/24/25	12/24/25																				
Close on Land	01/01/26	01/01/26																				
Reclamation/Abatement/Demo of Existing Building	01/02/26	02/26/26																				
Design // Ankrom Moisan	09/25/25	11/13/26																				
Entitlements // City of Oregon City	10/23/25	08/07/26																				
Permitting // City of Oregon City	11/15/26	05/21/27																				
Construction	05/24/27	09/15/28																				
Project Open	09/15/28	09/15/28																				

3. ORGANIZATION AND TEAM MANAGEMENT

a. Identify development team members and roles and describe their qualifications. Provide resumes for key team members.

Sponsor: Level Development NW

Level stands out as an unconventional developer. Jenny brings design expertise from her work with multiple architectural firms, while Seth has a background in civil engineering and general contracting. Our unique approach emphasizes execution, working backward from project goals to achieve financeability, rather than relying solely on traditional financial models.

We focus on mixed-use, multifamily, and urban infill projects, consciously avoiding greenfield or garden-style developments. Our commitment is to enhance and support existing downtown cores, recognizing the distinct architectural styles of each area to ensure our designs complement and expand upon the surrounding context. We have successfully executed projects in the Portland Metro ranging from (30) to (226) units, demonstrating our ability to manage economies of scale while prioritizing financeability.

We have assembled a highly qualified team with whom we share a long-standing working relationship and aligned values. This team has worked together to produce The Windward in downtown Lake Oswego, Grand + Belmont in the historical overlay at the Morrison Bridgehead, and soon to be Cedarline Apartments in Gresham.



PHOTO FROM CITY OF OREGON CITY

Architect: Ankrom Moisan Architects

Ankrom Moisan creates places that encourage human interaction and believe that an integrated approach to design produces the best ideas. They are curious by nature and inspired by the changes that are taking place in the world around us. The quality of our work begins with their people, and they work diligently to develop teams who produce excellent work and offer extraordinary service to their clients. They see opportunities where others see problems and continue to promote a culture that challenges assumptions and delivers creative solutions.

Ankrom Moisan was founded in 1983 to provide integrated architectural, interior, and urban design services to their clients. They are now a national firm with offices in Portland, Seattle, and San Francisco offering branding and identity services in addition to the traditional architectural disciplines. Their portfolio includes award-winning mixed-use housing, senior living communities, affordable housing, workplace, higher education, hospitality, and healthcare projects.

General Contractor: Lease Crutcher Lewis

Lease Crutcher Lewis (Lewis for short) has been an essential part of building the Pacific Northwest into the booming technology hub you see today. Founded in 1886, they are still thriving because their employee-owners are focused on understanding their clients and building buildings that matter to our community.

At Lewis, they pride themselves on being a regionally focused contractor, with offices in Portland and Eugene, Oregon and Seattle, Washington. Lewis is a leader in preconstruction, construction management, design/build and general contracting services. They lead the industry in sustainable building methods and LEED construction and are known for their exceptional client service and corporate stewardship. They are inspired by building buildings that matter within the communities they work, live and play. Their projects enhance neighborhoods and advance quality of life in the community.

3. ORGANIZATION AND TEAM MANAGEMENT

b. Describe the organizations experience in the ownership and management of similar high-quality, successful projects.

We have included in this response profiles of a few developments which we believe best relate to the challenges of this site, or best represent scale and design which would emphasize our ability and success to produce high quality developments.

With our Wilsonville and Gresham projects entering construction the next quarter, we have refocused our efforts on pursuing a number of private-public endeavors to phase our next entitlement effort. Should we be chosen for this opportunity, this would be our primary focus for at least the next two years.

