

Community Involvement Handbook

For CPO, Hamlets and Villages volunteers



Working hand in hand with county government



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INTRODUCTION

Community engagement is essential in helping Clackamas County develop and maintain programs and services that reflect our community values and meet our community needs. Because Clackamas County values community participation, we strive to connect with our community in many ways.

For members of unincorporated Clackamas County, the county offers two programs for engagement and participation—Community Planning Organizations (CPO) and the Hamlet and Village Program. This handbook outlines these programs.

For more information about community involvement, visit www.clackamas.us/community or contact your community involvement liaison at communityinvolvement@clackamas.us or 503-655-8552.

COMMUNITY PLANNING ORGANIZATIONS

SECTION 1: INTRODUCTION AND UNDERSTANDING COMMUNITY INVOLVEMENT

Since 1973, Community planning organizations (CPOs) have played a role in guiding the growth and development of Clackamas County.

CPOs began as a requirement of comprehensive land use planning in Oregon. The State of Oregon established statewide planning goals in the 1970s to provide community members the opportunity to be involved in the land use planning process (Goal 1).

The County adopted a community participation policy in 1973 and established community planning organizations (CPOs) as one of the ways to satisfy that goal.

CPOs are rooted not only in state planning law, but also play a role in the larger task of self-governance in Clackamas County. While the original purpose of CPOs was to involve community members in the land use planning process, many have expanded it to include other matters of community importance.

Understanding Community Involvement in Clackamas County

Community participation is a hallmark of Oregon’s comprehensive planning program. Each city and county plan includes a community involvement program that describes how the public can participate in each phase of the planning process. Local governments must periodically evaluate their efforts to involve community members, and, if necessary, update their programs. Below is a description of the essentials to community involvement in Clackamas County.

COMMUNITY PLANNING ORGANIZATIONS (CPOs)

CPOs are part of the community involvement program required by state statute as outlined in [Goal 1: Community Involvement](#). They are advisory to the Clackamas County Board of Commissioners on matters affecting their communities, particularly in the area of land use. CPOs are notified of proposed land use actions and legislative changes within their boundaries. They may review these applications and recommend their approval or denial.

Everyone who lives, owns property or has a business in the unincorporated parts of the County—those areas not inside an incorporated city—can be a member of one of the County’s recognized CPOs. Since land use planning within a city is the responsibility of the city, individuals who live inside city limits can be involved in their city’s community involvement program through neighborhood associations or similar groups.

COMMITTEE FOR COMMUNITY INVOLVEMENT (CCI)

The Committee for Community Involvement (CCI) is a public advisory board appointed by the Board of Commissioners. The CCI is responsible for assisting the Clackamas County Board of Commissioners and other appropriate governing bodies with the development of a program that promotes and enhances community involvement in land use planning, in the implementation of the community involvement program and evaluating the process being used for community involvement.

THE COMMUNITY INVOLVEMENT PROGRAM (CIP)

State law under Goal 1 of Oregon’s statewide planning goals and guidelines requires that a community involvement program (CIP) be adopted for providing community involvement in all phases of the planning process. The program is developed and reviewed by the CCI.

SECTION 2: ROLES AND RESPONSIBILITIES

The Community Involvement Program is managed by Clackamas County Public and Government Affairs (PGA). PGA’s responsibilities include:

- Assisting in the official recognition of CPOs by keeping current bylaws, minutes, and names of CPO officers on file for the public.
- Provides up to \$150 annually for reimbursement for each recognized CPO.
- Acts as a resource and referral service for information about the County.
- Assists with formation and boundary adjustments of CPOs.
- Facilitates training sessions.
- Supports increased participation through various media outlets, promotes special events, and provides a webpage for the CPO program.
- Provides third-party liability insurance to CPO boards to provide protection but still allow for CPO autonomy from the county.

ROLE OF CPOS

Many land use applications, such as administrative, public hearing and legislative decisions by State law, require public notice to neighbors, newspapers and CPOs. Others do not require administrative approval, such as uses that are permitted outright in the given zoning district (for example: building a house in a residential zoning district). CPOs are not notified of these applications.

REVIEW

The County’s Planning Department notifies nearby landowners and forwards both an electronic and hard copy of land use applications to CPOs for their review. Based upon the application and local knowledge, the CPO can make recommendations, using the applicable zoning ordinance criteria to approve or disapprove an application. The CPO must identify the reasons for its recommendation along with any vote, and identify how those reasons relate to the zoning ordinance criteria applicable to the application. The Planning Department considers the

information submitted by multiple stakeholders, weighs this information against the zoning criteria and renders a decision for approval or modified approval with conditions, or for denial. Stakeholders include:

- The applicant
- State and county agencies (e.g., Oregon Department of Transportation, Oregon Division of State Lands, fire departments and water/sewer agencies)
- County departments (e.g., Roads, Building, Engineering/Transportation, Soils and Water Environmental Services)
- Notified landowners
- The CPO

COMMENT PERIOD

All stakeholders can provide comments to an application with the comment period, which is a minimum of 15 days. Comments submitted after 15 days are considered if they are received before a decision is issued by the Planning Division. CPOs are encouraged to contact the planner in charge of a particular land use application if more time is needed to respond to an application.

