CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

Study Session Worksheet

Presentation Date: April 9, 2013 Approx Start Time: 2:30 p.m. Approx Length: 30 min

Presentation Title: Community Planning and Development Grant Applications

Department: Dept. of Transportation and Development (DTD); Planning and Zoning Division

Presenters: Mike McCallister, Planning Director

Martha Fritzie, Senior Planner

Other Invitees: Cam Gilmour, DTD Director

Dan Chandler, Senior Policy Advisor

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

To authorize Chair Ludlow to sign a Letter of Support for the Planning & Zoning Division's grant application to Metro for a Community Planning and Development grant for the proposed project "Multi-use Development in Corridors."

EXECUTIVE SUMMARY:

Metro has recently approved the distribution of approximately \$3.7 million in Community Planning and Development grants for planning projects that have the potential to lead to near-term, on the ground development. The grant money comes from construction excise taxes assessed on construction permits issued within the Portland metropolitan region.

On February 14, 2013, the Planning & Zoning Division submitted a Letter of Intent to Metro, indicating the Division would like to apply for grant funding for a proposed planning project, Multi-use Development in Corridors, which would be focused on the SE 82nd Avenue Corridor. This corridor is part of the larger Clackamas Regional Center Area (CRCA). The purpose of the proposed project is to gain a better understanding of how to remove development barriers and to create a more flexible and expedited approach to approving mixed-use development in this corridor. Public outreach would be conducted to involve local businesses, residents and developers.

The Multi-use Development in Corridors project would include an economic and market opportunities study that identifies regulatory and other obstacles to achieving redevelopment in this corridor. The market report would also identify likely locations for redevelopment and recommend strategies to attract jobs and housing. The Planning and Zoning Division would evaluate the county's commercial, multi-family and multi-use development codes and, based on the market study, recommend needed code amendments that provide more flexibility for development in the corridor.

Metro's response to the Letter of Intent supported proceeding with a full application for this project. That Letter of Intent, which provides additional detail about the proposal and a map of the area of interest, is attached.

FINANCIAL IMPLICATIONS (current year and ongoing):

The estimated cost of the project is \$153,000 for consultant services and staff time. The grant request would be for \$118,500 with the proposed match of \$34,500 (22.5%) coming from the General Fund. For FY 2013/2014, the Planning and Zoning Division work program includes some of the zoning code review and updates included in this proposed project. Thus, securing this grant would provide outside funding in lieu of a portion of the General Fund monies that would otherwise be allocated for this work. There are no ongoing costs for this project.

LEGAL/POLICY REQUIREMENTS:

The requested Letter of Support allows the Planning and Zoning Division to proceed with submitting a full application, which is due April 18, 2013.

PUBLIC/GOVERNMENTAL PARTICIPATION:

No other public or governmental participation is required to submit the grant application. The Planning and Zoning Division will notify the City of Milwaukie of the grant application.

OPTIONS:

- 1. Authorize Chair Ludlow to sign the Letter of Support for the Planning & Zoning Division application.
- 2. Do not approve signing the Letter of Support.

RECOMMENDATION:

Staff recommends that the Board authorize Chair Ludlow to sign a Letter of Support for the Planning & Zoning Division's application for a Community Planning and Development Grant to conduct the "Multi-Use Development in Corridors" project.

ATTACHMENTS:

SUBMITTED BY:

1. Letter of Intent for grant application, sent to Metro, February 14, 2013.

Division Director/Head Approval Mule Mulesta	
Department Director/Head Approval M. B. Carfmill 4/2/13	
County Administrator Approval	
For information on this issue or copies of attachments, please contact Martha Fritzie @ 503-742-4529, mfritzie@clackamas.us	





DEPARTMENT OF TRANSPORTATION AND DEVELOPMENT

DEVELOPMENT SERVICES BUILDING
150 BEAVERCREEK ROAD OREGON CITY, OR 97045

February 14, 2013

Metro ATTN: Gerry Uba Community Development and Planning Grants 600 NE Grand Ave. Portland, OR 97232

RE: Metro Community Planning and Development Grant
Letter of Intent for Clackamas County's Multi-Use Development in Corridors project

Dear Metro Chief Operating Officer,

Thank you for your consideration of our proposal for a planning project focused on the 1.3 miles section of SE 82nd Avenue from the Clackamas County line south to Causey Avenue. The purpose of the proposed project is to gain a better understanding of how to remove development barriers and to create a more flexible and expedited approach to approving mixed-use development in this corridor, as outlined in this Letter of Intent.

