

# CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

## Policy Session Worksheet

**Presentation Date:** Oct. 11, 2016   **Approx. Start Time:** 3:00 PM   **Approx. Length:** 30 min

**Presentation Title:** Flood Recovery & Risk Management Updates

**Department:** County Administration, Disaster Management, and Transportation & Development

**Presenters:** Laurel Butman, County Administration; Nancy Bush & Jay Wilson Disaster Management; Mike Bezner & Dan Johnson, Transportation & Development

**Other Invitees:** Members of the Sustainable Flood Recovery Work Group

### **WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?**

This is an informational policy session for the Board regarding updates on the status of several efforts toward flood risk management and flood recovery in Clackamas County.

### **EXECUTIVE SUMMARY:**

In this briefing, staff will highlight several efforts currently underway to address flood recovery and flood risk management in Clackamas County. Please see Attachment A for an activities summary.

### **Interdepartmental Coordination**

In the summer of 2016, the former Sandy River Sustainable Flood Recovery Group formally expanded to include all of Clackamas County in its purpose. This was precipitated as issues arose from flood recovery efforts related to the December 2015 flood event that impacted properties along Lake and Rusk roads and others within the County. The newly named Clackamas County Sustainable Flood Recovery & Risk Management Group (Flood Group) recognizes the expertise and collaborative approach this group has harnessed has useful applications throughout the County.

### **December 2015 Flood Recovery Efforts**

During and immediately following the December 2015 event, Disaster Management and Planning & Zoning worked together to assess flood impacts to help support a statewide emergency declaration. That declaration allows County Disaster Management, with the assistance of Planning & Zoning, to apply for FEMA funding for homeowner flood recovery efforts such as structural elevation and buyouts. Members of the Flood Group worked together with the City of Milwaukie to hold a joint community meeting on September 1 at the Milwaukie Center with impacted homeowners along Lake and Rusk roads. The deadline for the County and Milwaukie to apply for FEMA funding on behalf of these homeowners is in December. Deputy County Administrator has sent a letter to those in attendance summarizing the concerns they raised and reminding them of the upcoming deadline.

### **Flood of Information Events**

This is an annual tradition for the Flood Group. It provides an opportunity to educate the community about flood and disaster preparedness and “wintering in” along the rivers and streams in the County. The Flood Group hosted two events this year. The first event was held at the Resort on the Mountain on Saturday, September 24 and a companion event was held for the first time for the rest of the County at the Development Services Building on Saturday, October 1. The Welches event was more lightly attended this year due to the fact that two competing events (including Hoodland Fire’s 50th Anniversary Event) were held that day followed by a Timberline Rim Homeowners Association meeting the following day. The central event at the DSB was also lightly attended by the public, probably due to it being a new event. Those who attended this event were enthusiastic about the

information provided and the departments and agencies (including the Confederated Tribes of Grand Ronde) present. They offered excellent suggestions for increasing attendance in the future.

### **Upper Sandy River Basin Area Communities Survey**

The Flood Group collaborated with the University of Oregon's Oregon Partnership for Disaster Resilience to produce and distribute a survey of home and land owners assessing flood risk tolerance and level of community support for potential small and large initiatives that are being considered for the long term in that area. Results of the survey were shared with the community at the 9/24/16 Flood of Information event at the Resort at the Mountain. High level results (Attachment B) will be shared with the Board at this policy session as well as information about how to obtain the full Survey Report.

### **Potential Oregon Solutions Consultation**

About a year ago, members of the Flood Group met with Michael Mills to discuss Oregon Solutions' possible assistance in convening a stakeholder discussion about potential initiatives with the Upper Sandy River Basin area to reduce conflicts between development (existing and future) and the migrating nature of the Sandy River and its tributaries. Such initiatives might include land swaps, homeowner buyouts, and efforts to preserve the Sandy as a recreational and tourism attraction. A Pre-Assessment Form was submitted to Oregon Solutions on September 14, 2015 (Attachment C). Oregon Solutions will be completing its Assessment likely by the end of the calendar year and will provide the Flood Group with either a proposal to partner on this initiative or reject the project at this time. Oregon Solutions operates, generally, on a 50% shared cost arrangement for its projects.