APPEAL

If neighbors, landowners or a CPO disagree with the Planning Division decision, they can appeal to the hearings officer within 12 days of the administrative final decision mailing date. The hearings officer, appointed by the County Commissioners, acts as a land use judge in Clackamas County, by reviewing land use applications requiring public hearings and appealed administrative decisions. Most hearings officer decisions can only be appealed to the Oregon State Land Use Board of Appeals. Other than an appeal, a hearings officer decision on an interpretation application may be taken to the Board of Commissioners for review and the Board will determine whether to hear the application.

A recognized CPO under Subsection 1502.1 of the Clackamas County Zoning and Development Ordinance is not required to pay the \$100 appeal fee provided the “decision to file an appeal is made at a public meeting held in compliance with Oregon Public Meeting Laws.”

CPO BOUNDARIES

The Board of County Commissioners (BCC) establishes CPO boundaries within Clackamas County. Request for a new CPO or changes to existing CPO boundaries must be forwarded and approved by the BCC. For additional information on boundary changes, contact Clackamas County Public and Government Affairs at 503.655.8552 or communityinvolvement@clackamas.us.

CPO boundaries change automatically to exclude any areas within unincorporated Clackamas County if the area is annexed by neighboring cities. Boundaries should not overlap with another CPO unless each CPO agrees in writing and this change is approved by the BCC.

A community or business is automatically eligible for membership in the CPO designated to operate within a given boundary.

SECTION 3: MODEL BYLAWS

CPOs must establish bylaws upon formation to meet statutory requirements. Once drafted, a CPO must submit its bylaws to the Clackamas County Public and Government Affairs for review and approval from county counsel. Once approved, the bylaws are ready for a final vote of the CPO.

Proposed amendments to CPO bylaws follow the same procedure as outlined above.

NOTE: These bylaws may serve as a model to community planning organizations. While most of the organizational details of the CPO are to be decided by the CPO itself, the language in bold face is required by State Statute or County Ordinance.

Sample bylaws can be accessed at www.clackamas.us/community/resources

SECTION 4: OREGON PUBLIC MEETINGS LAW

The [Oregon Public Meetings Law \(ORS 192.610\)](#) requires meetings of advisory bodies be open to the public. A CPO is a public body with authority to make decisions and recommendations, and, therefore, is subject to the Public Meetings Law. For CPOs, these requirements enhance rather than restrict the decision-making process. Generally, meetings will be more effective if efforts are made to include all interested parties and encourage their participation. An informed public is aware of the deliberations and decisions of governing bodies and the information upon which decisions are made.

NOTICE OF YOUR CPO MEETING

The Public Meetings Law requires public bodies, such as CPOs, to provide notification in advance of all meetings.

- Actual notice must be provided to those requesting it—by phone, email or mail.
- Reasonable notice must be provided to the public at large. At a minimum, a notice must be posted to meet this requirement. The local newspaper should also be notified.
- The law encourages, but does not require, notification of parties known to have a special interest in a meeting.
- Public notification must include date, time and place of the meeting and a brief description of the principal subjects to be discussed.

WHERE, HOW AND WHEN

CPO meetings should be held within their geographical boundaries or at the nearest practical location. Meetings should be accessible to the disabled.

All official actions by governing bodies, such as a CPO, must be taken by public vote. Each member's vote must be recorded unless the body has 26 or more members. Even then, any member of the governing body, such as a CPO, may require that the votes of each member be recorded. [ORS 192.650\(1\)\(c\)](#). Written ballots are not prohibited, but each ballot must identify the member voting and the vote must be announced.

Executive sessions (where the public is excluded) are never permitted with a CPO. Under law, executive sessions are allowed only when discussing labor negotiations, confidential medical records, property transactions or public investments. None of these issues fall within expected topics for CPO meetings.

PUBLIC MEETING NOTICES

Noticing meetings is important and a legal requirement. CPOs should provide enough notice and choose a variety of notification methods to help attract a diverse group to their meetings.

Community newspapers generally run CPO meeting announcements. Most newspapers in the County are weekly, have specific deadlines for submission, and likely require at least 10 days in advance of the meeting.

Social media is another way to notice meetings and other activities; and a great channel for engaging new participants.

Clackamas County offers a calendar on its website where CPOs can provide meeting notifications and details. Please contact Clackamas County Public and Government Affairs for posting.

Collecting contact information from meeting attendees is essential. This way you can maintain an email distribution list to send out notifications, update members on community issues, and ask for assistance with various duties.

SECTION 5: MEETING MINUTES

Minutes do not have to be verbatim and the meeting does not have to be tape recorded unless otherwise required by law. The minutes must give a true reflection of the matter discussed at the meeting and the views of the participants.

Minutes must be available and submitted to Clackamas County Public and Governments Affairs within a reasonable time after the meeting, preferably within 60 days after the meeting. If the minutes have not yet been approved, simply note on them that they are “draft.” The minutes will be kept permanently and available for public review. The CPO should also keep a file of its past minutes. The County will retain CPO minutes following the rules of the State Archives. The meetings are accessible to the public once they are prepared, even if they have not yet been approved until the next meeting.

Minutes and records available to the public must be made accessible to everyone, even if it means converting the minutes to large print, Braille, or other formats, upon request. If an individual requests the minutes in a special format, please contact the Clackamas County Public and Government Affairs.