Clackamas County feels this project is timely and necessary to take advantage of the progress and infrastructure investments already made in the surrounding areas, the Clackamas Regional Center Area (CRCA) and the Fuller Road Station area.

PROJECT NARRATIVE

A. Project Description

The SE 82nd Avenue Corridor has been included in, but not been the focus of, several previous planning efforts. This corridor is included in the Clackamas Regional Center Area (CRCA) Design Plan, adopted by Clackamas County in 1998. While some goals in the CRCA Design Plan have been achieved, including the construction of a large number of multi-family housing units and needed infrastructure improvements, redevelopment and the types of development desired in this area have not occurred on the SE 82nd Avenue Corridor nor has the Regional Center been able to achieve the kinds of mixed-use and higher density development needed to meet the goals of Metro's 2040 vision for this area.

Project Scope

The proposed project would be completed in three phases, with the Phase 1 and Phase 2 to be proposed in the grant application. Phase 3 will result from the completion of this project.

Phase 1: Economic and Market Opportunities Study

Building on existing studies, a project consultant will analyze current market conditions to identify development barriers and opportunities specific to the SE 82nd Avenue Corridor. The analysis will lead to strategies that are feasible in the short-term to overcome development barriers and to recommendations for amendments to the county's commercial zoning districts and mixed-use

development regulations to make development in the corridor more desirable and financially feasible for developers.

Outcome: A study that can be used as a "roadmap" for creating desirable development along the corridor that will then serve to attract a mix of new jobs and housing.

Phase 2: Code Amendments

Major revisions will be made to the county's existing Multi-Use Development (MUD) provisions, Section 1016 of the county's Zoning & Development Ordinance (ZDO). This section is intended to allow multi-use development over different zoning district boundaries where certain standards are met. Based on outcomes from the market opportunity study and community discussions, changes would be made to development standards, permitted use standards, and the development review process for projects being permitted under the MUD provisions. The intent is to gain more flexibility to the types of development allowed as well as to expedite the development review process.

This phase also would include evaluation of the county's commercial and multi-family zones to consolidate and simplify the regulations, consider a new commercial planned development ordinance, and ensure consistency with the MUD provisions.

Public outreach: A public outreach program will be developed to include an advisory group, open houses and project website to enable the public and developers to be involved in the project and provide feedback and ideas about how to make the area more attractive to the kind of development and investments envisioned for this area.

Outcome: Adopted code amendments that provide more opportunity for developers to create a desirable, attractive, and efficient development in the SE 82nd Avenue Corridor, and provide an expedited development review process for proposed developments that meet this vision and provide needed jobs and/or housing to the Corridor and the CRCA.

Phase 3: Implementation (completed outside of the grant project)

- Take identified, feasible, short-term actions to reduce barriers to development in the corridor.
- Continue partnership with development community to implement other strategies that secure development sites and support building high-quality, mixed-use development in key locations in the corridor.

B. Evaluation Criteria

The proposed Multi-Use Development in Corridors project meets the intent of the CET grant program and addresses the identified evaluation criteria. The following is a brief summary of how this project meets the criteria. More detail will be given in the grant application.

<u>Expected Development Outcomes</u>: This project will increase the ability to achieve on-the-ground development, in part, by providing the opportunity for developers to cross zoning boundaries to complete developments that are of a scale that provides for more financial feasibility and that contain a desirable mix of uses. The project also will identify barriers to development in the area, and, where pertinent, the county will work to remove the barriers and increase the ability for this area to reach its envisioned development potential. This development would serve to change the character of the corridor, meet the vision of Metro's 2040 plan, and attract needed jobs and housing to this area.