If Oregon Solutions offers to undertake this consultation, many local, state, and national agencies as well as nonprofit organizations would be involved. Early estimates as to Phase I costs are set at about \$40,000 with the County (and potentially its partners) responsible for 50% of the funding. If this initiative is accepted by Oregon Solutions, the Flood Group would convene additional policy sessions for Board decision making as to whether to pursue a project. Grant funding may also be available.

### **Planning Assistance to States**

The US Army Corps of Engineers agreed last year to partner with the County and facilitate development of a community flood risk management strategy. Thought approved and ready to go, this assistance has been on hold pending the outcomes of the Community Survey and the Oregon Solutions Assessment. The Flood Group plans to convene a meeting of the existing Upper Sandy Basin Community Flood Risk Management Committee by calendar year end to review the community planning and Oregon Solutions initiatives and prepare for next steps.

### **FEMA Biological Opinion (BiOp) and Reasonable & Prudent Alternative (RPA)**

The Flood Group continues to monitor this process and prepare for any implementation steps the County may eventually need to take. Most recent activity includes a September 29 letter from Governor Kate Brown to the House Transportation and Infrastructure Committee expressing concerns about the RPA and the FEMA's timeline for implementation. The Flood Group is contemplating what role it might play in raising community awareness regarding the BiOp and the RPA.

### **Community Rating System**

Clackamas County was downgraded to a 10 in the National Flood Insurance Program's Community Rating System (CRS) last fiscal year. This year, former Damascus City Manager Gene Green is working for Planning and one of his projects is to revisit the County's involvement with the CRS program and potential options for moving forward.

**FINANCIAL IMPLICATIONS (current year and ongoing):** N/A

Is this item in your current budget?  YES  NO

What is the cost? N/A

What is the funding source? N/A

**STRATEGIC PLAN ALIGNMENT:**

These issues aligns with three of the Board’s five Strategic Priorities:

- Build public trust through good government – by ensuring the public has reliable information about their risks and options
- Ensure safe, healthy and secure communities – by working to minimize flood risks for the community and for County infrastructure
- Honor, utilize, promote and invest in our natural resources – by addressing the need of the Sandy River for space for channel migration

**LEGAL/POLICY REQUIREMENTS:** N/A

**PUBLIC/GOVERNMENTAL PARTICIPATION:** See above.

**OPTIONS:** N/A

**RECOMMENDATIONS:** N/A – informational only.

**ATTACHMENTS:**

1. Attachment A: Flood Recovery & Risk Management Activities, UPDATE 10/11/16
2. Attachment B: 2016 Clackamas County Upper Sandy River Flood Risk Survey Results
3. Attachment C: Completed Oregon Solutions Pre-Assessment Form

**SUBMITTED BY:**

Division Director/Head Approval \_\_\_\_\_

Department Director/Head Approval \_\_\_\_\_

County Administrator Approval \_\_\_\_\_ LSB \_\_\_\_\_

For information on this issue or copies of attachments, please contact Laurel Butman @ 503-655-8893.