A meeting minute template can be accessed at www.clackamas.us/community/resources

SECTION 6: REQUEST FOR REIMBURSEMENT

Please complete this form and return it with original or copied receipts to Public and Government Affairs, Community Involvement, 2051 Kaen Road, Oregon City, OR 97045 or email a PDF to communityinvolvement@clackamas.us.

SECTION 7: MAPS

CPO maps may be requested by CPOs through the Community Involvement Office. If there is a cost it will be deducted from each CPO’s annual expense budget. Contact the Community Involvement at 655-8552 for more information on this process.

SECTION 8: KEEPING YOUR CPO RECOGNIZED

Every year Public and Government Affairs is required to undertake the review of CPO files in order to assure that requirements for official recognition are met.

The following information is required annually to ensure a CPO's recognized status:

- A list of current CPO officers with addresses, phone numbers and email addresses.
- Current CPO bylaws.
- You must meet at least two (2) times a year, keep minutes and provide copies to Clackamas County Community Involvement. However, if you meet more frequently, please submit a copy of each meeting minutes to comply with public records law.

In addition, please provide a letter indicating who is authorized to submit and receive reimbursement for CPO expenses.

Submission of these items should be made to Clackamas County Public and Government Affairs, 2051 Kaen Road, Oregon City, OR 97045 or emailed to communityinvolvement@clackamas.us.

SECTION 9: CHECKLIST FOR NEW CPO

1. **Bylaws:** Review the sample bylaws provided in this handbook and customize them for your new CPO. The bylaws must comply with the County's Comprehensive Plan and include a map of the CPO boundaries (furnished by the Community Involvement Office). The draft document should be submitted to Clackamas County Public and Government Affairs for county counsel approval prior to CPO adoption of the bylaws.
2. **Meeting Notice:** You'll want to have the broadest possible advertising. For support in identifying ways to effectively notice your meeting for increased participation, reach out to our community liaison at 503-655-8552 or communityinvolvement@clackamas.us.
3. **First Meeting:** The first meeting of the new CPO will be organizational.
 - a. Review, revise and approve proposed bylaws.
 - b. Appoint nominating committee for CPO officers (chair or president, vice-chair or vice-president, secretary, treasurer). Elections will take place at the second meeting.
4. **Meeting Dates and Location:** Several CPOs have found it to be more efficient to have established meeting dates and locations. This needs to be addressed in your bylaws.
5. **Responsibilities:** CPO officers and all active members are volunteers. The CPO is responsible for planning and scheduling its meetings. Open meeting laws must be followed. Meeting minutes and sign-in sheets (attendees) must be submitted to Clackamas County Community Involvement Office. See section under Requirements for Recognized CPOs.
6. **Funding:** Funds allocated by the county for the CPO program may be used for materials such as printing and mailing costs for flyers, and post office box rental to name a few. Any other expenses must be approved by Clackamas County Community Involvement Office.

SECTION 10: HOW TO CONDUCT A MEETING

RECOMMENDATION ON HOW TO ORGANIZE AN AGENDA AND CONDUCT A MEETING

The following is a general format and order of business. Any items not applicable can be deleted.

1. Welcome and Opening ceremonies (optional)
2. Reading and Approval of Minute
3. Financial Statement
4. Bills
5. Correspondence
6. Reports of Officers, the Board and Standing Committees
7. Reports of Special Committees
8. Special Orders
9. Unfinished Business and General Orders
10. New Business
11. Program
12. Announcements

A fillable agenda template can be accessed at www.clackamas.us/community/resources.

PROCESS FOR HANDLING A MOTION

A motion is a formal proposal by a board member that asks the board to take a certain action.

1. Member makes a motion: "I move that..."
2. Another member seconds the motion: "I second the motion..."
3. Chair states the motion "is moved and seconded."
4. Chair opens debate: "Is there discussion?"
5. Members debate the question.
6. Chair puts the question: "The question is on the adoption of the motion that..."
7. Chair says "those in favor say 'aye.'"
8. Chair says "those opposed, say 'no.'"
9. Chair announces vote.

SECTION 11: LIABILITY INSURANCE

Clackamas County provides optional liability insurance to recognized CPOs. The insurance is provided by a third-party provider to allow the CPO to maintain its autonomy in land use decisions. This coverage provides protection for accident liability and provides protection should a strategic lawsuit against public participation (SLAPP) or other legal matter arise. To qualify for the coverage the CPO must be recognized and all CPO board members are required to complete a brief training on the Community Involvement Program and meeting best practices.

HAMLETS AND VILLAGES

SECTION 1: PURPOSE OF HAMLETS AND VILLAGES

Hamlets and villages give the community a formal structure to discuss important community issues and make recommendations for their resolution to the county. Unlike cities and counties, hamlets and villages are not local governments, they are advisory to the Board of County Commissioners. All members over the age of 18 who live, own property or businesses within the defined geographic area are eligible to vote on hamlet or village affairs. In consultation with the Board of County Commissioners, hamlets and villages may undertake the following activities:

- community building
- representation to other jurisdictions
- economic development
- park and trail planning
- downtown beautification
- maintenance
- community development
- strategic planning

A hamlet or village may undertake land use review only if it also functions as a community planning organization (CPO).

[Hamlets and Village Clackamas County Code, Title 2, Chapter 2.10](#) outlines the adopted county rules governing the hamlet and village program.