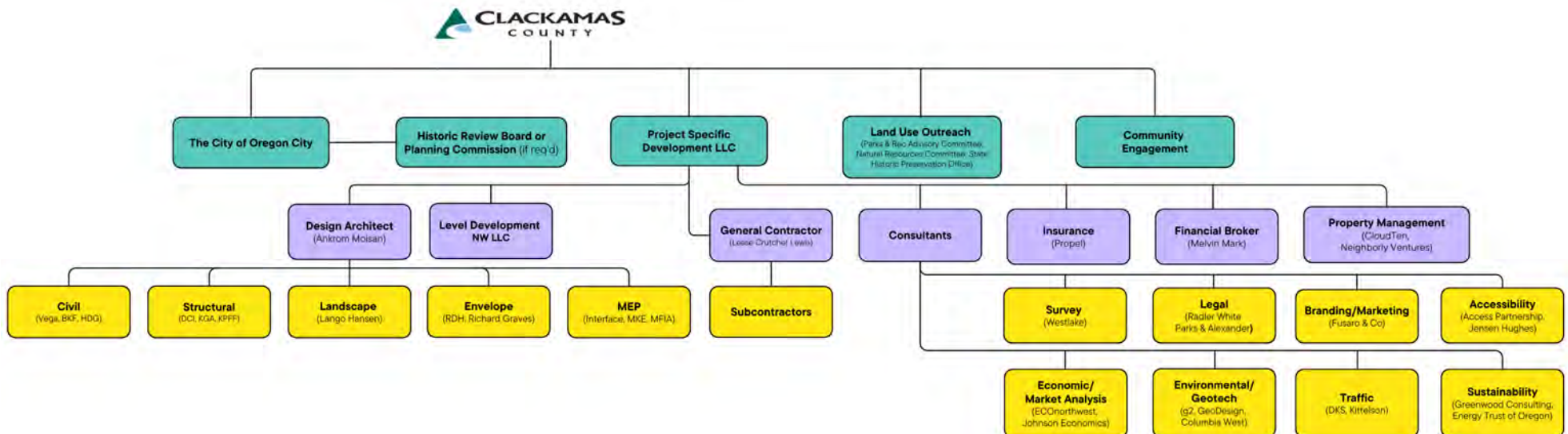
We would be happy to provide our full qualifications package for each of the entities which we utilized for construction lending on our Gresham project should it be beneficial with your assessment of our capabilities; this is a (46) page pdf.



IMAGES FROM DOWNTOWN OREGON CITY ASSOCIATION

We also recognize the significance of Liberty Plaza for the City and the project. To shape ideas for a successful public plaza, we have brought on landscape architect Kurt Lango of Lango Hansen. With experience in mixed-use and multifamily developments, and projects within Oregon City, they can also provide expertise in grant funding which could benefit the plaza execution.

Additional team members are outlined in the organizational chart below, highlighting Level's commitment to assembling comprehensive and highly skilled teams.



3. ORGANIZATION AND TEAM MANAGEMENT: TEAM QUALIFICATIONS



Seth Henderson Partner, Co-Founder

Seth brings a formulated resolve to the firm with extensive experience in all phases of development. His primary responsibilities include ensuring exceptional overall delivery of developments, investor communications, and external team management.

Seth's strengths include his dedicated commitment as well as morals and values, his willingness to engage difficult challenges inevitable in the industry, and his methodical problem-solving skills in all project phases. His strong communications skills allow him to understand complex theories and break them down into digestible components based on the audience. Above all else, he is passionate about what he does every single day.

EDUCATION:

B.S. Civil Engineering
Washington University, St. Louis

PROFESSIONAL ORGANIZATIONS:

Oregon City Chamber of Commerce
Downtown Oregon City Association
Oregon City Business Alliance
Oregon City Developer Stakeholders Group
CMAA Oregon
Home Building Association of Greater Portland
Gresham Developer Advisory Group
Wilsonville Urban Renewal Task Force

RELEVANT PROJECTS:

The Boone | Wilsonville, OR (114 units, in Permitting)
Cedarline | Gresham, OR (117 units, in Permitting)*
The Miller | Vancouver, WA (226 units Completed 2023)*
Artisan Apartments | Portland, OR (54 units, Completed 2020)
Multnomah Station | Portland, OR (39 units, Completed 2020)
Abernethy Flats | Portland, OR (30 units, Completed 2019)
Grand + Belmont | Portland, OR (131 units, Completed 2019)*
Theory33 Apartments | Portland, OR (34 units, Completed 2018)
Slabtown Flats | Portland, OR (88 units, Completed 2018)
The Windward | Lake Oswego, OR (200 units, Completed 2018)*
Multnomah Village | Portland, OR (70 units, Completed 2017)
Marvel 29 | Portland, OR (165 units, Completed 2014)*

* Projects completed with Ankrom Moisan



Jenny Jenkins Partner, Co-Founder

Jenny is the consistent soul & compass of every development, aligning investor goals and brand strategies with the overall project vision. As a licensed architect in Oregon, she is the creative source with a focus on her experience on collaborating with design teams. She actively manages the design process including maintaining Level's firm standards, entitlements through construction, and advocating for programmatic innovation, quality, cost control, sustainability, and efficiency.

Having worked in the design space for over 25 years, she collaborates with project teams to connect the human experience to all facets of design, while establishing creative strategies that compete in the market and provide differentiation.

EDUCATION:

Bachelor of Architecture
University of Idaho

PROFESSIONAL ORGANIZATIONS:

ULI NW - Chair for Mission Advancement
Gresham Developer Advisory Group
Wilsonville Urban Renewal Task Force

RELEVANT PROJECTS:

The Boone | Wilsonville, OR (114 units, in Permitting)
Cedarline | Gresham, OR (117 units, in Permitting)*
Novus | Portland, OR (54 units, Completed 2023)
Artisan Apartments | Portland, OR (54 units, Completed 2020)
Multnomah Station | Portland, OR (39 units, Completed 2020)
Abernethy Flats | Portland, OR (30 units, Completed 2019)
Grand + Belmont | Portland, OR (131 units, Completed 2019)*
Theory33 Apartments | Portland, OR (34 units, Completed 2018)
The Windward | Lake Oswego, OR (200 units, Completed 2018)*
38 Davis | Portland, OR (65 units + office + retail, Completed 2019)*
Marvel 29 | Portland, OR (165 units, Completed 2014)*
Channel Mission Bay | San Francisco, CA (315 units, Completed 2013)*

* Projects completed with Ankrom Moisan

3. ORGANIZATION AND TEAM MANAGEMENT: TEAM QUALIFICATIONS



Brad Bane Principal in Charge

Brad has 29 years of experience working on a variety of project types, from high-end hospitality towers to sustainable affordable housing projects. For the past decade he has focused on student and market rate multi-family housing projects throughout the West Coast but primarily in Oregon and Washington. He fosters a collaborative team environment working with owners, consultants and contractors to develop successful and award winning projects.

Brad excels at coordinating resources, managing timelines, and solving challenges efficiently. His strategic leadership ensures seamless project progression, aligned with the project goals, while maintaining a focus on innovative, high-quality outcomes.

EDUCATION:

Bachelor of Architecture
University of Oregon

Certifications:

LEED Accredited Professional

RELEVANT PROJECTS:

- Cedarline | Gresham, OR (117 units, in Permitting)
- Westgate & Hall | Beaverton, OR (240 units, Entitled)
- The Palms | Portland, OR (155 units, in Permitting)
- 8 18 Student Housing | Tucson, AZ (165 units, in Construction)
- Standard Eugene | Eugene, OR (247 units, Completed 2024)
- The Miller | Vancouver, WA (226 units Completed 2023)
- Coen North | Vancouver, WA (110 units, Completed 2021)
- Grand + Belmont | Portland, OR (131 units, Completed 2019)
- M@College | San Diego, CA (165 units, Completed 2016)



Matt Janssen Design Principal

Throughout Matt’s 30 years of design experience in urban, mixed-use developments, his belief that architecture creates spaces that positively influence our daily lives has remained paramount. Matt’s commitment to dynamic collaboration, active listening, and innovative visioning helps make these aspirations realities. His experience working with difficult jurisdictions has led to successful, contextual buildings.

