



Clackamas  
County  
Coordinating  
Committee

*Promoting partnership among the County, its Cities and Special Districts*

**CLACKAMAS COUNTY COORDINATING COMMITTEE (C4)  
Agenda**

**Thursday, April 06, 2017  
6:45 PM – 8:30 PM**

Development Service Building  
Main Floor Auditorium, Room 115  
150 Beaver Creek Road, Oregon City, OR 97045

**6:45 p.m. Pledge of Allegiance**

**Welcome & Introductions**

*Chair Jim Bernard & Mayor Brian Hodson, Co-Chairs*

**Housekeeping**

- Approval of March 02, 2017 C4 Minutes
- C4 Co-Chair selection results

**Page 02**

**6:50 p.m. 2017 C4 Retreat Discussion**

- Results of March survey regarding topics of interest

**Page 04**

**7:00 p.m. Continued Discussion regarding Report from C4 Land Use  
Advisory Subcommittee on Affordable Housing**

- Memo and C4LUAS Affordable Housing Report

**Page 05**

**7:40 p.m. Transportation Coordination Discussion**

- Memo regarding Countywide Transportation Coordination

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**8:20 p.m. Updates/Other Business**

- JPACT/MPAC Updates
- Other Business

**8:30 p.m. Adjourn**



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*Promoting partnership among the County, its Cities and Special Districts*

**CLACKAMAS COUNTY COORDINATING COMMITTEE (C4)**

**Thursday, March 02, 2017**

**Action Minutes**

**Attendance:**

**Members:** **Canby:** Brian Hodson (Co-Chair); Tracy Hensley (Alt); **Clackamas County:** Chair Jim Bernard (Co-Chair); Commissioner Paul Savas; **CPOs:** Laurie Swanson (Mollala); Marjorie Stewart (Firwood) (Alt.); **Fire Districts:** Mathew Silva (Estacada); **Gladstone:** Tammy Stemple; **Hamlets:** John Meyer (Mulino); **Happy Valley:** Markley Drake; **Lake Oswego:** Jeff Gudman; **Metro:** Carlotta Collette; **Milwaukie:** Mark Gamba; Wilda Parks (Alt.); **Molalla:** Jimmy Thompson; Elizabeth Klein (Alt.); **Oregon City:** Dan Holladay; **Port of Portland:** Emerald Bogue; **Sandy:** Carl Exner; **Sanitary Districts:** Nancy Gibson (Oak Lodge Water Services); **Transit:** Julie Wehling (Canby); Andi Howell (Sandy) (Alt); **Water Districts:** Hugh Kalani; **West Linn:** Brenda Perry; **Wilsonville:** Tim Knapp

**Staff:** Trent Wilson (PGA); Don Krupp (County Administrator); Chris Lyons (PGA); Caren Anderson (PGA);

**Guests:** Thelma Haggemiller (Oak Grove); Ben Bryant (Happy Valley); Annette Mattson (PGE); Jaimie Lorenzini (Happy Valley); Mark Ottenad (Wilsonville); Zoe Monahan (Tualatin); Rick Cook (Stafford); Tracy Moreland (BCC); Mary Jo Cartasegna (BCC); Steve Williams (DTD); Laura Hitt (TVF&R);

The C4 Meeting was recorded and the audio is available on the County's website at <http://www.clackamas.us/bcc/c4.html>. Minutes document action items approved at the meeting.

<u>Agenda Item</u>	<u>Action</u>
Approval of February 02, 2017 C4 Minutes	Minutes moved, seconded and approved.
C4 Executive Committee Selection	Urban and rural representatives caucused separately to determine their representation on the C4 Executive Committee. Selections were: Urban – Jeff Gudman Rural – Brian Hodson
Status Update on Transportation Funding Package	Update provided by Chris Lyons
Memo regarding support letter from CTAC	Commissioner Savas moved to go forward and finalize the letter taking in the comments from tonight and having co-chairs sign. Seconded by Mayor Knapp. Discussion held. Have draft edits go out to C4 Executive Committee prior to the March 13 <sup>th</sup> Executive meeting to provide feedback. <ul style="list-style-type: none"> <li>• Be more consistent with the JPACT letter</li> <li>• Move transit paragraph higher, spell out transit priorities more</li> <li>• Emphasize billion dollar need</li> <li>• Stronger and more direct language</li> </ul>