SECTION 2: RELATIONSHIP WITH CLACKAMAS COUNTY

Each hamlet and village is represented by an elected board of directors that serves in an advisory capacity to the Board of County Commissioners on issues important to the hamlet or village.

There is no state law or registration process governing hamlets or villages. The hamlet and village program was created by Clackamas County by an ordinance passed by the Board of County Commissioners. The ordinance was codified as Chapter 2.10 of the County Code and sets forth the legal framework for the program, including the process for forming a hamlet or village, preparation of bylaws, and the selection of board members.

Section 2.10.110 of the Code provides that hamlet and village board members are agents of the county, for claims against them for purposes of the Oregon Tort Claims Act, when acting in the course and scope of hamlet or village business.

A county liaison is designated by the county to facilitate communications among community members, county staff, and the BCC. The liaison is the county's link with community members interested in forming a hamlet or village. The liaison provides assistance during the formation process and renders general advice and assistance to community members to accomplish the goals and objectives of the hamlet and village program.

SECTION 3: BYLAWS

The bylaws for each hamlet and village establish and explain their proposed operating procedures and activities. Although each hamlet or village creates its own bylaws, the BCC or its designate has final approval and requires the bylaws to include at least these elements:

- Roles and responsibilities of board members.
- How decisions are made.
- Funding options and expenses.
- How bylaws can be amended.
- Procedures for removing board members and filling vacant positions.

Sample bylaws can be accessed at www.clackamas.us/community/resources.

SECTION 4: FORMATION

The steps in becoming a hamlet or a village begin with action by one or more community members (or chief petitioners) who are required to follow the steps set forth in Section 2.10.050 of the County Code and meet with the Public and Government Affairs (PGA) liaison to discuss possible formation:

1. Hold a public meeting to discuss the formation of the hamlet or village. Provide notice in the local newspaper or use other means to reach the community.
2. Meet with County staff to discuss the proposal and receive initial staff approval to move forward.
3. Communicate with cities and special districts within three miles of the hamlet or village boundary.
4. Within 150 days of staff approval, complete a hamlet or village application form.
5. Gather the required number of signatures on a petition. For a hamlet, that is either 100 community members or 10 percent of the community members within the proposed boundary, whichever is the lesser number. For a village, it is either 150 community members or 15 percent of the community members within the proposed boundary, whichever is the lesser number.
6. Participate in a public hearing held by the BCC.
7. Within 60 days of BCC approval, hold the first organizational meeting to discuss and ratify proposed bylaws, board members and other affairs.
8. Set up structure to continue community business.

SECTION 5: RELATIONSHIP WITH COMMUNITY PLANNING ORGANIZATIONS (CPOS)

CPOs are recognized by the county as independent advisory groups to advise the Board of County Commissioners and the County Planning Commission on land use matters. Hamlets and villages are indemnified agents of the County and, therefore, must comply with County policies and requirements.

A hamlet or village may assume the functions of an existing CPO within its geographical boundary if both entities approve. Both parties must develop a memorandum of understanding (MOU) that explains how the transfer of responsibilities will occur, the extent of responsibilities

to be transferred, status of the CPO hereafter and how the CPO will resume functioning if the hamlet or village dissolves. The MOU must be approved by the BCC.

SECTION 6: SUMMARY OF OREGON OPEN MEETINGS LAW

The [Oregon Public Meetings Law \(ORS192.610\)](#) and [County Code, section 2.10.090\(A\)](#), requires meetings of advisory bodies, such as hamlets or villages, to be open to the public, except as may be provided under the section titled Conflict Resolution. A hamlet or village may not make decisions in executive sessions that exclude the public.

The Public Meetings Law also requires that hamlets and villages and all public bodies provide notification in advance of all meetings.

- Notice must be provided to those requesting it, by phone, email or US mail.
- Reasonable notice must be provided to the public at large.
- The law encourages, but does not require, notification of parties known to have a special interest in the meeting.
- Public notification must include date, time and place of the meeting and a brief description of the principal subjects to be discussed.

Hamlets and villages must comply with the Oregon Public Records Law. Under ORS 192.420 and County Code section 2.10.090(B), all records of the hamlet or village are County records and considered public unless specifically exempt from disclosure. Public records include any written information about conduct of business, pictures, maps, sounds, symbols, videotapes, e-mail, and records not originally prepared by the hamlet or village. All requests for records must be referred to county staff for processing.

SECTION 7: RESPONSIBILITIES OF INDIVIDUAL BOARD MEMBERS

Individual board member responsibilities include

- Attend all board and committee meetings and functions.
- Be informed about the hamlet or village's, purpose, policies, and programs.
- Review agenda and supporting materials prior to board and committee meetings.
- Serve on committees or task forces and offer to take on special assignments.
- Inform others about the organization.
- Suggest possible nominees to the board who can make significant contributions to the work of the board and the organization.
- Follow conflict-of-interest and confidentiality policies.

Board members may speak on behalf of the board only when given that authority by their board, otherwise all statements made by board members should clearly state they are speaking as an individual and not as a representative of the board.

SECTION 8: ETHICS

All hamlet and village board members are agents of Clackamas County for claims against them for purposes of the Oregon Tort Claims Act and thus, public officials subject to [State ethics rules](#).