# Attachment A

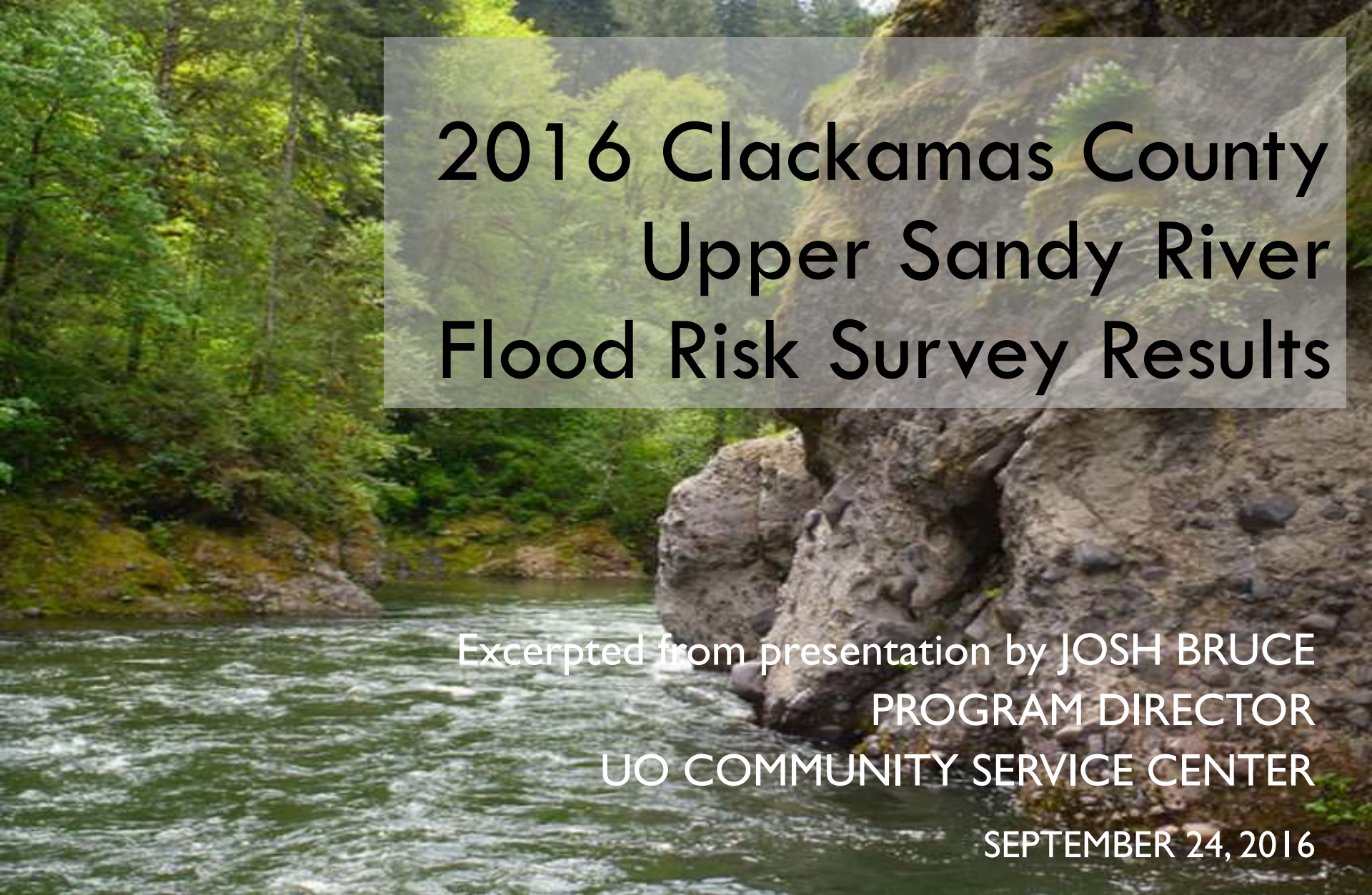
## Upper Sandy River Flood Recovery & Risk Management Activities, 2011 – 2016 *Highlighted items are areas of current focus.*

<b>Flood Recovery Policy Activities</b>	<b>Date(s)</b>	<b>Status</b>
Flood Risk Management Plan	2016-2017	Army Corps PAS project
Channel Migration Zoning	2018-2019	In Planning work plan
District/Willing Seller Program	2016 begin	Oregon Solutions project
Upper Sandy River Erosion Study	2014-2015	Complete
Flood Warning System	2013-2014	River gauges installed
<b>NFIP (National Flood Insurance Program)</b>	<b>Date(s)</b>	<b>Status</b>
Community Rating System Review	2015	Downgraded to 7
Sandy Basin Flood Insurance Rate Maps	Pending since 2014	Public comment period
Flood Insurance Reform Act	On Hold since 2014	Pending Congressional Action
Flood Insurance Brochure Creation	2013	Used online, meetings & mailings
<b>Water Environment Services</b>		
Hoodland Master Plan	July 2016	Projected completion
Wastewater Outfall Project		On hold pending Master Plan
<b>Sandy River Basin Watershed Council</b>		
CLT Side Channel Restoration	2016 (summer)	Construction (in-water period)
Community Playbook	2015	Complete, Printing Pending
CLT Side Channel Restoration	2014-2015	Design, Permitting Complete
64+50 Oral history/film	2014	Complete
<b>Outreach</b>		
Board of County Commissioners	2011-present	1-2 Policy Sessions/Year
Flood of Information	2012-present	Annual event (2 in 2016)
Community Flood Risk Management Committee	2014 (established)	2-3 meetings/year
Villages, Timberline Rim Meetings	Upon request	Generally 1-2 per year
USACE Public Involvement Pilot Project	Feb 2014-Feb 2015	Complete
50th Anniversary, 1964 Christmas Flood	2014	Complete
Hazardous Waste Collection Event	June 2014	Complete
<b>Transportation &amp; Maintenance</b>		
Lolo Pass Rd Alternatives Study	2014 – present	Underway
Barlow Trail Bank Project	2013 – present	Entering bid stage

