

CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

Policy Session Worksheet

Presentation Date: 2/3/2026

Approx. Start Time: 10:30am

Approx. Length: 5 hrs

Presentation Title: *Performance Clackamas 2025 Strategic Plan Implementation Team Reports*

Department: County Administration

Presenters: Nancy Bush, County Operating Officer & Implementation Team Leads

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

Board review of Strategic Plan implementation teams' progress to date. Some teams will request additional guidance for clarification of Board goals.

EXECUTIVE SUMMARY:

The Board of County Commissioners held a retreat on June 24 and 25, 2025 to discuss and update the Board's *Performance Clackamas* Strategic Plan, formally adopted on July 22, 2025.

Implementation teams were formed for each of the 10 strategic goals:

Vibrant Economy

- Available Land for Business Development
- Development Process Review
- Childcare

Healthy People

- Recovery Oriented System of Care

Strong Infrastructure

- Sunrise Gateway Corridor
- Transit

Safe, Secure and Livable Communities

- Affordable Housing
- Clackamas County Jail Planning

Public Trust in Good Government

- Best Practice Governance
- Communications and Engagement

On October 21, 2025, team working plans were presented to the Board, detailing action items, potential partnerships, and resources. On that day, it was announced that the first public discussion of team progress would be February 3, 2026 and that the Board would have a retreat on February 4, 2026 to discuss progress on the Strategic Plan.

Today, the Board is asked to review the implementation team updates and provide any clarification or guidance requested by the teams.

FINANCIAL IMPLICATIONS (current year and ongoing):

Is this item in your current budget? YES NO

What is the cost? \$ Unknown Costs

What is the funding source? Depends on the project

STRATEGIC PLAN ALIGNMENT:

Public Trust Through Good Government

LEGAL/POLICY REQUIREMENTS: NA

PUBLIC/GOVERNMENTAL PARTICIPATION:

Prior to the initial Board retreat, consultants held five focus groups with a variety of invited stakeholders representing local cities, businesses, regional leaders and County department staff and hosted two public forums in Oak Grove and Sandy. PGA created a survey soliciting online feedback.

OPTIONS:

N/A, informational updates only.

RECOMMENDATION:

N/A, informational updates only.

ATTACHMENTS:

Attachment A: Agenda of Sessions

Attachment B: Report: Available Land for Business

Attachment C: Development Process

Attachment D: Childcare

Attachment E: Recovery Campus

Attachment F: Sunrise Corridor

Attachment G: Transit

Attachment H: Affordable Housing

Attachment I: Jail

Attachment J: Best Practice Governance

Attachment K: Communications

SUBMITTED BY:

Division Director/Head Approval _____

Department Director/Head Approval _____

County Administrator Approval _____

For information on this issue or copies of attachments, please contact _____ @ 503-_____

Clackamas County Strategic Plan 2025-2030
Performance Clackamas
Implementation Team Reports

Tuesday, February 3, 2026

AGENDA

Vibrant Economy

10:30 am.....	Available Land for Business
11:00 am.....	Development Process
11:30 am.....	Childcare

LUNCH

Healthy People

1:00 pm.....	Recovery Campus
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Strong Infrastructure

1:30 pm.....	Sunrise Corridor
2:00 pm.....	Transit

BREAK

Safe, Secure and Livable Communities

2:45 pm.....	Affordable Housing
3:15 pm.....	Jail

Public Trust in Good Government

3:45 pm.....	Best Practices Governance
4:15 pm.....	Communications

Performance Clackamas: Implementation Team Report
February 3, 2026

STRATEGIC GOAL:

“By 2028, in conjunction with our communities and partners, the County will work to increase available land to retain, expand and recruit new businesses.”

DEPARTMENT LEAD: Dan Johnson, DTD Director

SUMMARY OF PROGRESS TO DATE:

Action Item: Determine County’s role/Influence Metro’s methodology to support Industrial Land availability

- Received Metro 2040 Grant to fund the Land Suitability Assessment
- Developed draft Business Lands Project Schedule - see attached
- Working with WEA on draft memo that will come forward at MTAC (METRO Technical Advisory Committee) or MPAC (Metro Policy Advisory Committee)
- Collaborating with Metro staff
- Sharing concepts with Economic workgroup made up of 3 Metro Councilors and receiving feedback
- Clackamas Planning staff met with Metro technical staff regarding the buildable land inventory process from 2024 and provided feedback to inform next UGR process.

Action Item: Determine unincorporated available lands in County

- Industrial Site Readiness Study (Office of Economic Development): Contracted with firm to conduct the Industrial Site Readiness Study. The study will identify potential sites in the county, five acres or greater, that support industrial expansion. Site characteristics to be evaluated may include criteria such as space requirements, slope thresholds, infrastructure needs and unknown limitations.
- Land Suitability Assessment (Regional Coordination); Metro grant funding secured and Intergovernmental Agreements with Metro completed to secure funding.

Action Item: Identify incentives for businesses to expand on available lands

- Developing recommendations for enhancing the Economic Development Incentive Toolbox. Discussed the existing tools with the BCC and will bring back a new package for consideration in 2026.
- Team members attended the Oregon Business Plan Leadership Summit with focus on economic opportunity. The Governor unveiled her Roadmap to Prosperity. Creating more industrial lands is one of the Roadmap goals.
- Economic Development team met with statewide economic development practitioners to discuss updating the statewide economic development strategy.