A public official found to be in violation of these rules may be personally penalized, up to \$5,000 per violation. A public official found to have financially benefited from an ethics violation may be

subject to a civil penalty of up to twice the amount by which the individual benefited. The County is prohibited from reimbursing board members for these costs.

Ethical rules include, but are not limited to, conflicts of interest and gifts.

SECTION 9: FINANCES

HAMLETS

Each hamlet will provide a budget proposal to Public and Government Affairs (PGA) through the community involvement liaison. PGA leadership will review the budget requests and approve final budgets as part of the annual budgeting process.

Oregon's Local Budget Law establishes standard procedures for preparing, presenting and administering a budget, requiring public involvement in its preparation and public disclosure of the budget before its formal adoption.

Approved budgets will be distributed to the hamlet treasurer via check to be deposited in the hamlet checking account. The hamlet checking account should include only funding provided by the county and is managed by the Clackamas County Treasurer's Office.

Hamlet checking account funds can only be spent on hamlet operating expenses. Hamlet operating expenses generally are associated with printing, mailing, meeting room materials and rentals, buying or renting equipment, advertising events, and so forth. Hamlet operating expenses do not typically include donations, paying legal fees, insurance premiums, appraisals or purchasing alcohol. For any questions on appropriate hamlet checking account expenses, call the PGA community involvement liaison and request a written approval (e.g, email) to include with the monthly accounting (discussed below).

Hamlet treasurers will provide reconciled bank statements monthly to the Clackamas County Treasurer's Office and the PGA community involvement liaison. The reconciled statements of financial activity should include original or copied itemized receipts for each transaction. Failure to provide this information monthly could result in the seizing of the hamlets checking account operating funds.

Each hamlet can also be financed through contributions, grants and volunteer fundraising activities. Proposed hamlet fundraising activities must first be discussed with and approved by the County risk manager. Such funds will be deposited with and administered by the county on behalf of the hamlet in a trust account. A trust account held by the Clackamas County Treasurer's office allows hamlets to raise, spend and control money they receive in addition to the county funding.

The Clackamas County Treasurer's office is the custodian of the trust account, but does not determine how the money is spent. The only requirement is that it be used for a legitimate and recognized public purpose. All fundraising monies, donations or other cash may be deposited in the hamlet's county trust account. Contact the Clackamas County Treasurer's Office for more information related to trust account deposits and disbursements.

Trust Account Record Keeping. It is the responsibility of the hamlet to perform all record keeping, administrative duties and perform reconciliation for the trust account. Any restrictions for the use of funds and any reporting requirements are the responsibility of the hamlet.

Trust Account Change in Authorized Representatives. Hamlets must send the Treasurer's Office an updated memo if the authorized hamlet representatives change. Remember to include the names, titles and sample signatures for those who are authorized to request disbursements from the trust account and an effective date.

VILLAGE

In addition to participating in the budgeting process outlined for hamlets, a village may generate revenue through a range of means, including contributions, grants and volunteer fund raising activities. Such funds will be deposited with and administered by the county on behalf of the village in a trust account.

A village may enter into agreements for the sharing of revenue with the county. If approved by a vote of the members at a town hall meeting, the board may also request the Board of County Commissioners (BCC) take any of the following actions:

1. Fund proposed activities within the boundaries of the village through the establishment of a tax, fee or charge is permitted by law, the revenue generated is intended to support the delivery of an enhanced level of service, and the level of service would not otherwise be provided from appropriated county funds.
2. Initiate formation of a county service district with a permanent rate limit for operating expenses. If approved by the BCC, formation will be initiated in accordance with [ORS Chapter 451](#), which includes public hearings and a cote on the question of formation by registered voters within the boundaries of the proposed district.
3. Authorize the village to circulate a petition for the formation of a local improvement district pursuant to [Chapter 4.02 of the Clackamas County Code](#) pertaining to construction of public roads, sidewalks, traffic-calming, street lighting and related facilities.

Oregon's Local Budget Law establishes standard procedures for preparing, presenting and administering a budget, requiring community involvement in its preparation and public disclosure of the budget before its formal adoption.

Operating expenses are defined as follows:

- Printing – meeting materials, agendas, notices, meeting minutes, maps, handouts, flyers, brochures, post cards and other related materials.
- Costs for mailings, postage, post office box rentals, maintaining website and other web related expenses, transcription services for meeting minutes.
- Costs for meeting room rentals for regular meetings, town hall meetings and refreshments associated with such meetings (excluding alcohol).
- Expenditures for buying or renting equipment such as audio system, laptop computer, projector/screen, printer, recording devices and supplies/repairs associated with such equipment.
- Advertising and promotions for upcoming events, town halls and meetings.
- Other expenses approved in advance by PGA.

Expenses not allowed are as follows:

- Paying legal fees, land use appeals fees or insurance premiums. Any other expenditures shall be submitted to PGA and pre-approved in writing prior to the expenditure being made.
- Purchase of alcohol.

Please reach out to your liaison for support if you have any concerns about possible expenditures prior to making the purchase in question.

Hamlets and villages may employ a variety of financing options. Please refer to Ordinance 03-2007 Section 2.10.070 for more details.

Hamlets may be financed through contributions, grants and volunteer fundraising activities. Proposed fundraising activities must first be discussed with and approved by Public and Government Affairs.

Similar to hamlets, villages may generate funds through a range of ways, including contributions, grants and volunteer fund raising. Proposed fundraising activities must first be discussed with and approved by Public and Government Affairs.