Online resources the County provides:

[www.clackamas.us/emergency/flooding.html](http://www.clackamas.us/emergency/flooding.html)

[www.clackamas.us/planning/flood.html](http://www.clackamas.us/planning/flood.html)



# 2016 Clackamas County Upper Sandy River Flood Risk Survey Results

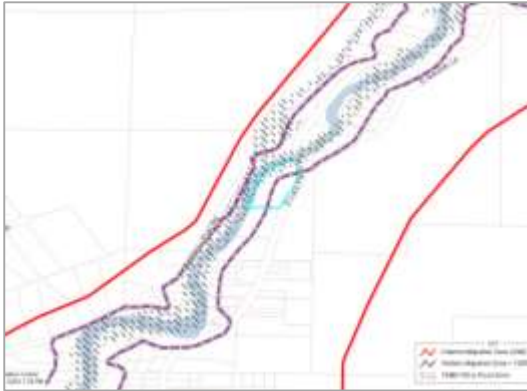
Excerpted from presentation by JOSH BRUCE  
PROGRAM DIRECTOR  
UO COMMUNITY SERVICE CENTER

SEPTEMBER 24, 2016

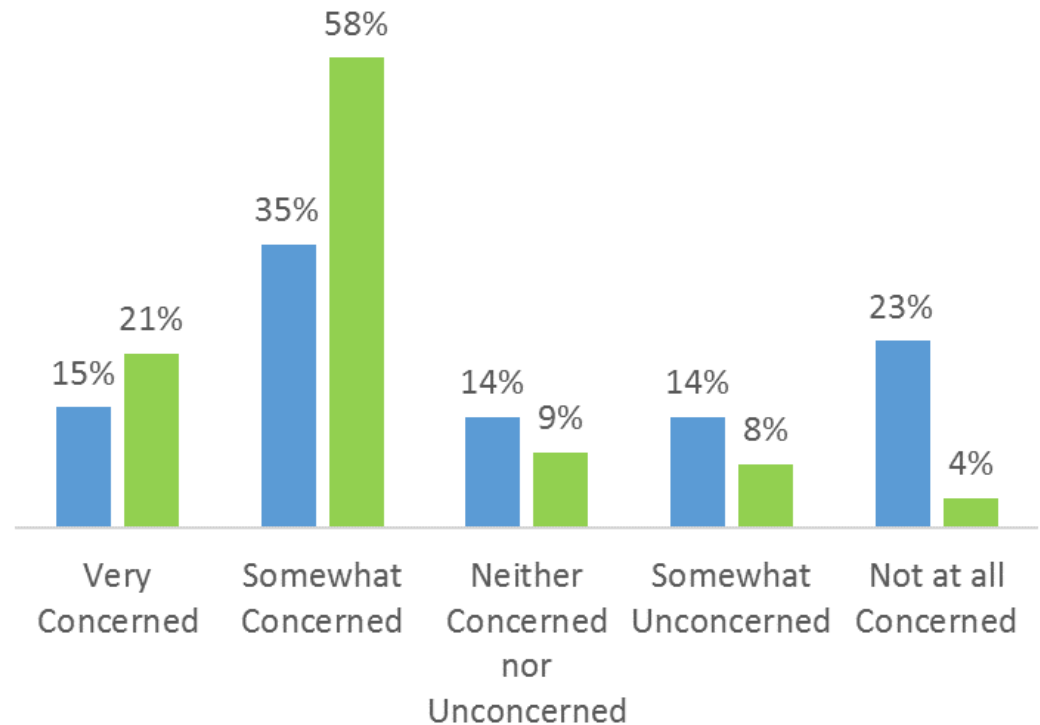
# RISK AWARENESS

In the flood risk zone?