Action Item: Partner with cities to develop lands (education, funding options)

- *Scoped and initiated the contract for the City Economic Opportunity Analysis consolidation project.*

IDENTIFIED OBSTACLES:

- *Legislative Coordination (w/ PGA): Preparing for possible land use legislation in the short session. It appears that the Governor and legislators are not on the same page. Implementation team will be discussing longer term legislative needs.*
- *Funding for infrastructure*
- *Land use is nuanced and the term “developable land” has many meanings. This nuance has led to conflicting information between published reports and our own research: Unincorporated Clackamas County area has one property over 5 acres that is ready for development. It’s owned by the Development Agency and is a superfund site.*

REQUEST FOR BOARD CLARIFICATION:

(does the work team need clarification from the Board – term definitions, etc)

Task/Project/Event	Sep-25	Oct-25	Nov-25	Dec-25	Jan-26	Feb-26	Mar-26	Apr-26	May-26	Jun-26	Jul-26	Aug-26	Sep-26	Oct-26	Nov-26	Dec-26	Jan-27	Feb-27	Mar-27	Apr-27	May-27	Jun-27	Jul-27	Aug-27	Sep-27	Oct-27	Nov-27	Dec-27	Jan-28
2026 Legislative Short Session																													
2027 Legislative Long Session																													
Key BCC Meetings																													
Business Lands Implementation Team Report Out																													
Business Forums																													
Clackamas County Business Alliance																													
North Clackamas Chamber																													
Oregon City Business Alliance																													
Industrial Site Readiness Study																													
Consultant Selection & Agreements																													
Draft Report																													
Final Report																													
Business OR Site Characteristic Study																													
Final Report																													
Economic Opportunities Analysis Consolidation																													
Research by Mackenzie																													
Final Report																													
WEA Workgroup																													
Initial Meeting with 3 Metro Councilors																													
Presentation to MTAC																													
Presentation to MPAC																													
Metro Council Meeting																													
Creation of economic development focused table																													
Land Suitability Assessment																													
Consultant Selection & Initial Agreements																													
Project Kickoff and Management																													
Critical Issues & Land Feasibility																													
Survey of Stakeholders																													
Plan Areas Analysis																													
Draft Report & Stakeholder Engagement																													
Final Land Suitability Assessment Report																													
Vibrant Economy BCC Goal: Available Lands for Business Development <small>By 2028, in conjunction with our communities and partners, the County will work to increase available land to retain, expand and recruit new businesses.</small>																													

Performance Clackamas: Implementation Team Report

February 3, 2026

STRATEGIC GOAL: By 2028, the County will conduct a review of all development regulatory processes to minimize burdens, providing an effective and timely permitting process for the community.

DEPARTMENT LEAD: Dan Johnson, DTD Director

SUMMARY OF PROGRESS TO DATE:

Background

In response to the Board's updated Performance Clackamas priorities, and associated strategic results (or goals), staff met with the County's Performance Clackamas consultant in August and developed an action plan grounded in three primary strategies.

Strategy 1 – Conduct a review of the development regulatory environment (September 2025 to March 2026).

To develop suggestions for regulatory reform to minimize burdens and streamline development, it is first important to understand the current regulatory environment. The development regulatory review will assess the current regulatory environment and identify areas where regulatory changes could be made by the County.

The final report will:

- Clarify what development review is, and the County teams that perform this work;
- Provide background on how regulations are developed;
- Provide background on the existing state and other controls over how development review is performed;
- Provide an overview of the regulations enforced by the County, and
- Identify which regulations are available for local amendment and reform (including any regulatory changes currently underway).

Current status:

Work on this strategy is underway. The Implementation Team has conducted a review of the regulatory environment and compiled data for the report. The first draft of the report is complete, and is being reviewed and edited by the Implementation Team.

Upcoming activities:

- Continued editing of the report
- Develop recommendations and proposed next steps
- Complete the report (Target end date March 2026)

Strategy 2 - Conduct stakeholder engagement, via focus groups, to gather feedback on Clackamas County's development process. (October 2025 to August 2026)

In this phase of the work, DTD staff and Public and Government Affairs (PGA) will engage a consultant to hold customer and community member focus groups. Hearing from our customers will provide key feedback on the development process and current regulatory environment. The focus group results will be used to identify community educational opportunities and develop process improvements.

Steps identified to achieve this strategy:

DTD and PGA will secure consultant services (October 2025 to March 2026).

Steps to achieve this include:

- Identifying available PGA on-call consultant contracts
- Develop a scope of work
- Solicit cost proposals from consultants.

DTD and PGA will engage a consultant to hold the focus groups (March 2026 to August 2026).

The key actions and deliverables during this phase are:

- Crafting questions for the focus group sessions
- Identifying participants for the focus groups (already identified are the Metro Homebuilders Association, and representatives from local chambers and business alliances)
- Creating informational and background materials for use by the consultant
- Holding the focus groups (performed by consultant)
- Developing a summary report following the focus groups (performed by the consultant)

Current Status:

DTD and PGA met and determined that existing PGA on-call contract services can be used. Work is ongoing to develop a scope of work and to gather consultant quotes.

Upcoming activities:

- Secure consultant services
- Identify focus group participants
- Develop focus group questions and materials
- Consultant begins work

In a future Board session, DTD will be requesting funds to hire the consultant and perform this work.

Strategy 3 – Develop a summary report identifying areas for regulatory reform and process improvements. (June 2026 to March 2027).

This will be the final phase of the project, where staff will create a final summary. The key elements and deliverables for this strategy are:

- A summary report for the Board that shares the full results of the regulatory review and focus groups.
- Recommendations for regulatory reform and process improvement.
- Present possible actions and next steps based upon findings.
- A proposed structure for ongoing reporting.

Current Status:

No actions have been taken to date as this is the last phase of work.

Regulatory Changes Currently Underway

The work of the Implementation Team is also being informed by regulatory updates that are currently underway or have recently been completed. These projects all look to streamline regulations so they are consistent, clear and support development. The list below highlights this work that will impact the regulatory landscape and the final summary report recommendations.

- **Urban zoning and development rules assessment.** This project (led by DTD's Long-Range Planning team) is reviewing the County's zoning and development rules that apply within the Portland Metropolitan area urban growth boundary (UGB) to identify opportunities for improved clarity, usability and consistency with state law. Following the assessment, a report (called the Zoning and Development Ordinance Diagnostic Report) will provide recommendations to enhance clarity, organization, and consistency in the ZDO. The project will also include information on various software packages that will make the ZDO more easily accessible online.