Matt has served as the design lead for successful mixed-use projects in historic districts such as Grand + Belmont and 38 Davis. These projects are rooted in the context of their historic neighborhoods and seamlessly strengthen the urban fabric while also providing for the functional needs of today’s urban residents.

EDUCATION:

B.S. Architecture
Washington University, St. Louis

Masters of Architecture
University of Oregon

RELEVANT PROJECTS:

- Cedarline | Gresham, OR (117 units, in Permitting)
- Alta Amber Glen | Beaverton, OR (592 units, in Construction)
- Westgate & Hall | Beaverton, OR (240 units, Entitled)
- 8 18 Student Housing | Tucson, AZ (165 units, in Construction)
- Standard Eugene | Eugene, OR (247 units, Completed 2024)
- The Miller | Vancouver, WA (226 units, Completed 2023)
- Standard Seattle | Seattle, WA (402 units, Completed 2023)
- Grand + Belmont | Portland, OR (131 units, Completed 2019)
- 38 Davis | Portland, OR (65 units + office + retail, Completed 2019)

3. ORGANIZATION AND TEAM MANAGEMENT: TEAM QUALIFICATIONS



Kurt Lango Principal

Kurt is a founding partner of Lango Hansen Landscape Architects with over 30 years of experience in mixed-use development, park design, public facilitation, and planning. Over the last two decades, Kurt has worked with the City of Oregon City on a variety of parks and open spaces, including Wesley Lynn Park, Canemah Park, Jon Storm Park, Tyrone Woods Memorial Park, Hazel Grove Park and most recently, the master plan for Clackamette Park. He has led numerous public workshops with the city and presented to the Parks and Recreation Board. He has also spearheaded several successful grant applications for the City, garnering over \$1,000,000 for Oregon City Parks over the last 15 years. Kurt has also successfully collaborated with Level Development NW and Ankrom Moisan Architects on mixed-use projects throughout the northwest.

EDUCATION:

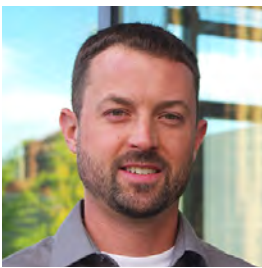
Bachelor of Landscape Architecture
University of Oregon

Certifications:

PLA
ASLA
LEED Accredited Professional

RELEVANT PROJECTS:

- Cedarline | Gresham, OR (117 units, in Permitting)
- Westgate & Hall | Beaverton, OR (240 units, Entitled)
- The Miller | Vancouver, WA (226 units Completed 2023)
- Coen North | Vancouver, WA (110 units, Completed 2021)
- Grand + Belmont | Portland, OR (131 units, Completed 2019)
- TwentyTwenty Apartments | Portland, OR (161 units, Completed 2019)
- The Field Office | Portland, OR (Completed 2018)
- Robin Hood Festival Plaza | Sherwood, OR (Completed 2023)
- The Windward | Lake Oswego, OR (200 units, Completed 2018)
- OREGON CITY PROJECTS:
- Wesley Lynn Park
- Canemah Park
- Clackamette Park Master Plan
- Library Park
- Tyrone Woods Memorial Park



Matt Baker Project Executive

Matt discovered a love for building at a young age. He was drawn to the construction industry after finding fulfillment in the variety of work, tangibility of labor and appeal of the fast-paced environment. Matt earned his degree from Oregon State University and spent the first years of his career working in Hawaii. In 2007, he returned to Oregon and joined Lewis. Matt maintains a deep loyalty to his teams and upholds their morale and performance as paramount on every job he oversees. He is passionate about living for a cause greater than himself, and is actively involved in a variety of local community service programs and also serves as an ACE mentor to local high school students interested in pursuing careers in the building industry.