	<ul style="list-style-type: none"> <li>• Move support increased funding up to top paragraph</li> </ul> <p>Motion approved.</p>
C4 letter of support for HB 2095	<p>Mayor Holladay motioned to have the body of Metro’s letter put onto C4 letterhead and present to the Legislature. Seconded. Brenda Perry abstained.  Motion Approved</p>
Report from C4 Land Use Advisory Subcommittee on Affordable Housing	<p>Trent provided the subcommittee’s report. No action taken.</p>

# 2017 C4 Retreat Survey

## How are you affiliated with C4?

19 Member

     Guest/Interested party

**In the past, the C4 retreat has occurred on a Friday/Saturday. While this has not been ideal, it has been a common availability for many. Would you:**

13 Like to continue the Fri/Sat retreat format?

05 Reduce to a one-day retreat? Preferred day: Sat – 11, Fri – 11, Thurs-1

     Other: \_\_\_\_\_

**In January, C4 Members listed many priorities they were interested in addressing. Please identify 4 items below that you would like to see on the agenda for the retreat.**

(Note: Understandably, you may be interested in more than 4 topics. This exercise will hopefully narrow the focus of the retreat discussion.)

2 Resolution for C4 Bylaws

9 Affordable Housing/Housing Affordability, including but not limited to SDCs, tiny homes, density, and more

10 City-County Coordination, in general

2 Digital Divide in Clackamas County

2 Surface water management, water resources and how that impacts land use

8 Transportation Coordination

11 Capital funding, road construction and transportation

2 Traffic safety in rural areas

2 Safe routes to schools

10 If passed, legislative transportation funding package

7 Willamette Falls Project: Legacy Project and WF Locks

5 Tourism

10 Economic Development

## Additional Comments helpful towards crafting the C4 Retreat Agenda

- Avoid annual US Mayor Conference
- Climate Change
- Preference to finish bylaw discussion before retreat

## **Clackamas County Coordinating Committee (C4)**

**April 6, 2017**

### **Memo: Next Steps for Affordable Housing Discussion**

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#### **Summary:**

At the April 2 C4 meeting, staff presented and members discussed their initial feedback of the recommendations by the C4 Land Use Advisory Committee (C4 LUAS). C4 members ran short on time and requested the discussion continue at a future meeting.

#### **Overview of Recommendations by C4LUAS**

##### ***Primary recommendations:***

1. Reach agreement that there is or isn't an affordable housing crisis.
2. Collectively define the agreed upon crisis so that all agencies are working together on the same issue.

##### ***Optional Action Steps:***

1. Identify a body tasked with developing and implementing coordinated actions
2. Housing Needs Assessment updates (Countywide and as appropriate)
3. Development of a menu of "agreed upon common ordinances and equivalent standards"
4. Development of a Housing Trust Fund

#### **Staff recommendation:**

Conclude discussion around the primary recommendations by C4 LUAS at the April 6 C4 meeting. (A possible outcome could be C4 letter of commitment by member agencies to address a mutually agreed upon issue, to be formalized at a future meeting).

Staff recommends addressing the "Optional Action Steps" at future meetings, beginning with the first: identifying a body tasked with developing and implementing coordinated actions.

**Report to Clackamas County Coordinating  
Committee (C4) Regarding Affordable Housing In  
Clackamas County**

**By: C4 Land Use Advisory Subcommittee**

**Delivered on: March 2, 2017**

## Executive Summary

At their 2016 retreat, members of the Clackamas County Coordinating Committee (C4) created and assigned the C4 Land Use Advisory Subcommittee (C4LUAS) to review the Affordable Housing discussion from the retreat and to return to C4 with collaborative recommendations to address Affordable Housing in Clackamas County.

C4LUAS met (4) four times between September 2016 and February 2017. The body was made up of land use staff from Canby, Estacada, Gladstone, Happy Valley, Lake Oswego, Milwaukie, Oregon City, Sandy, West Linn, Wilsonville, as well as county staff from the Health, Housing, and Human Services Department (H3S) and Department of Transportation and Development (DTD). County staff Vahid Brown chaired the meetings, assisted by Public and Government Affairs (PGA) staff. Metro and TriMet also participated in the discussion.

C4LUAS members struggled in their first meeting to identify the range of housing affordability the C4LUAS was intended to address, recognizing that Affordable Housing represents a broad range of issues for many people. The direction from C4 was limited to “consolidate the retreat discussion” and “find low hanging fruit” and also did not identify the amount of resources available to implement the recommendations of the group. The C4LUAS members created and completed a questionnaire to understand existing views and policies of participating jurisdictions. The questionnaire revealed inconsistent policies and approaches to Affordable Housing throughout the jurisdictions within Clackamas County. While some of the discussion from the C4 retreat asked for specific prescriptions to issues such as SDC costs and approaches to homelessness, C4LUAS found that a regional or county-wide approach to those discussions would be fruitless without C4 first agreeing on two large questions:

1. Is there an Affordable Housing crisis in Clackamas County?
2. What is the definition of Affordable Housing?

C4LUAS also spent time addressing many of the prescriptive themes recommended at the C4 retreat. Discussion of these prescriptions, combined with information gleaned from the questionnaire, resulted in the following menu of ***potential*** policy discussions that C4 could pursue.