A village also may enter into an agreement to share funds with the county. Additionally, after approval by a vote of the community members at a town hall meeting, the village board may request that the Board of County Commissioners (BCC) take any of the following actions:

- Fund proposed activities within the boundaries of the Village through the initiation or establishment of a tax, fee or other charge. The BCC may implement such a recommendation if the tax, fee or charge is permitted by law, approved by registered voters where requested and the revenue generated is intended to support the delivery of an enhanced level of service that would not otherwise be provided by the county.
- Initiate formation of a County Service District with a permanent tax rate limit. If initiated by the BCC, formation will be conducted in accordance with ORS Chapter 451. This includes public hearings and a vote on the question of formation by registered voters within the boundaries of the proposed district.
- Authorize the village to circulate a petition for the formation of a local improvement district pursuant to Chapter 4.02 of the Clackamas County Code pertaining to construction of public roads, sidewalks, traffic-calming, street lighting and related facilities.
- All taxes, fees, other charges, formation of county service districts or local improvement districts may require a vote of registered voters within a village boundary.

SECTION 10: LEGAL ACTION BY A HAMLET OR VILLAGE

All hamlet/village board members are free to lobby, advocate and file legal appeals as individuals acting on their own behalf.

A single board member may not act as a representative of the hamlet/village board without the board's affirmative vote taken at a legally noticed meeting.

A hamlet/village board can lobby or advocate for an issue prior to a governmental body taking legal, quasi-judicial or judicial action.

When an issue/action goes to a ballot vote, a governmental body votes to take action or a position on an issue, hamlet/village action is limited. In order to take any further action the

hamlet/village board must have their proposed action reviewed by the County Counsel. If there is a further need, the issue may be presented to the Board of County Commissioners in a Policy Session. The hamlet/village board may send a representative to participate at the BCC's discretion.

A hamlet/village may not file a legal appeal without express approval from either the Board of County Commissioners or County Counsel. A hamlet/village is an agent of the county and derives its authority through its creation by the county. Legal appeals filed by a hamlet/village board without Board of County Commissioners approval are not permitted.

SECTION 11: GIS GUIDELINES

Clackamas County Geographic Information Services (GIS) produces maps for the county and other organizations at the county's directive. GIS is not a map production company as is Metro. It also is not a profit-making business. The majority of the work done in GIS is to maintain the GIS database required for many of the county (and non-county) departments to do their work, as well as the basis for all the maps. This database includes millions of data points, plots, attributes, photos, lots, along with hundreds of additional data layers. All this information is constantly changing and must be up to date and correct for the other county functions.

Four categories of clients are served by GIS:

1. In-house Clackamas County agency requests, especially from DTD (Department of Transportation and Development) divisions. This is a major source of requests. GIS does not charge for these projects except if a large amount of supplies is required. These requests receive high priority for work assignments.
2. Non-county agencies, such as police, city, school, fire. GIS charges for work and cost of all supplies. These are the next level of priority and usually time spent depends on the project.
3. Other agencies, such as PGE and others. GIS charges these agencies per hour and full cost of supplies.
4. CPOs, hamlets and villages and walk-in community members with quick maps and/or questions. GIS charges for the time and map(s) created depending on request including the size and number of maps.

SECTION 12: SUCCESSFUL BOARD MEETINGS

All board meetings of hamlets and villages should allow participants to share information and express their opinions in an orderly and cordial environment. Although many matters can be decided by an informal consensus, votes should be taken when the hamlet or village is being committed to a course of action. All such matters must be referred to the community members for a vote at the next town hall meeting. Official action can be taken only by a vote of the hamlet or village board. An effective board meeting occurs when members agree on goals and objectives, a course of action, and provide opportunities for interested community members to be involved in the process. One measure of success is the degree of consensus in the community about important issues. Members should respect each other and have non-confrontational ways to solve conflicts and difficulties (See Dealing with Conflicts below.)

ORDER OF BUSINESS

The following is a general format and order of business. Any items not applicable can be deleted.

1. Welcome and Opening ceremonies (optional)
2. Reading and Approval of Minute
3. Financial Statement
4. Bills
5. Correspondence
6. Reports of Officers, the Board and Standing Committees
7. Reports of Special Committees
8. Special Orders
9. Unfinished Business and General Orders
10. New Business
11. Program
12. Announcements

A fillable agenda template can be accessed at www.clackamas.us/community/resources.

PROCESS FOR HANDLING A MOTION

A motion is a formal proposal by a board member that asks the board to take a certain action.

1. Member makes a motion: "I move that..."
2. Another member seconds the motion: "I second the motion..."
3. Chair states the motion "is moved and seconded."
4. Chair opens debate: "Is there discussion?"
5. Members debate the question.
6. Chair puts the question: "The question is on the adoption of the motion that..."
7. Chair says "those in favor say 'aye.'"
8. Chair says "those opposed, say 'no.'"
9. Chair announces vote.

Successful Town Hall Meetings

Hamlets and villages must hold regular town hall meetings to share information with members, ask for feedback and vote on essential matters of concern. Only members of the hamlet or village who attend the meeting are eligible to vote. No proxies or absentee votes are allowed.

All successful meetings should have one or more clearly defined objectives that are stated clearly in public notices and disseminated as broadly as possible.