EDUCATION:

B.S. Construction Engineering
Management
Oregon State University

Certifications:

LEED Accredited Professional

RELEVANT PROJECTS:

- The Boone | Wilsonville, OR (114 units, in Permitting)
- Cedarline | Gresham, OR (117 units, in Permitting)
- Grand + Belmont | Portland, OR (131 units, Completed 2019)
- Jackstraw Apartments | Bend, OR (313 units, Completed 2023)
- 230 Ash Apartments | Portland, OR (133 units, Completed 2019)
- The Windward | Lake Oswego, OR (200 units, Completed 2018)

4. FINANCIAL CAPACITY

a. Explain the organization's financial capacity to undertake the acquisition and provide operating funding, including other funding sources available (such as rental agreements), and other financial requirements that may be a condition of the financing.

We touched upon this in the Cover Letter and Proposal, but we anticipate a fairly traditional capital stack. The equity will be from private investors who have invested in our developments over the last decade and have participated in our successes. Depending on market conditions we would expect the construction debt to be somewhere in the 65% of cost range. We have previously worked with a variety of banks depending on the size of the loan or equity partnership, the location of the project, the type of project, including life companies, debt funds, regional banks, credit unions, such as MetLife, Northwestern Mutual, Banner Bank, Umpqua, WaFd, KeyBank, Bank of America, Washington Capital, iStar, ORIX to name a few, and have used Melvin Mark as the financial broker in many of these deals.

We anticipate no other funding sources other than private investment and construction debt to finance the project. We specifically require no public contribution to dramatically increase the probability of realization. Should the City be interested in the project team improving the plaza prior to dedication, we will pursue public grants, and should they choose to purchase the surface parking at a discounted rate that could be accomplished through SDC or other offsets.

As nowhere in this proposal does it ask for the offering price, we will address here. When purchasing land, you base the value on zoning and potential NOI from the development. For Wilsonville, just over an acre, we purchased the property for \$1.825M where we are developing (114) apartments, or a land cost of \$16K per door. For Gresham, just over an acre, \$1.9M with (117) apartments, \$16,240 per door. We know with OZ and VHDZ we can pay somewhere in the \$15-18K range per door depending

on the condition of the land (how are the soils, topography, abatement, environmental remediation, zoning, location, difficulty of municipality) and the rents we can achieve. Oregon City has some of the lowest rents in the Metro which makes it attractive for quality of life, but difficult to pencil new development.

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

5. LETTERS OF REFERENCE AND PROJECT EXAMPLES



March 10, 2025
Downtown Oregon City Association
814 Main St
Oregon City, OR 97045

Dear Clackamas County Commission,

I'm writing to you today in support of Seth Henderson and Level Development's RFEI submission regarding the Clackamas County Courthouse project. I've had the pleasure of working alongside Seth during my tenure on the board of the Downtown Oregon City Association and I think he is both qualified and well positioned to lead the development of this important project.

During his three-year long stint as a member of our Board of Directors, Seth has consistently exercised a willingness to listen, provide constructive insight, and cooperate on a variety of projects and organizational initiatives. Seth's spirit of collaboration, commitment to volunteerism, organizational skills, and his careful attention to clear communication have made him an asset to our group, and by extension, the greater downtown community of Oregon City.

While the aforementioned skills and characteristics are unquestionably valuable in a board member, project manager, or team member, they are far eclipsed when compared to Seth's character and his consistent drive to seek the best set of outcomes for the long-term benefit of the community. Seth not only takes time to weigh the potential risks and benefits of a decision, but he also carefully considers secondary effects and unintended consequences of those potential outcomes. This is the kind of deeper understanding and conscientiousness that I feel is critical to this project's success and the long-term benefit to our downtown, Oregon City, and Clackamas County.