- a) Part of this project will be to identify opportunity sites on which a catalyst project potentially could be developed. A catalyst site may include several parcels that would need to be consolidated.
- b) It is expected that there is a moderate probability that this project could lead to on-the-ground development within two years. Breaking down barriers to development in this area may take some

- time, as would acquiring and consolidating parcels. Creating the code that supports the type of large, mixed-use development envisioned for this area will be catalyst for development.
- c) There is a high probability that this project would lead to development within five years. Once development starts, an improved character of the area and increase in land values will make development more financially feasible for other developers.
- d) The SE 82nd Avenue Corridor is ripe for redevelopment. The existing urban form includes underutilized lots, many with aging commercial development and large surface parking lot. The local community has willingly participated in previous and current land use and transportation planning efforts and is expected to continue to do so. Community outreach will be integral to this project to understand how best to complete the vision for both the Clackamas Regional Center Area and the SE 82nd Avenue Corridor.
 - This Multi-Use Development project would build on recent investments in infrastructure in and around the CRCA, such as the extension of the light rail line, and remove barriers to creating sites of adequate size by allowing multi-use development across zoning boundaries.
- e) Clackamas County Planning and Zoning Division will manage the project and collaborate with other services, including County Engineering, the County Development Agency, and the Oregon Department of Transportation.

<u>Regionally Significant</u>: The Multi-Use Development in Corridors project is regionally significant for a number of reasons. First, the Clackamas Regional Center area, including the SE 82nd Avenue Corridor, is a business and commercial hub for Clackamas County. However, although investments have been made to the infrastructure to support the development of this Regional Center Area, the area has yet to achieve the fully mixed-use vision for the area, especially along SE 82nd Avenue.

The project will provide opportunities to create mixed-use development that will further the vision of Metro's 2040 plan and provide choices for residents to live near their place of work. More efficiently utilizing the land and creating mixed-use developments will further the region's sustainability goals by using the Center and Corridor to focus more intensive land uses; encouraging urban redevelopment that uses existing infrastructure and possibly existing buildings; and reducing the housing and transportation costs for those who choose to locate in the area. Supporting more efficient growth in this area could also serve to reduce the need to expand the Metro UGB in the future.

<u>Location</u>: This project will focus on the SE 82nd Avenue <u>Corridor</u> but is expected to facilitate development both along that longer corridor in the area and within the Clackamas Regional Center south of Causey Avenue.

<u>Best Practices Model</u>: Conditions in the SE 82nd Avenue Corridor are not necessarily all that different than conditions in other corridors in the region. Findings about development barriers in this area could be applied to other corridors, such as SE McLoughlin Boulevard. In addition, code amendments to the Multi-Use Development provisions, and to the commercial and multi-family zones, will be available to other corridors in the county.

<u>Leverage</u>: The project may help leverage funding from ODOT for improvements along SE 82nd Avenue, a state highway, as a part of new development. For some locations, it may be possible to collaborate with projects being managed by the County Development Agency through the North Clackamas Revitalization Area and the Clackamas Regional Center urban renewal districts.

<u>Matching Fund/Potential</u>: The County will contribute staff time and resources to the completion of this project in partnership with the selected consultant.

<u>Equity</u>: While the project is focused in the SE 82nd Avenue Corridor and the Clackamas Regional Center Area, outcomes from the project will be applicable to other areas in the County and potentially in other jurisdictions. Thus, the grant will benefit a cross section of the county residents and property owners.

<u>Public Involvement:</u> The project's public involvement program will engage and work with local stakeholders, residents, agencies and other interested persons. Through previous projects, an extensive list of businesses, agencies and developers has been maintained. Presentations will be made to the Citizens Participation Organization and to local service groups. Outreach through the local community service center, schools and churches provide avenues to reach disadvantaged communities in the area.

C. Collaborations

The project will actively collaborate with local jurisdictions, service providers, agencies, and other county divisions with interest in the community and development standards and programs.

D. Statement

The Clackamas County Board of County Commissioners has been advised of this project and has committed its support in the submission of this Letter of Intent.

E. Project Management

This project will be managed by staff from the Clackamas County Planning & Zoning Division. The specific project manager within the division is yet to be determined. Staff contact for this project will be Martha Fritzie at (503) 984-0993 or mfritzie@clackamas.us.

