Tulsa Regional ADVANCED MOBILITY Cluster Project



Build Back Better Regional Challenge

Phase 2 Application March 2022

SUBMITTED BY







Tulsa Authority for Economic Opportunity

















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Synopsis For The Tulsa Regional Advanced Mobility Project

The United States and the world are witnessing a mobility revolution that is poised to disrupt the global economy. The future of mobility is being driven by technologies such as electrical vehicles on land and electric vertical take-off and landing (eVTOL) vehicles in air, powered by autonomous technologies. The Advanced Mobility ("AM") industryⁱ is expected to drive over \$2 trillion in new industries and services, with no clear global leader to capture the opportunity, and US demand for AM components (e.g., unmanned aerial security) is increasing (e.g., America Competes Act).

The northeast Oklahoma region ("region") is stepping forward during a period of economic shock driven by COVID-19 to embrace this opportunity to create a resilient economy, anchored in innovation, entrepreneurship, and advanced manufacturing. The region has a strong foundation for the AM industry, such as higher education research and expertise that needs to be expanded and better aligned to industry needs, an engaged social sector that has increased support for the region's economic diversification, transportation infrastructure, and existing industry in aerospace and manufacturing. However, several gaps must be addressed for the region to become a leader in this space at a time when it must diversify its economy.

Stagnation threatens to shrink the region's economy, which is over reliant on declining industries (e.g., energy, including coal) and faces automation pressures that could displace at-risk workers, furthering economic inequality. With the support of EDA funding, a generational opportunity can be seized to leverage an over \$32 million philanthropic (GKFF), academic (OSU, TCC), and public sector (City of Tulsa, Tulsa Port of Inola) financial commitment to leverage the region's economic building blocks to create a new industry cluster that will diversify the region's economy and advance equitable outcomes. Absent this investment, the proposed system of projects would otherwise take decades to realize. Our coalition and the residents of the region are ready to embark on this mission of capitalizing on a transformative and catalytic investment.

The regional coalition submitting this proposal brings the credibility, experience, and knowledge to effectively execute EDA investments across our component projects. The coalition includes the City of Tulsa, Tulsa Authority for Economic Opportunity ("TAEO"), Osage Nation, City of Tulsa-Rogers County Port Authority ("Tulsa Ports"), Oklahoma State University ("OSU"), Tulsa Innovation Labs ("TIL"), George Kaiser Family Foundation ("GKFF"), Tulsa Airports, Tulsa Regional Chamber ("Chamber"), Tulsa Community Foundation (TCF), and Indian Nations Council of Governments ("INCOG"). The coalition members, including three Tribal Chiefs, are part of the INCOG-Economic Development District, Comprehensive Economic Development Strategy (CEDS) Committee.

Collectively, the component projects proposed by this coalition are complementary and aligned to the gaps the region must address to catalyze an Advanced Mobility ecosystem. Our goal is to create the only regional AM clusters with world-class research, testing, and manufacturing capabilities in the country. Projects include:

- Advanced Mobility Workforce Programs: Three-program workforce development agenda with an emphasis on diversity, equity, and inclusion.
- Robson Industrial Park: Infrastructure investment to develop a ~2,000-acre pad-ready industrial site in the city of Tulsa.

- Tulsa Port of Inola Industrial Park: Infrastructure investment to develop a ~2,200-acre pad-ready industrial site in Tulsa MSA.
- Flight Corridor: 114-nautical mile commercial-scale testing site for aerial mobility.
- LaunchPad Research Center: State-of-the-art Advanced Mobility research facility differentiated by its industry partnership model.
- Hangar: 25,000 sq ft hangar at the Tulsa International Airport that will strengthen the legacy mobility sector today and the advanced mobility sector in the future.

We anticipate that the proposed investments across the coalition's projects could lead to an annual incremental \$4.7-\$9 billion GDP impact, a total of 29,000-53,000 jobs createdⁱⁱ, and wages 37% above state median wages for newly created jobs. The Advanced Mobility Workforce Programs will train an estimated 350-500 workers annually at the programs maturity and approximately 47% of the newly created jobs will not require formal two-year or four-year post-secondary credentialsⁱⁱⁱ.

Comprehensive Economic Development Strategy that address the need to create a high quality of life, a diversified regional business climate that supports quality job creation, improving regional infrastructure to meet the demands of a globally connected modern economy, and capitalizing on entrepreneurship, technological innovations, and regional assets. Of these goals, the project aligns with seven objectives that are identified to achieve success: public funding, regional connections, strategic community development, inclusive growth coalitions, infrastructure, next-gen technology, and education.