I believe Seth's professional record speaks for itself and can stand alone on merit. He and his business partner, Jenny Jenkins, will bring passion, dedication, and thoughtfulness to the Clackamas County Courthouse project, just as they have with other development projects in other communities. I am confident that Seth and his firm's work on the Courthouse project will increase the economic vitality of the downtown district, further contributing to the growth and success of our community.

Moreover, I'm proud to be writing this recommendation for an individual who I believe is the person best positioned to marshal this project from beginning to end. Seth Henderson is not only a proven, capable professional who will see this project through its completion, he is a valued member of our organization, a trusted colleague, and a remarkable individual dedicated to this community.

Thank you for considering this recommendation. Please feel free to reach out if you have any questions or require any further information.

Sincerely,

A handwritten signature in black ink, reading "Roger Nickerson". The signature is fluid and cursive, with a long horizontal line extending from the end.

Roger Nickerson
Executive Vice Chair,
Downtown Oregon City Association

rogern270@gmail.com



PHOTO FROM CITY OF OREGON CITY

5. LETTERS OF REFERENCE AND PROJECT EXAMPLES

Jonathan Owens
Executive Director
Oregon City Chamber of Commerce
Oregon City, OR 97045

1/28/2025

To Whom It May Concern,

It is my distinct honor and pleasure to write this letter of recommendation for Seth Henderson of Level Development. Seth embodies integrity, community values, and a steadfast commitment to collaboration—all qualities that make him a pillar of the Oregon City Business Community.

Seth's dedication to fostering a thriving and unified business environment is evident in his service on multiple boards and organizations. As a valued member of the Oregon City Chamber of Commerce Board of Directors, Seth's thoughtful leadership and collaborative spirit have contributed immensely to our mission of supporting local businesses. He also serves with me on the board of the Downtown Oregon City Association, where his vision and active engagement have been instrumental in revitalizing and enhancing the vibrancy of our downtown area. Additionally, his role on the board of the Oregon City Business Alliance highlights his commitment to advocacy and strategic growth for businesses across our region.

Beyond his formal roles, Seth consistently goes above and beyond by volunteering his time and expertise to strengthen connections within the business community. Whether he is working to align the objectives of different organizations, mentoring fellow business leaders, or spearheading initiatives to improve our city's economic landscape, Seth's actions speak volumes about his character and dedication. He is a unifying force who truly understands the importance of collaboration in making Oregon City a better place to live, work, and do business.

It has been both a privilege and a pleasure to witness Seth's impact firsthand. His unwavering commitment to excellence, coupled with his genuine care for the well-being of our community, makes him an outstanding representative of the values we hold dear at the Oregon City Chamber of Commerce. I have no doubt that Seth's contributions will continue to leave a lasting, positive legacy for years to come.

I wholeheartedly recommend Seth Henderson as a person of integrity, vision, and action. Please do not hesitate to contact me at (971) 400-0625 or director@oregoncity.org if you would like further information about Seth or his many contributions to our community.

Sincerely,



Jonathan Owens
Executive Director
Oregon City Chamber of Commerce



January 23, 2025
Oregon City Business Alliance
P. O. Box 1088
Oregon City, OR 97045

Dear Clackamas County Commission,

I am writing to express my strong support for Seth Henderson and Level Development's RFEI submission for the Clackamas County Courthouse project. He is a valued member of the team at the Oregon City Business Alliance.

As the President of the Oregon City Business Alliance, I have the privilege of working closely with Seth. I am consistently impressed by his professionalism, work ethic, and dedication to excellence.

Seth is a highly motivated and reliable individual, demonstrating a strong commitment to his responsibilities. His ability to approach complex challenges with a calm demeanor and clear thinking is truly remarkable. Whether he is leading a team project or collaborating with colleagues, Seth consistently demonstrates excellent communication skills and a collaborative mindset, making him an asset to any team. His cooperative spirit, organizational skills, clear communication, and dedication to volunteerism made him an invaluable asset to our organization and to the Business Alliance.