- Identification of a body tasked with developing and implementing coordinated actions
- Housing Needs Assessment updates (Countywide and as appropriate)
- Development of a menu of “agreed upon common ordinances and equivalent standards”
- Development of a Housing Trust Fund

# Recommended Discussion for C4 regarding Affordable Housing

The questionnaire completed by Clackamas jurisdictions revealed two hurdles that could stall coordination around Affordable Housing.

## Is there an Affordable Housing Crisis?

According to the questionnaire, only 3 of 11 submitting jurisdictions acknowledged an “affordable housing crisis”. Because the question of whether or not there is an “affordable housing crisis” was written broadly, many jurisdictions interpreted the question differently. However, the different interpretations of the question revealed that lack of uniformity amongst jurisdictions on their approach to the issue.

If county-wide coordination to address Affordable Housing has any chance to move forward, C4 is an existing body where that coordination can take place. Pursuing coordinated efforts to address Affordable Housing across the county or in various jurisdictions is likely to fail if only a minority of jurisdictions agree there is a problem or are working independently to address the issue.

The proposed discussion for C4 to pursue is to determine if there is agreement amongst county-wide jurisdictions that an Affordable Housing crisis indeed exists, and taken a step further, for jurisdictions to adopt a policy addressing the Affordable Housing crisis.

*C4LUAS proposes that C4 adopt a policy position to address Affordable Housing in Clackamas County that requests complete member jurisdiction participation.*

## What is the definition of “Affordable Housing”?

Coordination to address Affordable Housing requires consensus on how Affordable Housing is defined. A broad topic, in general, Affordable Housing has a range of definitions, but none are as specific as the definition provided by HUD:

*(F)amilies who pay more than 30 percent of **their** incomes for housing are burdened and may have difficulty affording necessities such as food, clothing, transportation and medical care.*

*C4LUAS proposes that C4 preliminarily adopt HUD’s definition of Affordable Housing.*

Recognizing that there may be disagreement on or desired nuance to address “how things work in Oregon”, HUD’s definition is widely accepted across the nation and creates the opportunity to glean desired policies that may exist or develop in other states or regions to address

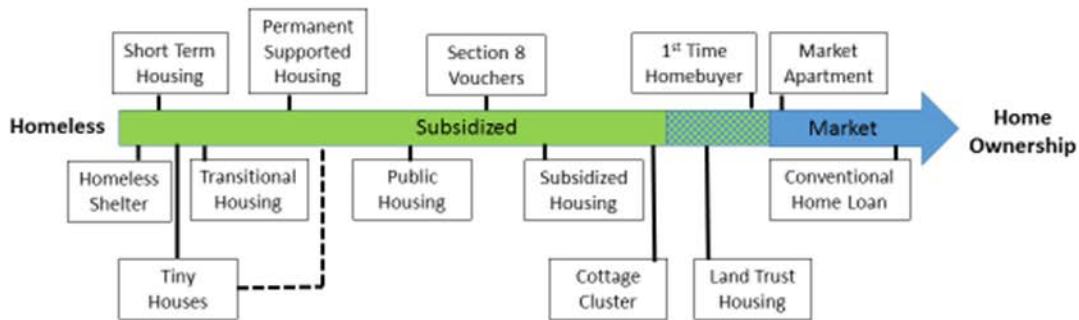


Affordable Housing. While it may not be a perfect definition, acknowledging the 30% affordability threshold can at least serve a foundation for common understanding.

C4LUAS also recommends adopting, or work towards adopting, the attached “Housing Continuum” diagram.

Acceptance of the Housing Continuum allows jurisdictions within Clackamas County the flexibility to address Affordable Housing in ways most appropriate for each community. The summary of what the Housing Continuum defines is that all types of housing are needed to address Affordable Housing.

## Housing Continuum



### Education

While the Housing Continuum does a great job of identifying the many types of housing that can be addressed, one missing component that the C4LUAS agrees is essential to addressing Affordable Housing issues is increased education and awareness of the needs related to affordable housing and housing affordability. While C4LUAS does not have a recommendation on who would be best suited to lead an education campaign, C4LUAS does recommend C4 or its member jurisdictions are able to encourage educational opportunities or forums on ways to address the many needs within the Housing Continuum.