How concerned?

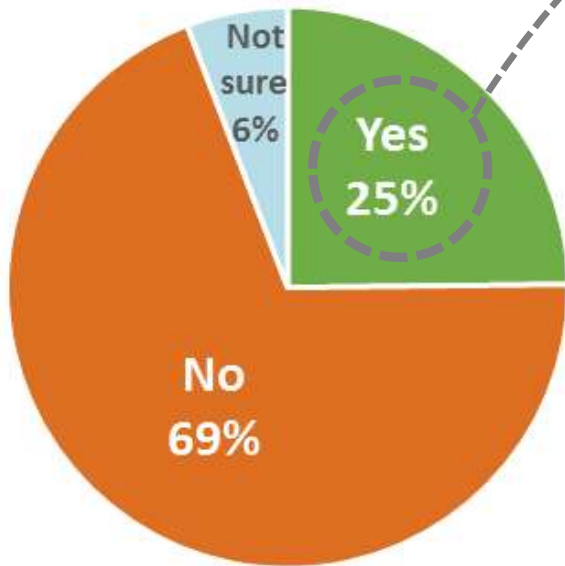


■ Flood and Erosion ■ Other Hazards

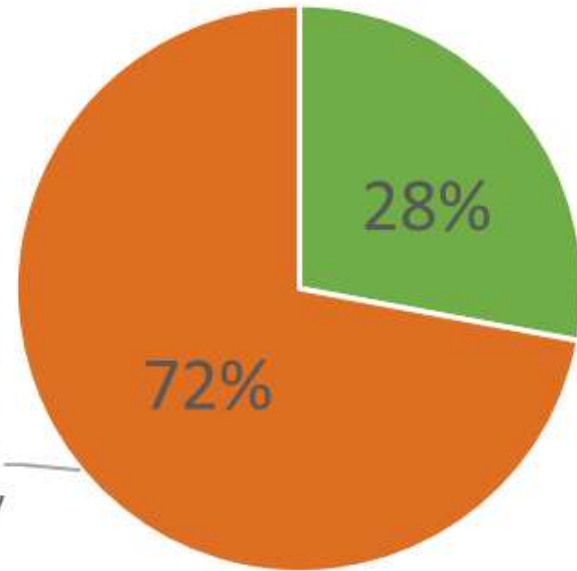


# RISK TOLERANCE

## Flood Insurance?

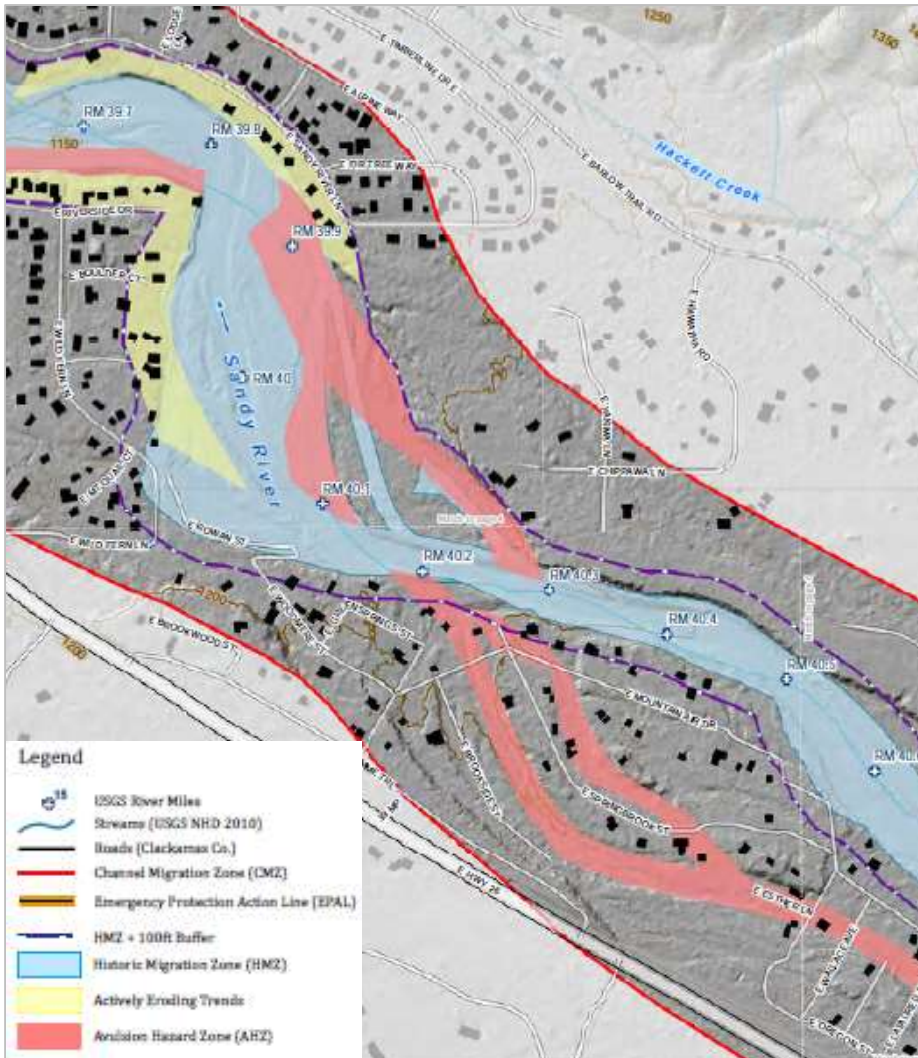


No, I purchase flood insurance voluntarily



Yes, it's required by mortgage lender or other entity

# RISK TOLERANCE



How much should *channels* of the Sandy River be allowed to *migrate*?

A very restricted amount

7%

A moderately restricted amount

49%

As much as it naturally would

44%



# SPEND \$100



## Mitigation Activities

Reduce or eliminate the likelihood of a flood causing damage and loss of property/life. For example, property buy-outs and relocation outside of the flood risk zone.

\$30.34

## Recovery Activities

Help a community bounce back after a flood event. For example, repairing or relocating damaged roads and bridges.

\$29.07

## Response Actions

Occur in direct response to a flood. For example, rescue efforts or providing temporary housing for flood victims.

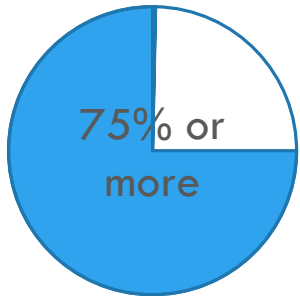
\$21.84

## Preparation Activities

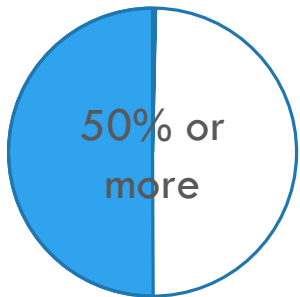
Increase a community's ability to respond when floods strike. For example, developing an evacuation plan.

\$19.28

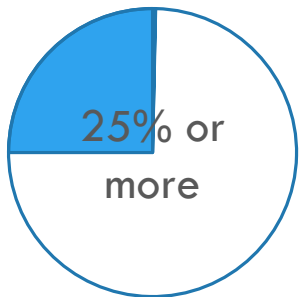
# VERY OR SOMEWHAT SUPPORTIVE OF GOVERNMENT . . .



- Requiring the disclosure of flood risks during real estate transactions
- Hosting events to educate and raise awareness
- Adopting zoning, building or other development regulations that LIMIT new development



- Compensating property owners who use approved flood control methods
- Facilitating land swaps
- Adopting zoning, building or other development regulations that PROHIBIT new development



- Restoring riverbanks on public lands to their natural state
- Compensating property owners for not developing
- Buying out private properties that are within the flood risk zone.
- Creating a special district that collects taxes or fees to fund local risk reduction activities



## PRE-ASSESSMENT FORM

1. Date: September 14, 2015
2. Project Name: Upper Sandy River Sustainable Flood Recovery
3. Requester (Organization, contact name, phone and e-mail address):