What truly sets Seth apart, however, is his exceptional character. He carefully considers potential risks, benefits, and unintended consequences, demonstrating a level of thoughtfulness and conscientiousness that I believe will be essential to the success of the Courthouse project and the long-term vitality of our downtown area, Oregon City, and Clackamas County as a whole.

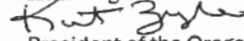
I am confident that Seth, along with his business partner, Jenny Jenkins, will bring their passion, dedication, and forward-thinking approach to the Clackamas County Courthouse project.

I wholeheartedly recommend Seth Henderson for this project. He is a proven professional who will see this project through to completion and is deeply committed to our community's well-being.

Thank you for your time and consideration. Please feel free to contact me if you would like any further information regarding Seth's character or qualifications. I wholeheartedly recommend him without reservation.

Sincerely,

Kent Ziegler



President of the Oregon City Business Alliance

kntzig001@aol.com

5. PROJECT EXAMPLES

GRAND + BELMONT

Portland OR

Grand + Belmont, situated in the historic Central Eastside, encompasses 105,000 square feet, featuring 131 residential apartments and 5,000 square feet of retail space. This seven-story, five-over-two building blends a classic exterior with modern interiors and amenities, including ground-floor parking with an automated system. The project team worked closely with the Historic Landmarks Commission, securing unanimous approval efficiently. Certified by Green Globes, Grand + Belmont draws inspiration from the 1890s warehouse aesthetic and is positioned at the east end of the Morrison Bridge.

Our design team conducted an in-depth study of the neighborhood, drawing from its established architectural patterns and materials. On a broader scale, the building's sections and elevations were carefully designed to complement its surroundings. The main façade is divided into three distinct bays, each with unique corner treatments. To reflect neighboring buildings with entries facing SE Grand Avenue, Grand + Belmont's central façade is prominently set apart. Material selections—including brick, exposed concrete, corner quoining, painted metal canopies, and tongue-and-groove wood from native species on the canopy undersides—reinforce the area's industrial heritage, fostering a sense of continuity and shared history.

PROJECT TEAM

Level Development NW

executed with Urban Asset Advisors

Ankrom Moisan

Lango Hansen

Lease Crutcher Lewis

COMPLETION

2019

CONSTRUCTION COST

\$25M



5. PROJECT EXAMPLES

THE WINDWARD

Lake Oswego OR

Fondly referred to as the Wizer Block, The Windward is a landmark mixed-use development in the heart of Lake Oswego, Oregon. Spanning 492,000 square feet, the project includes 200 luxury residential apartments across three four-story buildings, constructed of concrete and light-gauge steel over two levels of sub-grade parking. It also features 40,000 square feet of retail and office space, contributing to the area's vibrant, walkable downtown.

Designed to evoke a village-like atmosphere, The Windward incorporates public alleys that seamlessly connect it to the surrounding community, enhancing pedestrian access and engagement. The architectural design blends modern elements with traditional detailing, respecting the historic character of Lake Oswego. The project has attracted prominent regional dining establishments, including Salt & Straw, Bamboo Sushi, Domaine Serene, and local favorite Chuckie Pies, further establishing it as a premier destination.

The project faced significant challenges, including the complexity of its massing, the coordination of over 60 unique unit floor plans, and strong legal opposition. After a lengthy approval process, culminating in a ruling by the State Supreme Court of Appeals, The Windward emerged as a transformative development, setting a new standard for urban living in Lake Oswego.