## Potential Policy Discussions C4 Can Pursue

### **County and all cities should decide what body is best appropriate to develop and implement these coordinated actions**

As a coordination body, C4 may not be best tasked with implementing the agreed upon policy recommendations mentioned here. However, C4 is an ideal body for addressing and discussing what coordination looks like amongst member jurisdictions regarding Affordable Housing.

Answering the question of who implements agreed upon policy directions is pivotal in moving the above recommendations forward.

### **County and all cities could pursue a Housing Needs Assessment to ensure jurisdictions are current with Goal 10 requirements**

Housing Needs Assessments (HNA) are needed by nearly every jurisdiction in Clackamas County and required to be updated by Goal 10 (only 2 cities completed HNAs in the last 5 years). HNAs are costly endeavors and demand high levels of staff involvement. Grants to assist with HNA's are rare and extremely competitive.

C4LUAS recommends renewed or updated HNAs could provide an opportunity for the County at-large to reach Goal 10 compliance, provide a much needed inventory of housing, and support efforts to address Affordable Housing. This would provide data to assess the severity of the Affordable Housing crisis within local communities.

Recognizing that HNAs are expensive, one alternative to consider is jointly pursuing a Single Housing Needs Assessment. Given the scope of the need in Clackamas County, pursuing a Single HNA comes with the potential to apply for grants to help fund such studies. The Single HNA could be given parameters to cast a county-wide summary of need while also enabling individual jurisdictions the ability to pull data required by Goal 10.

If pursued, the C4 Land Use Advisory Subcommittee recommends the Single Housing Needs Assessment include:

- Agreement by the county and each city to participate
- Be performed/conducted by a contractor tasked to work with all jurisdictions
- Be structured to comply with Goal 10 (for the County at large as well as for each city)
- Should provide information that is county-wide and jurisdiction specific
- Incorporate HNA information from jurisdictions already in compliance

## **County and Cities could develop a menu of agreed upon “common ordinances and equivalent standards”**

Development of agreed upon “common ordinances and equivalent standards” is an effort to create a unified affordable housing policy mindset across Clackamas County. C4LUAS recognizes that not every community and jurisdiction within Clackamas County will be able to play the same role. A menu of agreed upon “common ordinances and equivalent standards” would allow cities autonomy in pursuing (or not) Affordable Housing policies that create a broader Affordable Housing community within Clackamas County and the region.

### *Who creates the menu and what should be included?*

C4LUAS recommends C4 members be provided with a draft menu at a future C4 meeting where issues can be vetted at a “coordinating table”. The remaining suite of options can then be taken back to city councils and commissions for discussion, allowing C4 members to then return to C4 with additional direction and feedback on how to use a menu of “common ordinances and agreed upon standards”.

## **County and all cities could pursue the creation of a Housing Trust Fund**

Creation of a Housing Trust Fund within Clackamas County would provide a resource for communities to act on Affordable Housing opportunities within Clackamas County. While many details are still outstanding, such as who would manage the funds and in what way funding could be spent, a Housing Trust Fund creates a bank for projects that could otherwise be burdened by grant cycles or federal funding. It would also carry the benefit of acting as a match for competitive grants or potentially help fund future Housing Needs Assessments.

### *How would the Housing Trust Fund be funded?*

Perhaps the heaviest lift for a Housing Trust Fund is determining its source for funding. Initial C4LUAS ideas included:

- Document Recording Fees
- Jurisdictional Buy-In
- Special County-Wide District
- Collection of Construction Excise Tax
- Affordable Housing SDCs

## Conclusion

The hurdles to address Affordable Housing are challenging, yet achievable.

First, if C4 members want to achieve results to address Affordable Housing issues in a manner that is representative of the housing needs, then there must be agreement amongst Clackamas jurisdictions that there is, in fact, an Affordable Housing crisis or issue to be addressed. Coordinated acknowledgement will build a united will to address Affordable Housing in a broader and more impactful way.

Second, if there is agreement that an Affordable Housing crisis exists in Clackamas County, C4 must agree on a definition that identifies the agreed upon issue. This action creates a foundation for participating jurisdictions to identify how they are working to address Affordable Housing – even if it means jurisdictions are not all working on the same specific issues. Without an agreed upon definition or approach to Affordable Housing, C4 jurisdictions will move slowly and inefficiently towards solutions to address the issue.