Clackamas County Emergency Management  
Jay Wilson, Resilience Coordinator  
2200 Kaen Road, Oregon City, OR 97045  
503-723-4848  
jaywilson@clackamas.us

4. Please give a brief description of the overall project. What is the problem or opportunity to be addressed?

Following the January 2011 Federal Disaster Declaration, DR-1956-OR, and a recently completed report on the upper Sandy River channel migration hazard, Clackamas County (County) is undertaking a community-based process to reduce future flood risk and implement approaches to sustainable flood recovery in the upper Sandy River Basin. Based on the new report, we have identified nearly 400 residences along the upper Sandy River that are facing recurring risk of erosion hazards in a similar or higher level flood as in 2011. The opportunity is to find solutions that reduce risk, do no harm to other properties or the environment, and foster development options in safer locations in the project area. Problematic challenges include the following:

- Making connections with a range of partners
- Identifying funding streams
- Resolving conflict over inter-jurisdictional regulations

5. What would be the anticipated outcome of the Oregon Solutions project?

The preferred outcome of this project would be a suite of options, such as relocations, buy-outs and land swaps, for homeowners identified in high erosion hazard areas. Additional desired outcomes include the facilitation of collaborative partnerships with local, state, and federal agencies along with conservation groups and philanthropic organizations; help with developing agreements that support a shared vision for the upper Sandy River, including a transition away from homes on the River's edge to a greenway with opportunities for new development away from flood hazard areas; and economic potential from improved recreation and habitat health.

6. Is this a new project or is it part of an ongoing effort? If it is part of an ongoing effort, please explain the role of this project?

This project is part of the long-term recovery effort following the January 2011 flood. Rather than being a recovery from that disaster, it is more of a preparation to recover from the next flood event(s). Now that we have a formal study of the channel migration problem, we need policies, programs and guidance that will better address the problem and solutions that reduce the risk to riverside residences and infrastructure. Exploring viable options for homeowners threatened with erosion hazards is the particular project focus of the overall recovery effort. The County is also planning for Phase II of the FEMA supported report on the upper Sandy River channel migration hazard which will consist of a feasibility study for a demonstration project on the Sandy River.

7. How does this project fit the OS criteria (*see last page for details*)?

In our pursuit of sustainable flood recovery, our project supports efficient development that saves infrastructure investments and natural resources as well as promoting a sustainable environment that includes healthy rural watersheds with abundant species diversity.

This project is directly aligned to the Metro Regional Solutions Advisory Committee's priority of providing "technical assistance to promote well planned communities that have a sufficient supply of land, services and infrastructure to embrace a variety of economic opportunities, develop resilience to natural hazards and support community health."

This project would benefit greatly from regulatory coordination, streamlining, and permitting between county, state and federal agencies for the sake of environmental protection, water quality and public safety. There is already awareness of the threats to critical local and regional infrastructure that exist. Economic development could result from the relocation of residential areas to safer zones and the enhancement of recreational access to the River.

8. Explain how the project could benefit from collaboration of multiple parties (public sector, private sector, and/or non-profit/civic sector):

There are not enough federal grants available to manage all of the needs for this situation. Most of our flood events do not generate the level of damage that warrants a FEMA disaster declaration and resulting mitigation grant dollars. Further, this is not a problem that one entity alone can solve. We need to leverage a broad range of public, private and non-profit partners to collaborate on the issues and create opportunities that provide safer residential options for at risk homeowners and potential economic drivers for the future of the area. It will require a shared vision to rethink our footprint in the area that is based on economic realities and the need to adapt to climate change.