Modernizing the urban zoning and development rules will:

- Make the ZDO clearer and easier to use by the public and staff.
- Remove barriers to producing housing and buildings for employment.
- Bring the ZDO into compliance with state requirements

The final ZDO Diagnostic Report is expected to be completed in April 2026. After its completion, staff will identify the next steps for updating the ZDO, likely to include a series of amendment packages during 2026 and 2027.

- **Implementation of SB 974 requirements for development engineering permits.** Senate bill 974 (signed into law in 2025) requires that all final engineering plans for development be reviewed for completeness within 30 days, and that review of the plans and issuance of permits be performed within a 120-day review period (the legislation allows for the applicant to provide a written request for one or more extension and the total of all extensions cannot exceed 245 days). These rules take

effect on July 1, 2026, and DTD Development Engineering staff are actively working to establish tracking systems and examining process improvements to meet these requirements.

- **Clackamas County Service District No.5 street lighting rules update.**

Clackamas County Service District No. 5 is the District responsible for street lighting services within the unincorporated area of Clackamas County and, by agreement, within the City of Happy Valley. District Rules and Regulations were established in 1970 pursuant to Ordinance No. 70-1078 and had not been updated since adoption. Since that time, several procedural changes have occurred and the existing rules and regulations are outdated, and staff have? been developing some language to support the required amendments.

Changes were coordinated with Land Use Planning (ZDO Section 1006/Comp Plan Chapters 4, 5, 7, and 10) and Development Engineering (Roadway Standards Chapter 6) to remove conflicting provisions, reduce redundancy, and improve clarity resulting in a more efficient permitting process for the community.

The Street Lighting District presented revised code language to the Board in a [December 2, 2025 Policy Session](#); and held the first reading of the new ordinance at the [January 15, 2026 Business Meeting](#). The second reading, and adoption, of the new ordinance is scheduled for the January 29, 2026 Business Meeting.

- **WES Rules and Regulations.** In 2023 Clackamas County Water Environment Services (WES) performed a significant update of their rules and regulations and design standards (Ordinance # 02-2023 on May 4, 2023; Policy Sessions on [March 15, 2023](#) and [March 29, 2023](#)). This work was undertaken to provide clear and predictable requirements for customers and users of WES's systems, and design standards for the development community. WES is currently working on a package of Rule amendments that will be presented to the Board in an April 2026 Policy Session with the goal of ensuring that WES regulatory requirements continue to support the environment and development community.

Timeline of the work performed:

Activities
January 16, 2026
<ul style="list-style-type: none">• A DTD workgroup met to plan for a DTD focused tools and equipment study, and process improvements discussion that will inform the final summary report and recommendations. The next meeting, and delivery of the initial project plans for these two studies, will occur the week of April 20th.• DTD Development Managers started reviewing Performance Clackamas metrics related to this goal. Over the next two months managers will review the current metrics and propose changes to the data being collected.
January 5, 2026 – Implementation Team Meeting

The Implementation Team met to plan for the Feb 3, 2026 Board update, and to discuss the draft regulatory environment review report.

Week of December 15, 2025

- DTD staff completed initial data collection for draft regulatory environment review.
- Started first draft of Regulatory Environment Review
- Scheduled next Implementation Team meeting for Monday, January 5.

Week of November 12, 2025

DTD managers provided with talking points and materials to share with their teams about the Board's updated Performance Clackamas priorities and strategies.

November 3, 2025

DTD and PGA met to review the available, existing on-call contracts to facilitate the customer focus groups. It was determined that there are existing resources available (a new RFP is not required). Next steps are development of a high-level scope of work to determine cost.

October 17, 2025 – Data Collection

DTD staff started data collection for the draft regulatory environment review.

October 8, 2025 – Implementation Team Meeting

The Implementation Team met to review the finalized Performance Clackamas plan approved by the Board, draft a regulatory environment review data collection template, and develop a communications plan for sharing the new Performance Clackamas plan with DTD Development Services staff.

August 21, 2025 – Implementation Team Meeting

DTD members of Implementation Team met to review strategies and actions established in the Aug 4 meeting. Actions and strategies were refined, key resources were identified, and more detailed action plans were created. The Implementation Plan worksheet was completed to communicate actions and strategies to the Board.

August 4, 2025 - Initial Implementation Team Meeting

The implementation team met with Managing for Results consultants to develop strategies and actions to achieve the stated goal.

IDENTIFIED OBSTACLES:

- To hold the stakeholder focus groups, DTD will be requesting funds to hire a consultant to perform this work.
- The March 2026 delivery date for the regulatory environment review report may be delayed as staff participate in the FY 26-27 budget process and the projects underway to update County webpages, including those critical for development, for ADA compliance.
- Early findings from the regulatory environment review show that:
 - Many regulations enforced by Development Services are outside County control for local amendment.
 - Many regulations must be enforced as dictated in state/local rules. Performing the work and oversight of enforcing these regulations impacts efficiency.

REQUEST FOR BOARD CLARIFICATION: None at this time.

Clackamas County Performance Clackamas Strategic Plan 2025-2030

Development Process

By 2028, the County will conduct a review of all development regulatory processes to minimize burdens, providing an effective and timely permitting process for the community.

Implementation Team Members

Department	Team Members			
Transportation and Development	Dan Johnson (chair)	Cheryl Bell	Matt Rozzell	Jennifer Hughes
	Becky Sievers	Lindsey Nesbitt	Robert Goodwin	Michelle Amend
	Pat Gaylord			
Public and Government Affairs	Megan Nugent			
Water Environment Services	Greg Geist	Ron Wierenga	Erik Bertram	
Board Representative	Emily Klepper			
County Internal Auditor	Jodi Cochran			



Strategy 1 - Conduct a review of the development regulatory environment.



Strategy 2 - Conduct stakeholder engagement, via focus groups, to gather feedback on Clackamas County's development process.