The coalition is also investing in complementary initiatives that will bolster the region's economy and support the Advanced Mobility industry development. Examples include:

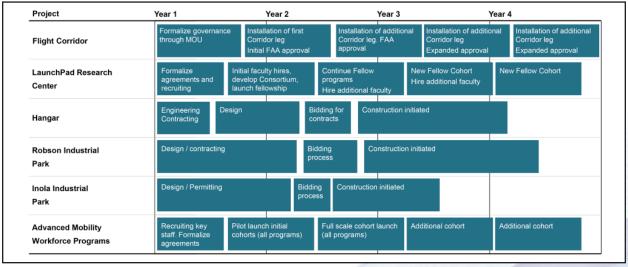
- GKFF is committed to complementary initiatives (see letter of support) to build inclusive pathways, support research and innovation efforts, bolster infrastructure, and build cyber skills (including at the intersection with Advanced Mobility).
- The Chamber has recently initiated an Automotive Technology Council to convene industry leaders. This committee will work with the coalition, along with the Chamber's Aerospace Council and Mosaic, an initiative dedicated to diversity, equity, and inclusion in the business community.
- The City and its partners have made initial investments in innovation infrastructure, such as the 36 Degrees North Incubator at City Hall and Retrain Tulsa, to help support a foundation for business growth and new avenues to job opportunities for Tulsa residents.
- TIL is supporting the University of Tulsa-Team8 Cyber Fellows program, with Israeli Venture Capital and Company Foundry Team8, that is focused on guiding research toward immediate industrial applications, and a Cyber and Data Analytics Skill Center at Tulsa Community College, which includes a bridge program focused on preparing underserved populations for new careers in technology, an accelerated training program, work-and-learn apprenticeship opportunities, and wraparound services.
- OSU recently announced the launch of Oklahoma Aerospace Institute for Research and Education (OAIRE), with the goal of supporting ongoing and future partnerships between university, commercial, military and government agencies in aerospace

- innovation. This effort includes over \$30M in ongoing research and K-12 education, summer camps, and teacher training.
- Complementary to the Advanced Mobility Workforce Programs, the Tulsa Port of Inola offers the Port-Ability program, a 40-hour safety and basic manufacturing course in partnership withTulsa Tech, AAON, Inc., and regional high schools, targeted at high school students in underserved areas of Tulsa that do not plan to attend a two- or four-year university.

The coalition's goals are to develop an ecosystem that promotes growth and innovation in AM and to address historical inequities such as those resulting from the attempted systematic elimination of the Osage and the 1921 Greenwood race massacre by creating quality jobs for residents of the Tulsa region. Our specific metrics of success reflect these goals:

- Growth of regional jobs in Advanced Mobility sectors
- Improvement in regional innovation index
- Reducing demographic gaps in employment and median wages for historically disadvantaged groups, racial minorities, and women
- Increasing regional wage growth through quality jobs created by target and supplier firms

A general timeline for implementation of the projects is provided below in Figure 1. Figure 1



Description of Project Location

The northeast Oklahoma region is a 14-county region characterized by urban and rural areas including the jurisdictions of three federally recognized Native American Tribes: Osage, Cherokee, and Muscogee. The counties that make up the corridor include: Adair (40001), Cherokee (40021), Creek (40037), Delaware (40041), Mayes (40097), Muskogee (40101), Okmulgee (40111), Osage (40113), Pawnee (40117), Payne (40119), Rogers (40131), Tulsa (40143), Wagoner (40145), and Washington (40147). Adair, Cherokee, and Payne County are categorized by the U.S. Census Bureau as persistent poverty counties, and over 100 persistent poverty tracts in the other 11 counties.

Figure 2 (next page) illustrates the geography of the TRAM Corridor and the relationship of the component projects. The hub of the corridor is the city of Tulsa. The spokes of the growth

cluster will harness the capabilities of strategic, regional economic development assets that cannot be easily replicated nationally or globally. Contributing assets include Tulsa Port of Catoosa in Rogers County, Tulsa Port of Inola in Rogers County, Tulsa International Airport in Tulsa County, Skyway36 UAV & Aerospace R&D Park in Osage County, Helmerich Research Center in Tulsa County, Robson Ranch in Wagoner County, Osage Nation Ranch in Osage County, Oklahoma State University in Payne County, and Mid-America Industrial Park in Mayes County.