Budget

The preliminary budget is for the Multi-Use Development in Corridors is \$153,000. The grant request is for \$118,500, with the remaining \$35,500 in match provided by in-kind services of Clackamas County staff who directly work on the project.

Matching sources for in-kind services are from Clackamas County Planning and Zoning Division and have been tentatively approved to support a project receiving Metro Community Planning and Development Grant funding.

The cost assumptions are based on recent planning projects that included consultant services for market research, staff research into and development of form-based code, and broad public involvement and outreach throughout the projects. A more detailed budget is attached to this letter.

Sincerely.

Barbara Cartmill
Deputy Director

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Clackamas County Department of Transportation & Development

Community Planning and Development Grant Program Project Budget Form

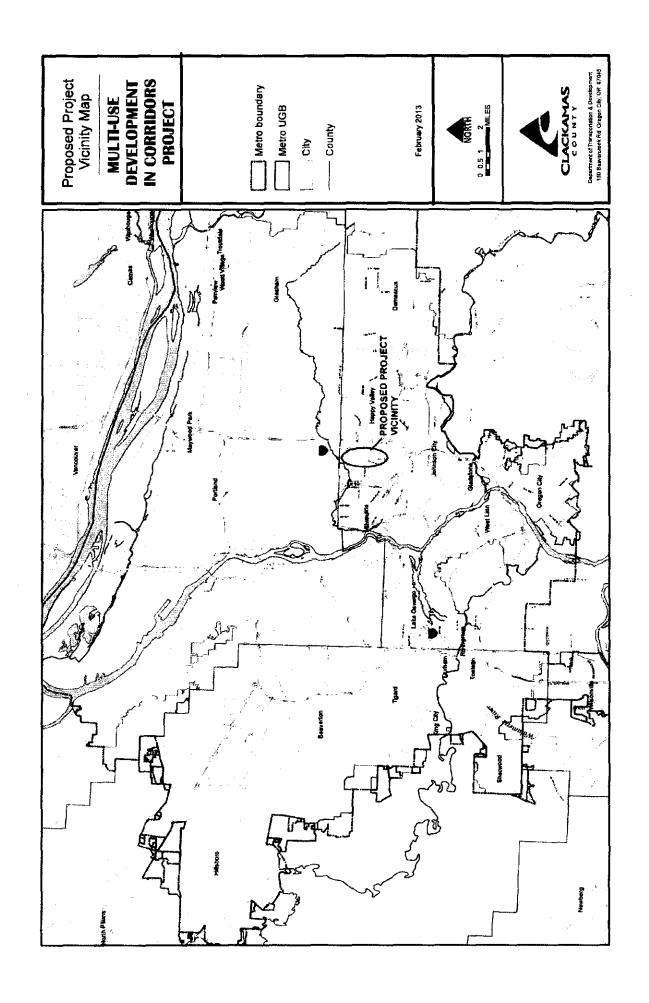
Clackamas County Department of Transportation and Development Proposed Project: Multi-Use Development in Corridors