Strategy 3 - Develop a summary report identifying areas for regulatory reform and process improvement.





Regulatory Changes Underway

- **Urban zoning and development rules assessment.** This project is reviewing the County's zoning and development rules that apply within the Portland Metropolitan area urban growth boundary (UGB) to identify opportunities for improved clarity, usability and consistency with state law.
- **Implementation of SB 974 requirements for development engineering permits.** Senate bill 974 requires that all final engineering plans for development be reviewed for completeness within 30 days, and that review of the plans and issuance of permits be performed within a 120-day review period. These rules take effect on July 1, 2026.
- **Clackamas County Service District #5 street lighting rules update.** The Street Lighting District performed the first review of their Rules & Regulations in more than 30 years. The first second reading of an ordinance to enact rule changes occurred on January 29, 2026.
- **WES Rules and Regulations.** In 2023 Clackamas County Water Environment Services (WES) performed a significant update of their rules and regulations and design standards (Ordinance # 02-2023 on May 4, 2023). WES is currently working on a package of rule amendments that will be presented to the Board in an April 2026 Policy Session.

IDENTIFIED OBSTACLES:

- Funding has not been identified to hire a consultant to facilitate the stakeholder focus groups.
- The March 2026 delivery date for the regulatory environment review report may be delayed as staff participate in the FY 26-27 budget process and the projects underway to update County webpages, including those critical for development, for ADA compliance.
- Early findings from the regulatory environment review show that:
 - Many regulations enforced by Development Services are outside County control for local amendment.
 - Many regulations must be enforced as dictated in state/local rules. Performing the work and oversight of enforcing these regulations impacts efficiency.

Performance Clackamas: Implementation Team Report
Child Care
February 3, 2026

STRATEGIC GOAL:

By 2027 in conjunction with our communities and community partners, the County will develop strategies to retain, expand and recruit new childcare opportunities.

DEPARTMENT LEAD: Mary Rumbaugh, H3S and Dan Johnson, DTD

SUMMARY OF PROGRESS TO DATE:

(summarize work completed and in progress; may use information from prior monthly reports)

- The Implementation Team has been meeting monthly since November 2025
- All November 2025 objectives have been met including:
 - identify data we have
 - identify partners with broad representation from different sectors
 - confirm zip codes with a child care need for families working in the manufacturing industry
 - assess what child care is available
- We are continuing to identify the data we need and will add cities and citations on where data is obtained from

IDENTIFIED OBSTACLES:

(list any obstacles)

None at this time.

REQUEST FOR BOARD CLARIFICATION:

(does the work team need clarification from the Board – term definitions, etc)

Review and walk through the one pager. Answer any questions regarding definitions and data.

The Implementation Plan for this goal includes the identification of a consultant with industry assessment. This is a TBD depending on how this session with the BCC goes.

Consider a future presentation to the BCC on the state of child care in our community

Attachment: Child Care Implementation Industry Sheet Manufacturing



Clackamas County

Child Care Implementation

Manufacturing Industry Estimates



97015 (Clackamas), 97222 (Milwaukie), 97023 (Estacada)



Term	Definition	Assumptions and Gaps
Child Care	Care, supervision, and guidance on a regular basis of a child under 13 (or those with documented special needs)	
Affordability¹	The US HHS defines affordable child care as costing no more than 7% of household income.	The affordability number has been up to 10% , we are using that here to account for the fact that most Oregon families pay more than 17% .
Child Care Desert¹	Any area with less than 1 licensed child care slot for every 3 children of any age group	This is bare minimum. Note, child care need estimate below assumes only 1 needed slot per household.
Infant/Toddler	2 years or under	
Preschool	3-5 years	
School Age	5-12 years	

Population ²	Avg Monthly Wage ²	Family Age Workers (22-44 Years) ²	Households with Children Under 12 ³
8,989	Low= \$3,824 Mid= \$4,385 High= \$5,460	3,955	1,944
Child Care Need (33% minimum)¹ >641	Child Care Monthly Affordability (10%)¹	Metro care cost average¹	High earner Affordability Gap
Industry Available Child Care Slots⁴ 140	Single earners: Low= \$382.40 Mid=\$438.50 High=\$546	Infant= \$1,997 Preschool= \$1,500 School Age= \$1,100	Infant= \$1,451 Preschool= \$954 School Age= \$554
Minimum Gap >500 slots			

¹ US Dept of Health and Human Services, Oregon Child Care Market Price Study

² Quality Census Employment & Wages- Oregon Employment Department

³ American Community Survey- US Census Data

⁴ Find Child Care Oregon

Performance Clackamas: Implementation Team Report
ROSC
February 3, 2026

STRATEGIC GOAL:

By 2027, the County will continue to address homelessness, mental health and substance use disorders through the completion and operations of the Clackamas County Recovery Campus.

DEPARTMENT LEAD: Mary Rumbaugh, H3S

SUMMARY OF PROGRESS TO DATE:

(summarize work completed and in progress; may use information from prior monthly reports)

- The Implementation Team has been meeting monthly since November, 2025
- Rezoning the property to Open Space (1.1 acres) and Commercial (5.2 acres) was approved in October, 2025
- Design and development is actively underway with weekly meetings with Project Manager (Cindy), Fora Health (Provider) and their architect team
- Funding: Purchase of property is complete. \$10M just awarded to the project, specific for transitional housing, from the Governor's Office (Jan, 2026) and while additional funding is needed, there is a path forward that includes obtaining a loan with Opioid Settlement funding paying back the loan that makes the completion of this project possible
- Critical Success Factors: have begun to identify the partners who will be part of the entry to and exit from the Recovery Campus and will start scheduling out meetings with these partners in 2026. From there, the workflow (input/output) will be created.
- Good Neighbor Group-meets ad hoc right now
- Recovery Campus Task Group-meets every other month. Right now they are receiving updates on the project but moving forward, will advise on things like the workflow to and from the campus.