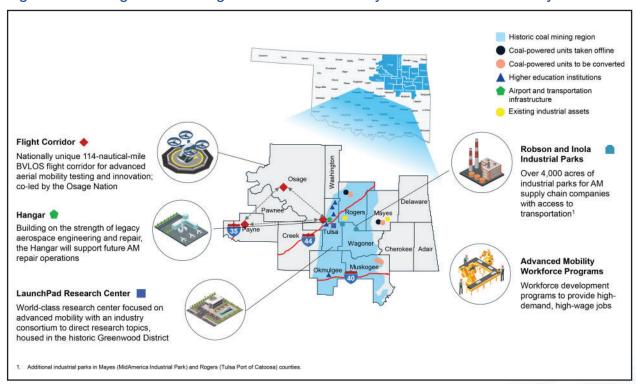


Figure 2: The region is building on its assets to catalyze an advanced mobility sector

The region is heavily reliant on energy-based industries^{iv} and includes areas of historic strip mining of Croweburg and Iron Post coal that occurred throughout the 20th century and recognized by the Department of US Energy as one of the top 70 metropolitan and nonmetropolitan areas for coal related employees^v. The conversion of several coal-fired power plants that are taking coal units out of service has led to the loss of hundreds of jobs and has negatively impacted the regional economy^{vi}. The proposed projects will benefit rural areas of the region by making ~4,000 acres of industrial property "pad ready" for targeted AM projects that align with the manufacturing workforce impacted by the changes in coal and energy market.

Private Sector Participants and Commitments

For this application, the coalition leveraged and strengthened its relationships with the private sector. The Chamber's long-standing relationships with businesses and history of responsive engagement with industry provides a critical foundation for future engagement efforts. The Chamber recently announced the formation of an Automotive Technology Council, which, along with its Aerospace Council, will provide input on the cluster's strategic direction. Commitments from private industry and alignment with the demands of industry have been integral to the coalition's planning.

In Phase 2, we expanded our industry outreach, both regionally and nationally, and have the support of 40+ industry partners, including:

- Advanced Mobility Workforce Programs: Five of the Tulsa region's largest manufacturing employers, including Canoo, Navistar, and Spirit AeroSystems committed to working with the certification and training programs by sponsoring internships, apprenticeships, and working with the programs to recruit new talent, and 10+ other employers have expressed interest in components of this program.
- Robson Industrial Park, Inola Industrial Park, and Hangar: Six of Tulsa's regional manufacturing companies, including Canoo, American Airlines, and L3 Harris Aeromet have attested to the need for more manufacturing facilities, and how the ability to receive and transport raw materials nearby will help strengthen the region's supply chain and enhance the overall attractiveness of Tulsa for manufacturing companies.
- **Flight Corridor:** More than five regional companies, including Veroplane and Skydweller have expressed interest in participating as an end user of this project given the infrastructure demands for companies in the aerial system and cargo delivery industries.
- LaunchPad Research Center: Thirteen major local employers, nationally leading Advanced Mobility companies, innovative startups, and venture capital firms expressed interest in helping to shape the region's research agenda in line with industry demands, including joining the feeper-membership industry consortium, and interest in funding research opportunities and incubated startups.

Project Sustainability

Near-term catalytic funding will allow the region to leverage and build from the full potential of existing infrastructure (e.g., thought leaders, equity partners, industry presence) to become a national leader in Advanced Mobility innovation and development. Each project has sustainability strategies in place to ensure the cluster's longevity as provided in the component project applications. As an expression of its confidence in and commitment to the cluster vision, GKFF is securing \$10 million for future projects that will sustain and grow the cluster (more details in the Advanced Mobility strategic working group section below).

Certain project components, particularly those centered on promoting diversity, equity, and inclusion (DEI) in workforce initiatives, will likely need external funding support to be sustained beyond the EDA grant period. For these initiatives, coalition partner GKFF has guaranteed full funding of \$2.3 million for an additional year of performance and will seek partners to support proven initiatives in the years after, which aligns with the coalition's vision of ensuring an equitable and inclusive regional economy.

To provide oversight of the execution of the projects and sustain the cluster, the coalition will employ cluster- and project-level governance structures that leverage existing entities familiar with execution in the region, ensure agile delivery and accountability in project commitments, and include DEI in ongoing cluster expansion and project delivery.