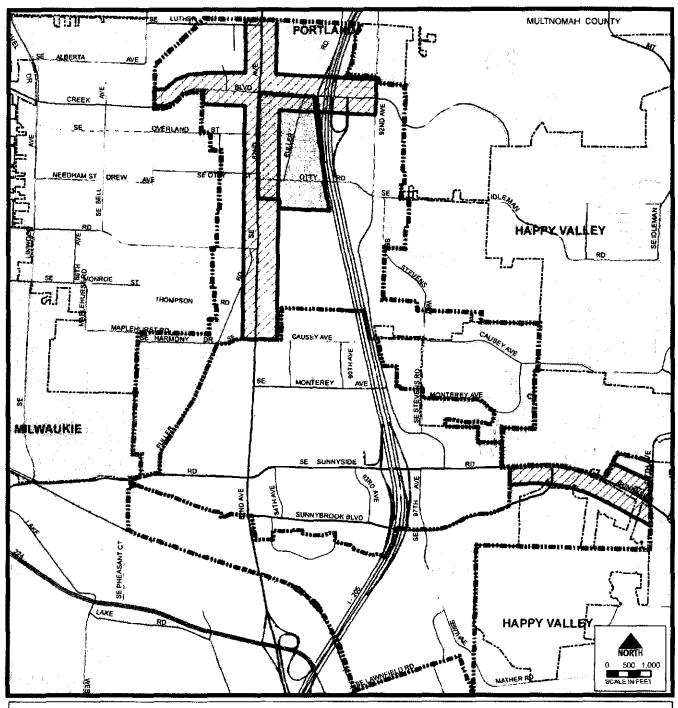
Letter of Intent -- February 14, 2013

Personnel Costs	Financial Match	InKind Match	CET Grant Request	TOTAL
Agency staff		33,500	100,500	134,000
Consultants			18,000	18,000
Non-profit staff				
Other, please list				
Total for Planning Services		33,500	118,500	152,000

	Financial Match	InKind Match	CET Grant	TOTAL		
Other Costs			Request			
Overhead/Indirect costs		1,000	-	1,000		
Total for Other Costs		1,000		1,000		

TOTAL PROJECT COSTS	34,500	118,500	153,000





Map of Proposed Project Area

MULTI-USE DEVELOPMENT IN CORRIDORS PROJECT

February 2013



SE 82nd Ave Corridor (project focus area)



Station Community



Clackamas Regional Center Design Area



Incorporated City



Clackamas Regional Center



Department of Transportation & Development
150 Beavergreek Rd, Oregon City, OR 97045

CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

Study Session Worksheet

Presentation Date: 4/9/13

Approx Start Time: 2:30pm

Approx Length: 30 min

Presentation Title: Community Planning and Development Grant Application

Department: Business & Community Services, Gary Barth, Director

Division: Business & Economic Development

Presenters: Gary Barth, Director, Business & Community Services; Catherine Comer, Manager, Business & Economic Development; Jamie Johnk, Coordinator, Business &

Economic Development

Other Invitees: Dan Chandler, Strategic Policy Administrator, Board of County

Commissioners

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

To sign a Letter of Support for the Metro Community Planning and Development grant application for the Clackamas County Strategically Significant Employment Lands project; Phase II.

EXECUTIVE SUMMARY:

On February 13, 2013 the Business & Economic Development Division submitted a Letter of Intent to Metro to apply for grant funding for the Clackamas County Strategically Significant Employment Lands project. Currently, Clackamas County Business & Economic Development is conducting a County-wide inventory and analysis of employment lands to provide a more in-depth understanding of land availability and establish a supply of development-ready employment sites, this is Phase I. Phase I also includes identification of 10+ acre opportunity sites, cursory site conditions analysis, site ranking and tiering, and development of an online mapping tool which will provide site selectors and prospective businesses and developers the ability to search for and receive information on employment lands in the inventory.

Project Phase II for which we are seeking Metro CET grant assistance will include the next level of analysis and planning to prepare employment land for development. This will include completing a Development Plan, Economic Impact Report, Economic Opportunities Analysis, Marketing Plan, Visual Concept Planning and enhanced online interaction. The Letter of Intent providing additional details regarding the project is attached.

FINANCIAL IMPLICATIONS (current year and ongoing):

The total estimated costs for this project are \$320,000 for consultants, staff time, and other indirect costs. The grant request to Metro is for \$221,500 (to fund the portion of the project within the Metro UGB). The remaining balance of \$98,500 (to fund project areas outside of Metro UGB) funds would be allocated from Economic Development Lottery Funds.

LEGAL/POLICY REQUIREMENTS:

The requested Letter of Support is due by April 18, 2013 and will allow Business & Economic Development to proceed with the Metro Community Planning and Development Grant application.

PUBLIC/GOVERNMENTAL PARTICIPATION: N/A

OPTIONS:

- 1. Authorize Chair Ludlow to sign the Letter of Support for the Business & Economic Development Division grant application.
- 2. Request additional information regarding the project which we are seeking grant funding for.
- 3. Do not approve signing the Letter of Support.

RECOMMENDATION:

Staff respectfully recommends that the Board authorize Chair Ludlow to sign the Letter of Support for the Business & Economic Development Division grant application for the Clackamas County Strategically Significant Employment Lands.