IDENTIFIED OBSTACLES:

(list any obstacles)

- While not an obstacle, there continues to be an opportunity for ensuring that the Recovery Orientated System of Care does not get defined as just the completion of the Recovery Campus, but rather, it is all of the services throughout the continuum of care to meet the needs of residents that are experiencing homeless, mental health and substance use disorders. These include those provided by the county as well as the community based organizations throughout the county.

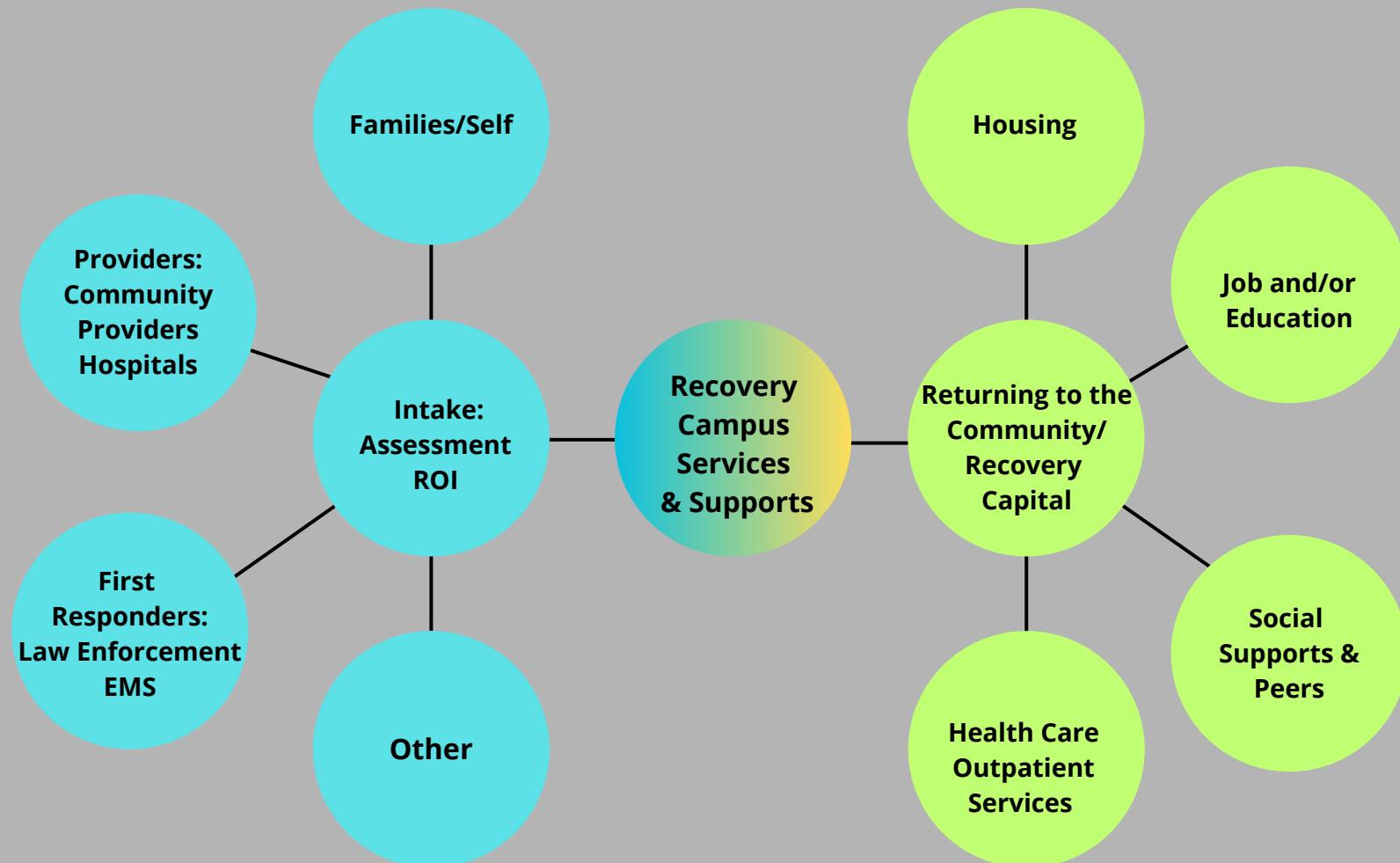
REQUEST FOR BOARD CLARIFICATION:

(does the work team need clarification from the Board – term definitions, etc)

- Discussion of the larger Community Meeting sometime in late Spring/early summer 2026 (beyond the Good Neighbor Group) to ensure transparency with the neighbors/community. Beyond transparency, identify outcomes that would be achieved with this community meeting
- Now that construction for both buildings are moving forward, there is a need for an Owners Rep for the construction project. This is not an area that the current Project Manager or H3S has experience with. Funding requested to cover this cost with possible Owner Rep already identified.

Attachment: RC Flow Concept Map Jan 2026

Recovery Campus Flow



Performance Clackamas: Implementation Team Report
February 3, 2026

STRATEGIC GOAL: Sunrise Corridor: By 2030, funding for the next phase of the Sunrise Gateway Corridor/Hwy 212 project will be committed from federal, state, regional, and local funding sources.

DEPARTMENT LEAD: Dan Johnson, Director

SUMMARY OF PROGRESS TO DATE:

- Regional Flexible Funds Allocation (RFFA): In July of 2025, Clackamas County was awarded \$12.5 M in RFFA funding to advance a National Environmental Policy Act (NEPA) re-evaluation, advance development of 20% plans for corridor and prepare up to 100% design plans for the proposed Safety and Local Connections portion of the project. Continued coordination with Metro and ODOT to finalize IGA.
- Convened Sunrise Community Coalition Leadership Group monthly meetings to develop a 2026 work plan; initiated the contracting process for approximately twelve projects to begin implementation of the Sunrise Corridor Community Vision Plan.
- Presented to JPACT and received regional appreciation for progress and support for continued momentum.
- Developed BUILD grant application strategy and sought board approval to apply.
- Coordinated with partners regarding partnership on a BUILD grant application for Rock Creek Junction work, including ODOT and the City of Happy Valley.
- Worked with ODOT staff to understand the new statewide Capital Improvement Program development which will determine which projects get built in coming years.
- Presented project updates to the Joint Committee on Transportation and JPACT.