At the cluster level, there will be three main roles:

- Cross-project oversight, led by TAEO. TAEO will structure a working model to enable cross-project collaboration, including convening an AM strategic working group and regional advisory group. It will monitor and track progress across projects, including identifying and addressing risks and challenges, and supporting on equity initiatives. TAEO will add a new position to lead oversight, which will be funded by GKFF.
- Advanced Mobility strategic working group will be chaired by TIL and comprised of members of the coalition (e.g., Osage Nation, OSU), with new members over time. The structure and governance of the working group will be developed throughout the project. The group will meet regularly (e.g., quarterly) to review and provide guidance on cluster and project progress, be responsible for identifying and executing on opportunities to expand the cluster beyond existing projects (e.g., hosting events), and manage external outreach and engagement with industry partners. The \$10M secured by GKFF for long-term sustainability of the cluster will support initiatives developed by this working group.
- Regional advisory group, overseen by the Chamber and INCOG, will be comprised of regional corporate and community leaders that have been engaged throughout the application process, including the DEI working group members. The regional advisory group will advise on key problem-solving questions across projects (coordinating directly with project leads) and support broader stakeholder engagement for the cluster and projects.

Projects will be governed by specific governance models that will be responsible for ongoing project management and execution, coordination with the cross-project oversight team, and project decision-making. Project-level governance can be found in the project narratives.

Community Engagement

Community engagement will be critical for the cluster to achieve its equitable goals, and we have embedded community participation and equity into the design of our projects. TAEO, in its cross-project oversight role, will directly coordinate engagement with community-based organizations and lead efforts to ensure the project incorporates economic benefit for local residents for all projects in Tulsa's municipal boundaries, and will provide strategic guidance on these types of activities for projects outside of the boundaries. Construction component projects, including the Inola Industrial Park, will build on TAEO's Economic Development Incentives Policy, which includes incentivizing the adoption of wage requirements (e.g., wages higher than average county wage), benefits requirement (e.g., basic health insurance coverage, premium cap), and job opportunity measures (e.g., second chance hiring, training and career pathways, and acceptance of foreign credentials). All proposed construction projects have incorporated inclusive contracting policies, including targeting at least 10% disadvantage business enterprise (DBE) participation in construction, online trainings on document bidding, awareness campaigns, and pre-bid meetings and site walks. TAEO will also leverage the City of Tulsa's Small Business Enterprise program (which it manages) to increase and require contracting access for small, diverse firms, and will work to increase the number of diverse firms participating in the SBE program through the State's new Diverse Business Certification Program. The coalition is also exploring opportunities to access \$13.2 million allocated to Oklahoma through the State Small Bank Credit Initiative (SSBCI)

program (there has been no lending to date) to complement the region's SBE program. Community engagement is built into each of the non-construction projects in a manner that is consistent with the geography and vision for that project. Examples are below and more details can be found in project component narratives:

- Targeted recruitment and mentorship: The workforce sub-programs share an emphasis on community engagement, including partnering with community organizations (e.g., Black Tech Street, Build in Tulsa, Lightship Foundation, Tulsa STEM Alliance, Tulsa Public Schools) to bring awareness of Advanced Mobility opportunities to students and adults, and to mentor aspiring entrepreneurs of color launching new technology businesses.
- Dedicated funding for community engagement and events: The LaunchPad has set aside a budget specifically for community engagement to ensure that local residents and underrepresented entrepreneurs benefit from this investment in innovation. This includes partnering with local community organizations to bring awareness of Advanced Mobility opportunities to students and adults.
- Representation in leadership: The Osage Nation is a co-lead for the Flight Corridor, which highlights the unique Tribal contributions to economic development and reflects diverse regional leadership.

Equitable Distribution of Benefits

COVID-19 has greatly impacted the region, which has seen a 10.4% decrease in employment and regional wage decline of 8.1% from January 2020. COVID-19 also has had a much larger impact on certain demographic groups, especially people of color. For example, in June 2020 Latinx people accounted for 24% of the total reported COVID-19 cases, but only 13% of the general population. Additionally, employment in the Tulsa Region from Q1 2020 to Q2 2021 fell by 10.5% for Whites but by 25.7% for Blacks. The recent labor shortage has also been highly concentrated in cities, while rural communities lack a sufficient demand for labor. The region faced challenges before COVID-19. Poverty rates for Tulsa County grew from 11.0 to 14.3 percent in the 2010-2019 period and opportunities varied for the region's residents based on educational outcomes. For example, unemployment for Tulsa MSA residents with a high school degree is 1.8x higher than unemployment for those with a bachelor's or higher vii. The coalition projects have been intentionally designed to address these challenges.