Before the Meeting

- Define the purposes and objectives.
- Choose a date, time and location convenient to most members.
- Notify Public and Government Affairs community liaison.
- Provide reasonable notice to members and the media.
- Create an agenda that can be reasonably covered in the time allowed.
- Prepare verbal and written materials (PowerPoint presentations, handouts, ballots, newsletters, etc.).
- Provide directional signs.

During the Meeting

- Begin and end on time.

- Follow the agenda.
- Provide ample time for discussion and voting, if needed.
- Respect the process and all participants.
- Summarize results.
- Appoint sub-committees, if necessary to follow up on recommendations.

SECTION 13: MINUTES FOR PUBLIC MEETINGS

The Public Meeting Law requires that written minutes be taken at all meetings and include the following:

- Date, time, and location of the meeting.
- List of members who are present.
- Any motions, proposals, resolutions, orders, ordinances and measures proposed and the action taken by the public body in regards to them.
- The results of all votes, and a record of the vote of each member by name if the public body has 25 members or less (Note: if the public body has more than 25 members, then the votes do not need to be listed by name unless a "roll call" vote is requested by a member of that body).
- A summary of any discussion on any matter.
- Reference to any document discussed at the meeting.

Minutes do not have to be verbatim and the meeting does not have to be tape recorded unless otherwise required by law. The minutes must give a true reflection of the matter discussed at the meeting and the views of the participants.

Minutes must be available and submitted to Clackamas County Public and Governments Affairs within a reasonable time after the meeting, preferably within 60 days after the meeting. If the minutes have not yet been approved, simply note on them that they are a draft. The minutes will be kept permanently and available for public review. The hamlet or village should also keep a file of its past minutes. The County will retain the minutes following the rules of the State Archives. The meetings are accessible to the public once they are prepared, even if they have not yet been approved until the next meeting.

Minutes and records available to the public must be made accessible to everyone, even if it means converting the minutes to large print, Braille, or other formats, upon request. If an individual requests the minutes in a special format, please contact the Clackamas County Public and Government Affairs.

A meeting minute template can be accessed at www.clackamas.us/community/resources

SECTION 14: DEALING WITH CONFLICTS

As leaders in hamlets and villages of Clackamas County, members in your communities respect your judgment and expect you to be fair and judicious when you carry out your responsibilities. Although all your decisions are open to review by the Board of County Commissioners, the day-to-day operation of your hamlet or village is the responsibility of your elected leaders.

Even in the best of all worlds, conflicts and disagreements often arise. The following are ways to deal with them that preserve the integrity of your hamlet or village and allow you to move on to

other challenges. In most or all cases, you should be able to work through difficult situations without an outside mediator.

- Contact your community involvement liaison for support.
- Meet to discuss the issues at a time and place convenient to all.
- Choose a neutral facilitator.
- Involve all parties to the conflict, being careful not to overload the group with too many representatives of one side.
- Agree on the items to be discussed and the goals you want to achieve. Stay with the agenda.
- Respect all participants and receive respect in return.
- Focus on outcomes—what is best for the community, not on what is best for one individual or small group.
- Take turns speaking. Do not interrupt or talk over one another.
- Avoid blaming. Remember, everyone makes mistakes.
- Avoid using words or actions to intimidate others.
- Avoid taking irrevocable or non-negotiable positions.
- Look and listen carefully. Watch for clues in body language or speech that indicate moods or attitudes and respond appropriately.
- Take as much time as required to reach a solution. You may need more than one meeting to reach your goals.
- Work toward an agreement that is fair and constructive for everyone.
- Strive for small victories that give everyone a win.
- Be willing to defer unresolved issues to a later time.
- Publicize the terms of your agreement to other members of the hamlet or village in writing.
- Follow through. Agree on deadlines or a time schedule for action and monitor progress.
- Avoid holding a grudge. You may have to agree to disagree on certain matters.
- Move on to work together for the benefit of your hamlet or village.

SECTION 15: EFFECTIVE MEDIA RELATIONS

Hamlet and village representatives can take steps through the media to build credibility, reach community members and increase the public's understanding and support.

- Be proactive in communicating with the media through releases, letters to the editor, guest editorials, and meetings with reporters, editors and publishers.
- Invite media representatives to all your meetings.
- All media are not the same. Know the difference and how to optimize your relationship.
- Honor deadlines. Give the media enough prior notice so that they can schedule someone to provide ample coverage.
- Never be afraid to say, "I don't know." But add "I'll find out for you."
- Look for publicity niches to reach segments of the public who may read local newspapers or tune into local television or radio.
- Face the inevitable—bad news does indeed drive out good news—but take that as a challenge to convince the media otherwise.
- Be friendly with the media, but professional when speaking to the media or providing information.

SECTION 16: RECRUITING AND MAINTAINING VOLUNTEERS

Hamlets and villages are solely volunteer organizations. Their success depends upon the community who are committed to their goals and objectives and who have the willingness, skills and commitment to help achieve them. After people volunteer for the board or specific committees or projects, it is important to maintain their enthusiasm and commitment.

- Agree on clear goals, expectations and responsibilities.
- Be flexible. Provide opportunities that meet their time schedules and abilities.
- Provide refreshments at meetings and events whenever possible.
- Provide shirts, pins, buttons, and other ways to distinguish a particular set of volunteers or a project.
- Always be open to newcomers and additional volunteers.
- Say “thank you.” Make people glad they participated.