C4 offers a forum unique to Clackamas County for coordination that can allow Affordable Housing issues to be addressed in a collaborative manner, rather than through piecemeal policy prescriptions that one or a few jurisdictions may try to apply independently. Acknowledging and collaboratively defining the crisis for Affordable Housing, while seemingly elementary, are necessary steps for any coordinated effort to succeed in addressing Affordable Housing.

## MEMORANDUM

**TO:** Clackamas County Coordinating Committee (C4)  
**FROM:** Stephen Williams, Principal Transportation Planner  
**DATE:** March 29, 2017  
**SUBJECT:** Summary of Proposed Transportation Project Prioritization

CTAC has discussed an approach to prioritizing transportation projects based on discussions at C4 and C4 Metro Subcommittee and experience over the past year. The following summarizes the proposed approach identified through those discussions.

**Purpose:** Establish a consistent process to be used by C4 and its subcommittees to identify transportation priorities within Clackamas County. The process should be used when an entity from outside Clackamas County such as the Oregon Transportation Commission (OTC) or Metropolitan Council (Metro) asks for a prioritization of transportation improvements within the county for their consideration for funding through grants or inclusion in financially constrained plans. There are currently five regularly occurring grants or calls for projects to which this process should be applied:

1. OTC STIP Enhance
2. OTC ConnectOregon
3. Metro Regional Flexible Funds Allocation
4. Metro Regional Travel Options
5. Metro RTP Call for Projects

It is possible that the above list could change from time to time. If that happens CTAC should identify those changes and make recommendations to C4.

**Principles:** The prioritization process should follow these principles:

1. C4 should not place itself in the role of telling the local governments the highest transportation priorities or try to limit submittals for consideration. The local governments should determine their own priorities and C4 and its subcommittees should work together to decide if the local priorities have sufficient county-wide benefit to merit prioritization for outside funding.
2. All local governments or agencies shall have the opportunity to propose transportation improvements in any process for which that entity is eligible. The prioritization shall be conducted for the proposals that are submitted.
3. All C4 members shall have the opportunity to provide input on all proposed transportation improvements whether or not the C4 member represents an eligible entity.
4. The decision making body for the transportation project prioritization for each project prioritization should be C4 or a designee.
5. The decision making bodies should identify transportation priorities using the following factors:
  - a. Proposal responsiveness to the ranking or evaluation criteria established by the funder
  - b. Historic and geographic equity among the eligible Clackamas County entities for each funding opportunity or program
  - c. The local contribution on the part of the local government or agency in the case of grant funding requests, or local support for the project through inclusion in an adopted transportation planning document

- d. Benefits the proposal provides to Clackamas County as identified by CTAC through a technical review of the following:
  - i. Mobility
  - ii. Transportation System Safety and Security
  - iii. Economic Development
  - iv. Freight
  - v. Environment
  - vi. Community Livability
  - vii. Equity

In some cases those issues could overlap with the ranking criteria used by the entity that requested the project prioritization. In such cases, the ranking by the funding entity can be used by CTAC as part of the analysis of project benefits.

It is also important to note the wide variation in the number of projects that will need to be prioritized for different programs. The grant programs such as STIP Enhance, Metro RFFA or ConnectOregon may only require reviewing and prioritizing 5 to 10 projects. On the other hand the Metro Call for Projects could require prioritizing 50 or more projects for all modes. At their April 25 meeting, CTAC will be discussing an approach to conducting the prioritization for the upcoming Metro Call for Projects and will brief C4 and C4 Metro on their proposal at those committees meetings in May.

**Procedure:** In general the transportation prioritization should proceed through the following six step process with variations as necessary for the specifics of each program:

1. When a grant program or call for projects is announced CTAC support staff would contact each eligible local government or agency to provide information and request a copy of proposals that are submitted.
2. CTAC would recommend to the criteria to the designated decision making body for identifying county-wide transportation benefits for that particular grant program or call for projects.
3. CTAC staff would provide data on the awards of funds from that particular program over the last 2 or more cycles, as well as the geographic distribution of funding awards. CTAC staff should also provide data on the current status of any previous awards.
4. Once the designated decision making body has approved the process for prioritizing projects for the specific grant or call for projects, CTAC members would evaluate the proposals. The evaluation will be conducted using “All Star Balloting” – local governments will not evaluate their own projects. Each local government would provide one completed evaluation for each project. CTAC would review the evaluations and provide the results to the designated decision making body.
5. An input session would be scheduled so that C4 representatives not directly engaged in the process will have the opportunity to review the CTAC evaluation and provide comments.
6. The decision making body would identify their priorities and communicates those to the entity responsible for the grant program or call for projects.