Based on the occupation data for the targeted industries (component manufacturing, raw material production, and data centers) for the 11,000-21,000 initial jobs expected to be created through the three construction projects (Hangar, Robson Industrial Park, and Inola Industrial Park) the average employee wages are 30-40% higher than median state wages, and 3-4% higher than their surrounding area median wages. A significant amount of these jobs (40%+) do not require a formal two-year or four-year post-secondary degree. To ensure that these opportunities are distributed equitably, we will implement or incentivize employee recruiting practices that target historically disadvantaged populations, racial minorities, and women. This includes incorporating DEI policies into the company selection process for construction and leasing projects. Several groups in the region are currently underrepresented in the type of jobs that will be created through construction projects, including women (51% of Tulsa region population but only 23% of current employees in these occupations) and American Indians (8% of the Tulsa region population but

only 5% of the current occupation demographic). As the leader of cross-project oversight (see Section 4), TAEO will play an integral role in ensuring this focus on equity, providing an annual, data-driven approach to assessing progress in equitable outcomes.

Non-construction projects were also designed to ensure equitable distribution of outcomes:

- **Project location decisions:** The LaunchPad Research Center is located in the Greenwood
 - District, the home of historic Black Wall Street and site of the Tulsa race massacre in 1921. TAEO and the City of Tulsa are currently executing a comprehensive, community -led planning process to ensure that development in this area will restore the legacy of Black Wall Street and drive increased opportunity for Black residents. Osage LLC is a partner with OSU in this project, ensuring that the Osage Nation and Tribal nations, historically impacted by discrimination, will benefit economically from a revenue sharing model and expected commercial development on Tribal land.
 - Leveraging DEI approaches from the coalition: Coalition members will bring their own internal approaches for DEI to project execution. For example, OSU will leverage the university's DEI best practices, which includes the university's DEI-focused offices an initiatives include its office of Institutional Diversity and the OSU Diversity, Equity and Inclusion (DEI) Task Force which works to foster an environment where OSU students, faculty, and staff all have equal opportunities to find success, and OSU's Center for Sovereign Nations which builds partnerships between OSU and tribal nations to help make it the most successful land-grant institution in the nation for Native American students
 - Developing wraparound supports to meet specific needs of vulnerable populations: The three workforce sub-programs will share an emphasis on community engagement and equity. These include a wraparound program led by Madison Strategies Group (an organization with a proven track record of enabling economic mobility for its program participants), \$1.6 million committed to stipends and scholarships, and a bridge program to prepare students with workplace skills to be successful.

Expected Outcome from Joint Impact of Projects

Collectively, these projects will create more equitable outcomes across the region. Through the support of the EDA award, we expect the following to occur over the next 5-10 years:

- A reduction in unemployment and wage gaps between demographic groups given the employment practices being employed by the construction projects (Inola Industrial Park, Robson Industrial Park, Hangar) and DEI initiatives embedded in our Advanced Mobility Workforce Programs that will create a more diverse pipeline of talent. These reductions will be measured by TAEO and the City of Tulsa through the <u>Annual Equality Indicators Report.</u>
- Increased employment opportunities for rural residents and coal communities as the Inola Industrial Park will be located outside of the city of Tulsa and the employment area will include rural and coal impacted counties.
- Jobs at the industrial parks are expected to have 38-47% higher wages than the state median.

 Advanced Mobility Workforce Programs are expected provide 350-500 annual workers across all programs, with a 37% expected growth in median wages in target occupations compared to the state median wage, and 6% higher than the Tulsa MSA median wage^{viii}.

Proposed projects are expected to deliver a combined \$4.7-\$9 billion in incremental annual GDP growth and 29,000-53,000 total jobs^{ix}. The expected GDP, jobs, and other outcomes across the projects:

- Robson Industrial Park: 7,000-13,000 initial jobs at a 47% higher wage than the state median wage, based on a benchmark of 2.1-4.7 jobs per acre and state occupation data. This leads to annual GDP of \$1.6-\$3.6 billion using industry-specific jobs to sales ratios and EMSI industry multipliers, and 8,000-19,000 total jobs using industry multipliers. The Robson Industrial Park is expected to have an industry mix of 90% component manufacturing and 10% data centers. We expect \$7-\$10 billion in private investment at the Industrial Park and an additional 3,000 acres for residential and commercial development to open in east Tulsa due to job creation and the provision of sanitary sewer infrastructure.
- Tulsa Port of Inola Industrial Park: 4,000-9,000 initial jobs at a 38% higher wage than the state median wage, based on a benchmark of 4.2-5 jobs per acre and state occupation data. This leads to annual GDP of \$3-\$5.3 billion using industry-specific jobs to sales ratios and EMSI industry multipliers, and 20,000-34,000 jobs using industry multipliers. The Tulsa Port of Inola Industrial Park is expected to have an industry mix of 60% component manufacturing and 40% raw material production.
- Hangar: 65-85 initial jobs based on other regional hangar benchmarks. Total annual GDP impact is expected to be \$7.5-\$9.8 million with total jobs of 90-120, based on industry-specific jobs to sales ratios and EMSI industry multipliers. Lease revenues will support the sustainability of the cluster by providing direct revenue to TAEO's annual operating budget.
- Flight Corridor: Ten initial jobs based on budgeting, at an average wage 87% higher than the state median wage. Expected annual GDP from Corridor operations is \$1.5 \$3 million, based on projected revenue and EMSI industry multipliers. In addition, the Flight Corridor provides the foundational infrastructure for attracting and retaining Advanced Mobility companies and is expected to attract commercial development on Osage Nation land.
- LaunchPad Research Center: 20 initial jobs for the Center based on budgeting. Expected annual GDP impact from Center operations is \$4.6-\$8 million based on projected revenue from the industry consortium. There is an estimated 180-250 jobs from startups and \$95-160 million in annual GDP^x based on an estimated startup cohort size of 5 per year at maturity. This leads to a total expected impact of 220-290 jobs and \$101-170 million in annual GDP, including industry multipliers.

Coalition Work Between Phase 1 Award and Phase 2 Application

The work of the coalition between the Phase 1 award and Phase 2 application has been instrumental in shaping the overarching and component project narratives. Regular weekly meetings of the coalition have been held to discuss ways to build on the initial vision and align project objectives with the cluster vision. This group engagement has resulted in consensus around what the EDA

investment will deliver over the next 5-10 years and how to sustain the legacy of this transformational investment in the region. The coalition also expanded private sector and community engagement, convening working groups across each project team and for specific programs, including a diversity, equity, and inclusion working group.

The coalition has made progress on detailing its governance approach for project oversight and execution, as well as long-term cluster sustainability. As detailed in Section 4, we aligned on a cluster-level governance strategy for ensuring accountability across all projects and moved towards formal project-specific governance structures, specifically in the Robson Industrial Park and Flight Corridor projects (see project narratives for more detail).

The coalition held information sessions with regional business leaders to provide information about the cluster vision, and to solicit input on industry needs, doubling industry letters of support and strengthening commitments on hiring, internships, business attraction, and Industry Consortium participation (see letters of support).

Changes to Project or Vision Since Phase 1

While the vision of the cluster has remained unchanged from Phase 1, we have made changes:

- Refined our northeast Oklahoma region definition from 21 counties to 14
- Added Tulsa Community Foundation as a member of the coalition
- Increased matching funds from coalition member GKFF, from \$6.8 million to \$21 million (which includes the \$10 million support to sustain the cluster), and in leveraged funds from \$20 million to \$100 million for complimentary investment to be focused on inclusive pathways initiatives.
- Increased matching funds from OSU, from no matching funds to \$6.1 million, and additional in-kind support for Advanced Mobility Workforce Programs, totaling \$3.3 million from Tulsa Community College, Tulsa Tech, Oklahoma State University-Tulsa, and Oklahoma Manufacturing Alliance.
- Identified OSU as the Project Sponsor for the Flight Corridor project, with Osage Nation as a co-lead
- Increased estimated total project costs for the Hangar, and Robson and the Tulsa Port of Inola Industrial Parks, and a corresponding increase in matching fund commitments
- Received Resolutions from Tulsa, Rogers, and Wagoner County Board of County Commissions in support for the TRAM Corridor project and the component project within the respective county, and an affirmation of commitment to take all actions in their power to assist in pursuing projects of mutual interest for the development of additional utility or transportation infrastructure that will build upon the EDA investment.
- Broadened support from State and Federal government, including Oklahoma Congresional Delegation. In addition to the Secretary of Commerce and Workforce Development, Scott Mueller, our proposal has secured the support of Secretary of Science and Innovation, Elizabeth Hutt Pollard, as well as Governor Kevin Stitt, Representatives Kevin Hern of Oklahoma's 1st District, Markwayne Mullin of the 2nd District, Frank Lucas of the 3rd District, Tom Cole of the 4th district, and Stephanie Bice of the 5th district, and National Aeronautics and Space Administration (NASA).