ATTACHMENTS:

Letter of Intent to Metro for Community Planning Development Grant application.

SUBMITTED BY:

Division Director/Head Approval (

Department Director/Head Approval

County Administrator Approval

For information on this issue or copies of attachments, please contact Teresa Sears @ 503-742-4329





Business and Economic Development

DEVELOPMENT SERVICES BUILDING 150 BEAVERCREEK ROAD OREGON CITY, OR 97045

February 13, 2013

Metro Martha Bennett Chief Operating Officer 600 NE Grand Avenue Portland, OR 97232

RE:

Metro Community Planning and Development Grant

Clackamas County Strategically Significant Employment Lands

Thank you for the opportunity to submit our Letter of Intent (LOI) for a Metro Community Planning and Development Grant for our project. As per the prescribed guidelines, we submit the following information.

PROJECT NARRATIVE

Project Description:

Clackamas County participated in the Regional Industrial Site Readiness Report produced by Group Mackenzie in partnership with Business Oregon, Metro, NAIOP - Commercial Real Estate Development Association Oregon Chapter, Port of Portland and Portland Business Alliance. The Report examined current and near-term supply of large (25+ acres) industrial sites available to accommodate the expansion of existing employers and the recruitment of potential new employers to the Portland metro region. For purposes of this study, only vacant, industrially zoned or planned lands within the Portland metropolitan Urban Growth Boundary (UGB) and selected Urban Reserves were analyzed.

Clackamas County Business & Economic Development determined that conducting an inventory and analysis of employment lands county-wide (Phase 1) would provide a more in-depth understanding of land availability and establish a supply of development-ready employment sites. This Phase 1 work is currently underway and includes not only the lands inventory but identification of 10+ acre opportunity sites, as well as a cursory site conditions analysis, site ranking and tiering (using a similar methodology as that was used in the Regional Industrial Site Readiness work). In addition, we will be developing an online mapping tool which will provide site selectors and prospective businesses and developers the ability to search for and receive information on employment lands in the inventory as well as data reports on each parcel.

Evaluation Criteria:

Expected Development Outcomes: Project Phase II for which we are seeking Metro CET grant assistance will include the next level of analysis and planning to prepare employment land for development. This will include completing a Development Plan, Economic Impact Report, Economic Opportunities Analysis, Marketing Plan, Visual Concept Planning and enhanced online interaction, detailed as follows:

Development Plan:

- Identify site and development characteristics for each opportunity site.
- Identify development issues, constraints and recommendations.
- Analyze site infrastructure.
- Develop concept plan by traded sector industry.
- Create recommendations on process and estimated timeline for development.

Economic Impact Report:

- Conduct analysis (per opportunity site) of the economic impacts for traded sector industrial development.
- Estimate fiscal impacts based on projected investments.
- Calculate anticipated return on investment.
- The Economic Opportunities Analysis:
 - Review and/or make revisions to the current vision.
 - Determine economic and employment trends.
 - Assess opportunities and challenges.
 - Analyze target industries.
 - Assess commercial and industrial land needs.
 - Provide conclusions regarding opportunity sites.
 - Recommend development code updates (where appropriate).

The Marketing Plan:

- Review and provide updates to Clackamas County's economic development goals and policies.
- Develop an action plan of recommended short and long-term steps to support strategic commercial and industrial development.
- Create a key opportunity site prospectus and marketing strategy.
- The Visual Concept Planning:
 - Design a three-dimensional view of the opportunity site with prospective build-out based on industry specifications derived from the Economic Impact findings.

The last component of Phase II is to place all of the data and findings from analysis' and reports identified herein online for use by prospective businesses, developers and site selectors. The overarching goal of this project is to increase the ability to achieve employment land development/ redevelopment, spur investment, and create jobs.

Regionally Significant: Attracting and retaining traded-sector industrial companies is vital to Clackamas County's and the region's long-term economic prosperity. Establishing a supply of development-ready industrial sites is a critical part of a regional strategy to attract and retain traded-sector jobs. The County's Strategically Significant Employment Lands project (as proposed in this grant request) clearly supports this regional effort by benefiting the regions sustained economic competitiveness and prosperity.