IDENTIFIED OBSTACLES:

- Lack of ODOT capacity contributes to delays with completing Metro RFFA IGA.
- Budget limitations at the state level significantly could reduce likelihood of securing funding through state legislative appropriations.

REQUEST FOR BOARD CLARIFICATION: None



Sunrise Corridor

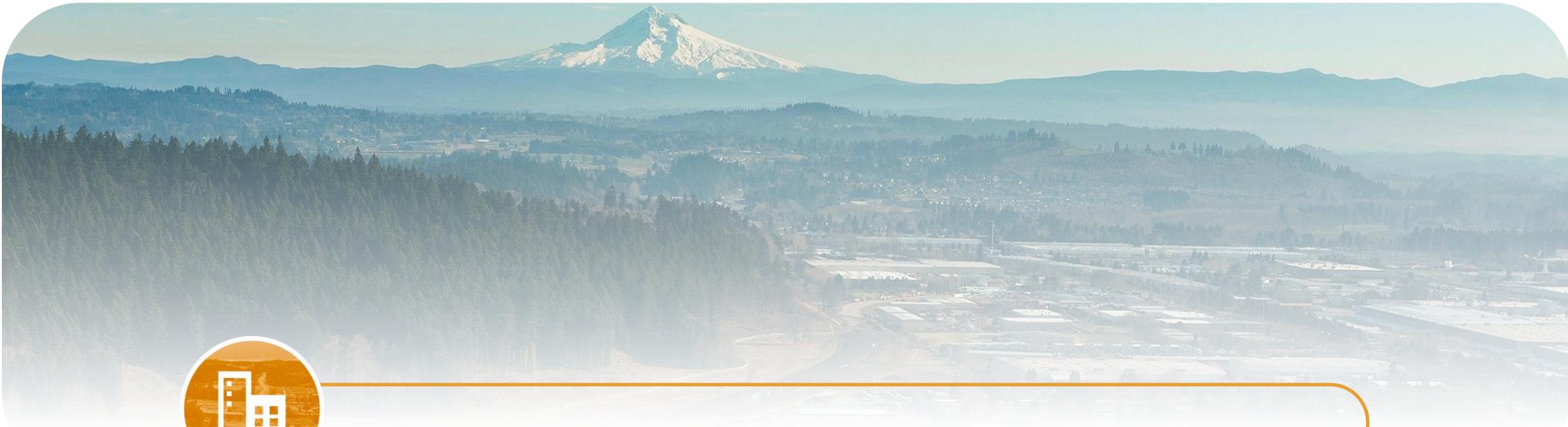
*Clackamas County Strategic Plan 2025-2030
Performance Clackamas*

Implementation Team Reports

Tuesday, February 3, 2026



Strategic Plan Goal

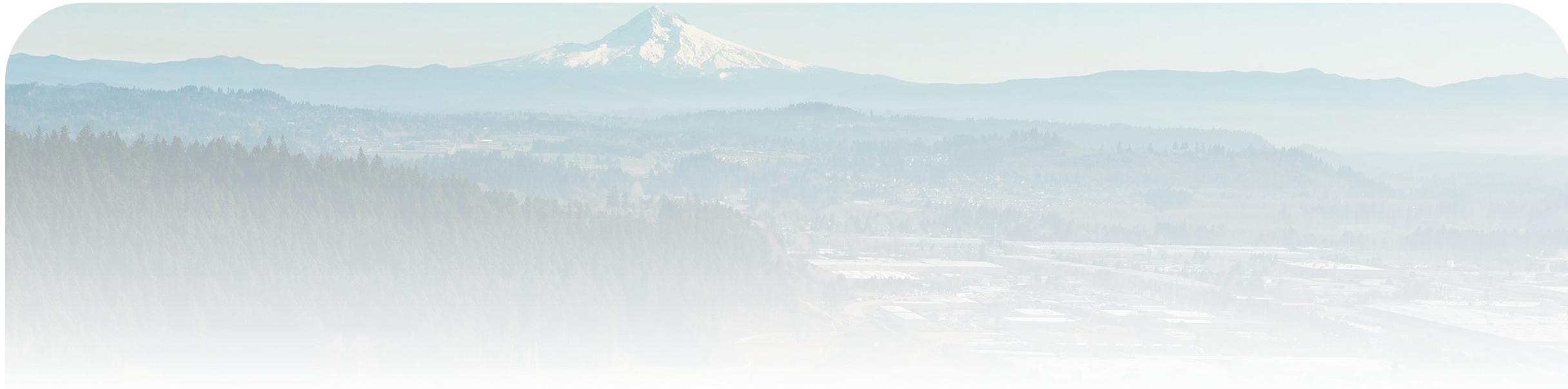


Sunrise Corridor

By 2030, funding for the next phase of the Sunrise Gateway Corridor/Hwy 212 project will be committed from federal, state, and local funding sources