PROJECT TEAM

Level Development NW

executed with PHK Development

Ankrom Moisan

Lango Hansen

Lease Crutcher Lewis

COMPLETION

2017

CONSTRUCTION COST

\$95M



5. PROJECT EXAMPLES

MARVEL 29

Portland OR

Marvel 29 spans over 169,000 square feet and a full city block, featuring 165 residential apartments and two retail spaces. The design incorporates traditional materials like brick and patinated copper, reflecting the nearby historic St. John's Bridge. Amenities include a private courtyard with salvaged marine artifacts directly tying to the nearby Willamette River, a rooftop deck with views of the river and downtown Portland, a fitness center, and a club lounge, along with secure underground parking.

The project, the first major development in the St. John's neighborhood, was financed through a HUD 221(d)(4) construction loan, facing challenges during the submittal and approval process for permitting and construction. The architectural design integrates seamlessly with the surrounding neighborhood, with walk-up stoops on two street frontages. All units are accessed via internal double-loaded corridors.

PROJECT TEAM

Level Development NW

executed with PHK Development

Ankrom Moisan

Walsh Construction

COMPLETION

2014

CONSTRUCTION COST

\$23.4M



5. PROJECT EXAMPLES

SLABTOWN FLATS

Portland OR

Slabtown Flats was an early adopter development for the transitioning Conway blocks in NW Portland. This 5-over-1 podium project spans 101,300 square feet and includes 88 market-rate multifamily units along with two retail suites. Notable amenities include a top-level club balcony, a fitness room, and an innovative vertical, quarter-block massing.

To address the urban fill on the site, the project involved soil remediation and micro piles. Slabtown Flats was one of the first developments in Portland to incorporate mechanized parking in the at-grade garage under the podium, providing a unique and efficient parking solution for residents. The architectural design seamlessly blends modern urban living with the historical context of the surrounding neighborhood, offering residents a dynamic living experience in one of Portland's most sought-after areas.

PROJECT TEAM

Level Development NW

executed with Urban Asset Advisors

SERA Architects

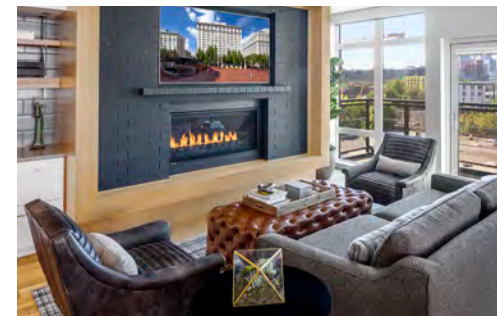
Bremik Construction

COMPLETION

2018

CONSTRUCTION COST

\$16.5M



5. PROJECT EXAMPLES

MULTNOMAH VILLAGE APARTMENTS

Portland OR

As the first new development in decades in the SW Portland Multnomah Village area, this project played a pivotal role in revitalizing the neighborhood's core. It transformed Capitol Highway, the main thoroughfare through the village's retail center, by introducing a thoughtfully designed mixed-use development that blends seamlessly with the area's historic charm while supporting its ongoing evolution.

Utilizing Community Design Standards, the building's massing was carefully considered to maintain a pedestrian-friendly scale. A setback at the first-floor retail enhances the streetscape by creating an inviting and walkable environment, while an additional setback on the fourth-floor residential level helps reduce the visual impact of the upper stories. The exterior reflects traditional architectural elements, incorporating a mix of brick, stucco, and stained cedar siding to complement the established character of Multnomah Village.

This 3-over-1 podium-style development, at 72,000sf, features 70 multifamily units atop a vibrant ground-floor retail level that has successfully attracted beloved Portland businesses, including Spielman's Bagels, Blue Star Donuts, and Little Big Burger. By incorporating commercial seating within the setback, the project fosters a natural gathering space for residents and visitors alike, creating a lively hub where families and community members can come together. More than just a new building, this project has strengthened the fabric of Multnomah Village, reinforcing its identity as a welcoming, walkable, and connected neighborhood.

PROJECT TEAM

Level Development NW

executed with Urban Asset Advisors

SERA Architects

Bremik Construction

COMPLETION

2017

CONSTRUCTION COST

\$12.2M