Location: The inventory, analysis and planning constitutes a county-wide effort to identify regionally significant employment lands. Please note however that the grant request is for the portion of the work conducted within Metro's UGB.

<u>Best Practices Model:</u> The work undertaken in Phase I of the County's Strategically Significant Employment Lands project and the work proposed in Phase II is easily replicated in other locations and demonstrates best practices in employment land readiness.

Leverage: Clackamas County has engaged communities county-wide in Phase I of the project and will continue to involve all cities, communities, stakeholders and industry leaders in Phase II (described herein). Continued outreach and engagement also allows for increased inventory awareness with a focus on growing capital investment and job creation.

Matching Fund/Potential: Clackamas County Business and Economic Development will provide a match to the Metro grant request. Said match will include in-kind County staff (economic development, planning, GIS, technical services, etc.) and overhead (i.e. copies, supplies et al).

Equity: Clackamas County has received grants in previous funding cycles; however the amounts awarded to date has been a relatively small percentage of the overall amount contributed to the program. The project proposed herein has a broad county-wide focus and benefit to the region as well.

<u>Public Involvement:</u> Clackamas County will continue to involve cities, communities, property owners, industry leaders and stakeholders throughout the course of this project.

Collaborations:

As described throughout the grant proposal, this project is a collaboration amongst cities, communities, property owners, and industry leaders in Clackamas County and the broader region.

Statement:

Clackamas County Business & Economic Development vetted the Metro Community Planning and Development grant request to the Board of County Commissioners (on February 12, 2013 via Strategic Policy Administrator, Dan Chandler) and received their approval to move forward with the Letter of Intent.

Project Management:

Clackamas County Business & Economic Development Coordinator Jamie Johnk will serve as the project manager. Contact information is: Jamie Johnk, 150 Beavercreek Road, Oregon City OR 97045, phone: 503-742-4413, email: jamiejoh@clackamas.us.

BUDGET

We have attached the F1-Project Budget Form for reference. Please note that information contained on said form is preliminary based on estimates received to date.

Budget Narrative:

	Financial Mate	ch	h InKind Match		CET Grant		TOTAL	
Personnel Costs					L	Request		
Agency staff	\$	} ;	S	47,000	S	-	\$	47,000
Consultants	\$	- :	\$	-	S	221,500	S	221,500
Non-profit staff								
Other, please list								
Total for Planning Services	\$	- !	S	47,000	\$	221,500	\$	268,500

Other Costs	Financia	Financial Match		InKind Match		CET Grant Request		TOTAL	
Overhead/Indirect costs	S	-	\$	3,500	\$	-	\$	3,500	
Total for Other Costs	\$	-	\$	3,500	\$	-	\$	3,500	

TOTAL PROJECT COSTS	\$ - \$	50,500 \$	221,500 \$	272,000

The Agency staff (includes County Economic Development, Planning, GIS and Technical Services) cost of \$47,000 is estimated based on assumption of number hours contributed towards the project multiplied by the respective costs per hour, per staff person. These costs have been identified as "in-kind" in the budget.

Consultants costs have been estimated based on proposals received to carry out the prescribed scope of work. Proposals (for the purposes of compiling this budget) were received by Johnson Reid with Group Mackenzie and FCS Group; and LRS Architects was cited for the 3-D modeling based on previous work performed for the county for a total estimated cost of \$221,500.

Other costs reflected on the budget (\$3,500) include *overhead/indirect costs* (supplies, copies, etc.) of which the county will cover as "in-kind" commitment to the project.

<u>Statement of Matching Funds:</u> We have attached the F2-Match Form for reference. Matching sources both inkind are from Clackamas County Business and Economic Development, Planning Department, GIS and Technology Services. Tentative commitment of staff time has been secured should Metro CET grant funds be awarded.

LOCATION AND PROJECT MAPS

We have attached maps of Clackamas County to help illustrate areas where employment lands are located and will be considered for Phase II of the Clackamas County Strategically Significant Employment Lands project

Thank you for the opportunity to submit our funding request to Metro. Should you have any questions or require clarification, please feel free to contact me at 503-742-4303 or Jamie Johnk at 503-742-4413.

Sincerely,

Catherine Comer

Manager