What Has Changed Since Last Board Update



Vision Plan
Accepted

Spring 2025

\$12.5M RFFA
Awarded

July 2025

Sunrise
Community
Coalition
Launch

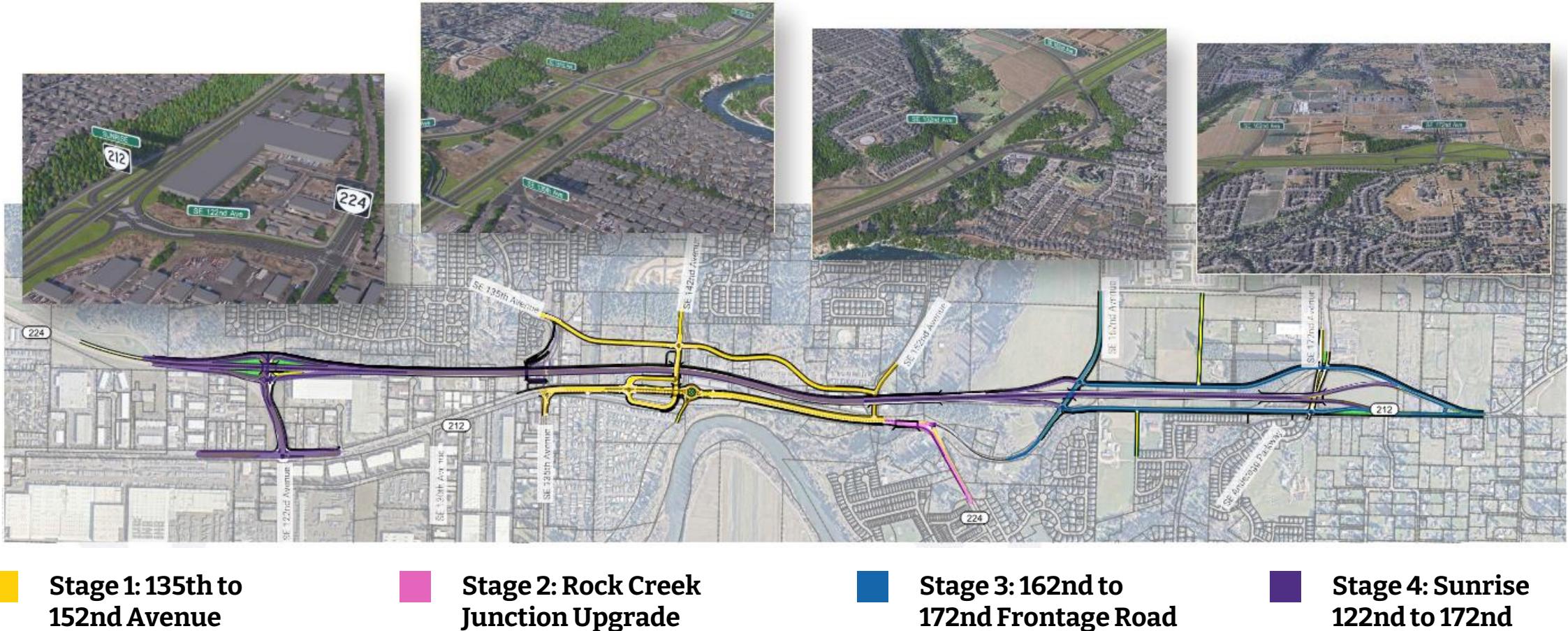
October 2025

BUILD Grant
Approved by
BCC

January 2026



Regional Transportation Progress: RFFA



█ Stage 1: 135th to 152nd Avenue

█ Stage 2: Rock Creek Junction Upgrade

█ Stage 3: 162nd to 172nd Frontage Road

█ Stage 4: Sunrise 122nd to 172nd

Stages 1-3 have independent utility and do not depend on the construction of one stage prior to the others.

Stage 4 requires Stages 1 and 3 to be constructed in advance.