9. What individuals, organizations, and government entities are *currently* supportive or involved in this project?
- a. Homeowners associations (Timberline Rim, Autumn Lane and Zigzag Village)
  - b. Villages of Mt. Hood Chamber
  - c. Villages at Mt Hood Board
  - d. Sandy River Basin Watershed Council
    - Columbia Land Trust
    - Oregon Watershed Enhancement Board
    - Oregon Department of Fish and Wildlife
    - Clackamas Soil and Water Conservation District
  - e. Oregon Department of Geology and Mineral Industries
  - f. Oregon Department of Land and Conservation
  - g. University of Oregon Partnership for Disaster Resilience
  - h. US Army Corps of Engineers
  - i. Federal Highway Administration (funding Lolo Pass Road Access Alternative Study)
  - j. Clackamas County
    - Office of County Administrator
    - Department of Emergency Management
    - Department of Transportation and Development
    - Water Environment Services
    - Business and Community Services
    - Public and Government Affairs
10. Who are other potential partners in this project?
- a. US Forest Service
  - b. Bureau of Land Management
  - c. US Department of Transportation
  - d. Oregon Department of Transportation
  - e. Willamette Partnership
  - f. Western Rivers Conservancy
  - g. Nature Conservancy
11. Who are potential beneficiaries of this project?

We see life safety as the first priority, but peace of mind for these communities is also a concern due to their annual uncertainty of potential flooding and property damage from erosion. Providing safer and reasonable options for these homeowners means giving the river more room to function, which will bring improved environmental benefits that will translate into economic benefits for recreation and sustainable fisheries. Finally, less



development in the erosion zone means fewer demands on limited tax dollars for continued repairs, maintenance, and emergency services.

12. Is there any additional information or research needed that would be helpful for the project (i.e. economic analysis, demographic research, surveys, or research on alternative models)?

Any research that could provide options for relocating residential land use would be helpful.

13. What political support is needed for this project to be successful? Are the necessary political supporters (e.g. City Council, School Board) aware of the project? Are they in agreement?
- a. Clackamas County Board Commissioners is engaged on these issues and very concerned about potential liability of not taking some action to avoid future losses. A Board Study Session on policy direction, Sept. 8, 2015.
  - b. The County was one of 13 pilot communities chosen by the US Army Corps of Engineers for a pilot study on public involvement involving flood risk management. We have been actively engaged with a community work group as the hub of our ongoing activity. Their support is vital.
  - c. We are at the embarkation point for building consensus and agreement on the direction based on the findings and recommendations of the 2015 channel migration hazard study.

14. Describe any current or potential opposition to the project. In your opinion, what would need to happen for the opponents of the project to be supportive?

The strongest opposition will likely come from affected homeowners who feel trapped by new channel migration zone (CMZ) hazard maps and restrictions on past practices of dumping rock for site specific bank protection (rip rap). We are seeking options for these residents to find a reasonable way out of being stuck with a property of diminished value and the County's reluctance to allow continued property sales and development inside the channel migration zone.

15. If Oregon Solutions was not an option for this project, what alternatives would be considered for moving the project forward?

The County would pursue land swap options and development rights through the proper channels with federal and regional partners. Otherwise, the County would seek any available funding options to help incrementally transition homes from the channel migration zone.

16. List any key timelines and/or deadlines:

Sept 8, 2015	Board of County Commissioners Study Session
Sept 27, 2015	Timberline Rim HOA Annual meeting
June 2015	WES Revised Master Plan
Dec 2015	Lolo Pass Road Access Alternative Study Release
Oct 24, 2015	4 <sup>th</sup> Annual Flood of Information Event and Open House (multi-agency, County sponsored)
Feb 17, 2016	FEMA Phase II grant project (one year extension)
Feb 17, 2017	FEMA Phase II grant project (project deadline)

17. Oregon Solutions' costs vary depending upon the scope and complexity of the project, and following the initial assessment, sponsors will receive a cost estimate for project management. Oregon Solutions can often provide a portion of matching funding needed for our engagement but it is important the project is supported financially by others in addition to Oregon Solutions. Please list any potential sources of community/partner funding for the process.

The County is currently pursuing an FY 2016 grant with the US Army Corps called Planning Assistance for States (PAS) to be used to bring in a community planner that would facilitate the community engagement with the County and state and federal stakeholders for using the CMZ report findings to develop a flood risk management strategy. It is envisioned that the resulting flood risk management strategy would include a policy for relocation of residential areas outside of the mapped CMZ. We will be looking for program and grant assistance for these efforts which could provide some matching funding. As the engagement of agency and philanthropic stakeholders continues and grows through pursuit of this proposed project, it is highly likely that matching resources from those stakeholders will become available.