SECTION 17: COUNTY BYLAWS TEMPLATE FOR A HAMLET OR VILLAGE

A fillable template for bylaws can be accessed at www.clackamas.us/community/resources.

SECTION 18: FAQ

What is Completing Connections?

Completing Connections is a project of Complete Communities for Clackamas County, launched by the Board of County Commissioners (BCC) in 1999. In 2002, at the third Community Congress, an overwhelming majority of the several hundred attendees recommended the BCC explore the concepts of hamlets and villages as possible governance models for unincorporated areas. The BCC agreed to sponsor Completing Connections as a natural outgrowth of the recommendation as a way to increase residents’ involvement in decisions that affect their lives.

What are hamlets and villages?

Voluntary organizations in unincorporated areas of the county recognized by the BCC after a public process in each community. Hamlets and villages give community members a formal structure to discuss important community issues and make recommendations for their resolution to the county. Hamlets and villages are not local government (e.g., cities or counties) and are advisory to the Board of County Commissioners. All members over the age of 18 who live, own property or businesses within the defined geographic area are eligible to vote on hamlet and village affairs.

What are hamlets?

Unincorporated areas that are organized forums for the public to express issues or concerns prioritize community concerns and coordinate community-based activities. Hamlets provide connection for unincorporated residents to dialogue with their Board of County Commissioners. Hamlet affairs are financed through county support, voluntary contributions, grants and fundraising activities.

What are villages?

Unincorporated areas that are organized forums for the public to express issues or concerns prioritize community concerns and coordinate community-based activities. Hamlets provide

connection for unincorporated residents to dialogue with their Board of County Commissioners. Subject to state law, village affairs may be financed through a range of means including taxes and fees, after registered voter approval by its community members and the Board of County Commissioners.

How do hamlets and villages differ from community planning organizations (CPOs)?

CPOs are Clackamas County's recognized community involvement organizations for land use matters, though many CPOs take up other issues. Hamlets and villages have responsibilities and opportunities available to them that are not available to CPOs.

Will hamlets and villages replace the CPO in their areas?

Hamlets or villages may replace the CPO only if the CPO and hamlet or village boards and the Board of County Commissioners agree. In that case, the hamlet or village would assume the land use review functions now provided by the CPO.

Are hamlets and villages protected from annexation by a neighboring city or special district?

No. Annexation and incorporation are governed by state law.

How can hamlets and villages work with neighboring communities and jurisdictions?

Upon approval by the Board of County Commissioners, the entities may develop memoranda of understanding (MOUs) and other agreements to ensure communication and collaboration on matters of mutual concern.

Are hamlets or villages only for rural, unincorporated areas?

Though the options are intended to apply primarily to rural parts of the county, urban unincorporated areas also may apply for recognition as villages or hamlets.

Are the relationships between Clackamas County and hamlets and villages different than between the county and other areas?

Clackamas County remains the governing body for all unincorporated areas. However, through the process of formation, approval and subsequent development of priority activities and funding, hamlets and villages have an enhanced ability to work with the Board of County Commissioners. Unless the community members mutually agree to a change, CPOs are still the primary community involvement organizations and recognized bodies for commenting on local land use proposals.

Who are hamlet and village members?

Members are defined in the ordinance as residents at least 18 years of age living within the boundaries of a hamlet or village, or non-residents who own property or a business within a hamlet or village. For hamlets, either 10% or 100 members, whichever is less, must sign a petition to start the process; for villages, the threshold is 15% or 150 community members, whichever is less.

How are boundaries decided?

There is no set formula for establishing hamlet or village boundaries. Preliminary boundaries must be suggested in the hamlet or village application. Following submittal of the application to

the Board of County Commissioners, hamlet or village organizers are encouraged to discuss proposed boundaries, the purpose, activities and possible financing methods with neighboring cities and other communities, the CPO (if active), special districts and other service providers in their area. The purpose of these discussions is to promote active communication. The BCC will determine the final boundaries when it acts on all other matters of the proposed hamlet or village.

Can non-contiguous areas be included?

This will be determined on a case-by-case basis. In some areas, it may be appropriate to include private property that is separated by public (e.g., national forest land). In general, non-contiguous areas are not included in the hamlet or village.

What are the advantages and disadvantages of becoming hamlets or Villages?

With additional opportunity comes additional responsibility for members. Advantages include increased participation in discussions that affect their communities, enhanced relationships with the county, and the likelihood of recognition and consultation by other jurisdictions. Disadvantages include a need for active community participation, leadership, commitment and accountability.

Are there statutory or financial implications?

There are no statutory or financial implications to formation of a hamlet or village. The county anticipates providing minimal financial and staff assistance. Hamlets and villages are not legally recognized by the State of Oregon or any other county. Cities and other jurisdictions, such as service districts, may recognize hamlets or villages as they choose to.

For additional information contact your community involvement liaison at 503-655-8552 or communityinvolvement@clackamas.us or visit the web at <https://www.clackamas.us/community/handv.html>

Clackamas County Public and Government Affairs - Citizen Involvement
Oregon City, Oregon 97045

**Questions about belonging to or reactivating
a community planning organization?**

Contact 503-655-8552

www.clackamas.us