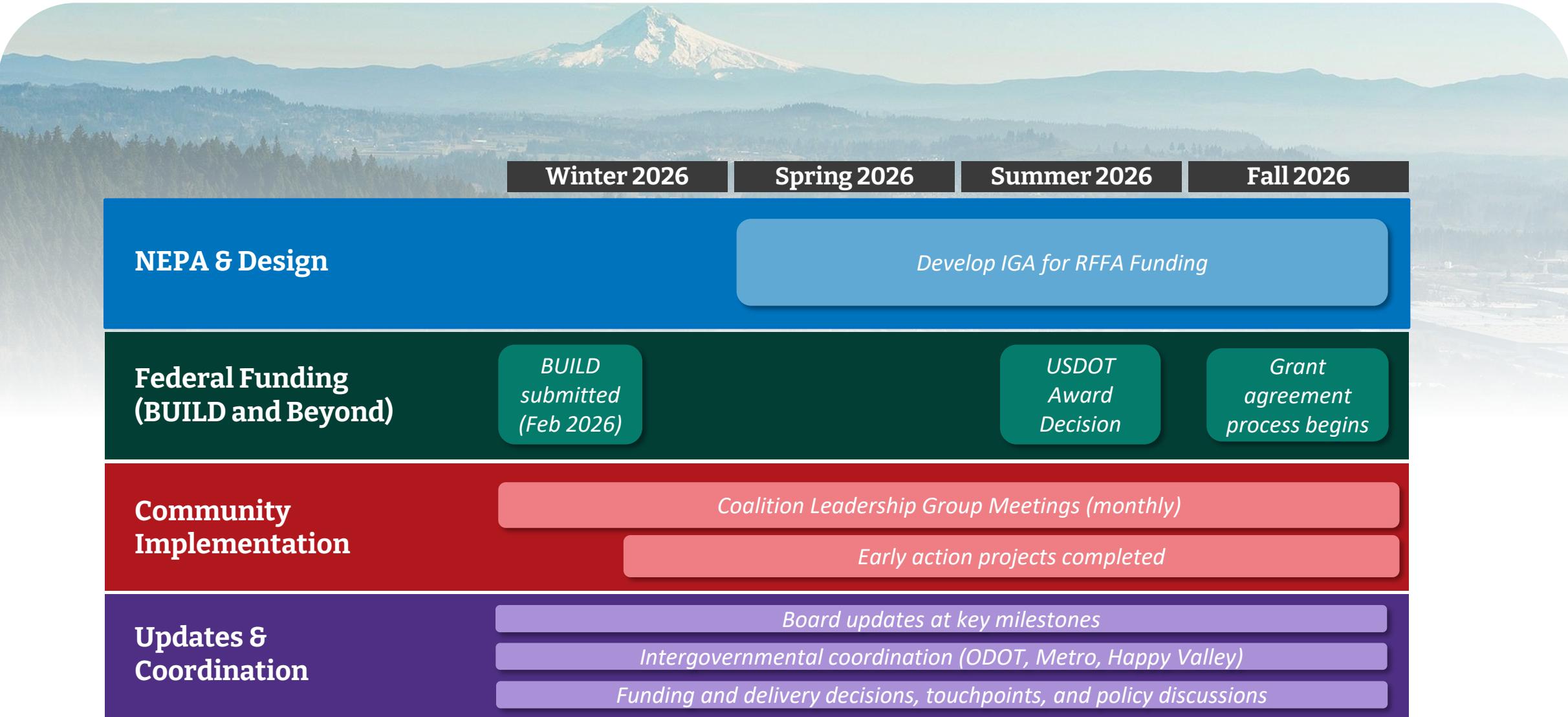
Rock Creek Junction: BUILD Grant



- BUILD grant application approved by Board (January 22)
- Federal funding request for Stage 2, Rock Creek Junction
- Independent-utility safety and operations project
- Advances Strategic Plan goal for Sunrise Corridor funding by 2030



What Comes Next: 2026-2028 Implementation Path



Performance Clackamas: Implementation Team Report
Transit
February 3, 2026

STRATEGIC GOAL:

By 2027, the County will provide a plan for what efficient, accessible and affordable transit looks like in Clackamas County.

DEPARTMENT LEAD: Dan Johnson, DTD and Mary Rumbaugh, H3S

SUMMARY OF PROGRESS TO DATE:

(summarize work completed and in progress; may use information from prior monthly reports)

- The Implementation Team has been meeting monthly since November, 2025
- Staff from DTD and H3S have been working to identify grants fund to update the County's 2021 Transit Development Plan (2021 TDP).
- The intent was to update the 2021 TDP on the recommended five-year update schedule as well as integrate additional projects to support transportation services for elderly and disabled residents in Clackamas County.
- The initial grant requests were unsuccessful, but in the last month DTD and H3S staff proactively worked together to enable the County State Transportation Improvement Funds (STIF) to be used to fund the Transit Development and Transportation Service Plan update (TDTSP).
- The TDTSP would typically focus on identifying transit investments that increase accessibility and improved efficiency but **is not** required to specifically address the affordability** for both riders and transit providers.

IDENTIFIED OBSTACLES:

(list any obstacles)

- TriMet is currently experiencing a budget gap and they are proposing significant cuts to service to rising costs and reduced ridership.
- At the state level, there continues to be uncertainty related to the STIF program and how the funds are distributed.
- Status of the Transportation bill
- Changes to transit funding occurring at the federal level making it difficult to estimate future funding availability.
- Status of Regional Coordination-funding of small transit providers

REQUEST FOR BOARD CLARIFICATION:

(does the work team need clarification from the Board – term definitions, etc)

- Discussion and decision regarding Transit Goal definitions (attachment)
- How do decisions made by other entities, like Tri-Met, as well as the state legislative priorities impact our local goal/work?
- By adding affordability** to the TDTSP and as part of the development of a plan to meet this strategic goal, the team has identified the need to bring on a consultant who would conduct deeper engagement with transit riders, additional project advisory committee meetings to discuss affordability, and specific analysis of recommendations related to providing affordable transit throughout the County. Additional cost is expected to be between \$50,000-\$70,000 (funding unknown)

Attachment: Transit Goal Definitions Draft 12.17.25

Strategic Priority: Transit

By 2027, the County will provide a plan for what efficient, accessible and affordable transit looks like in Clackamas County.

Clackamas County believes that a thriving future depends on a transit system that is efficient, accessible, and affordable; a transit system that empowers residents to reach jobs, services, and community life while strengthening resilience and system connectivity.

- Efficient: A reliable and well-coordinated network that maximizes resources.
- Accessible: Designed and delivered so individuals can independently use and understand it.
- Affordable: Maintains fare and operational costs that do not create financial burdens for riders or threaten long-term system sustainability.

Performance Clackamas: Implementation Team Report
Affordable Housing
February 3, 2026

STRATEGIC GOAL:

By 2030, 900 affordable housing units will be developed, including an emphasis on the senior population and underserved parts of the County.

DEPARTMENT LEAD: Mary Rumbaugh, H3S

SUMMARY OF PROGRESS TO DATE:

(summarize work completed and in progress; may use information from prior monthly reports)

- The Implementation Team has been meeting monthly since November, 2025
- Short Term Strategy: Complete 9 housing communities:
 - Vuela (121 units) Complete and leasing up happening now
 - Hillside Park Phase 1 (275 total units)-100 units complete and currently leasing up; Parkside Heights East and West, scheduled to be completed March and April 2026
 - Short Stack Milwaukie (15 homes)-Complete and 2 homes purchased to date
 - El Nido (55 units)-currently under construction
 - Clackamas Heights (200)-under construction as of November 2025
 - Hillside Park 2 (164)-scheduled to close summer 2026
 - Scattered sites (60 homes)-Community land trust sales. Active and ongoing. 10 sales on the private market and two to two (2) residents at the end of 2025
 - Hillside Park 3-Short Stack (18 homes)-18 affordable homeownership units, planned for 2029 with potential groundbreaking in 2027
 - Hillside Park 3- Bridge Meadows (60 units)-60 units for senior and family focused housing. Design and development contracting phase, scheduled for 2029
 - TOTAL once complete: 968
- Long Term Strategy:
 - 2026-2028 Conduct assessment (best practices for senior housing, identify underserved areas of county, etc.). Actively working with Social Services Division and Department of Transportation and Development to identify properties nearing the end of affordability period and senior centers/senior focused amenities (attached)
 - 2026 Develop affordable housing communication strategy- PGA attended the January Implementation Team meeting, provided template for Communication Plan and the group is ready to proceed when requested

IDENTIFIED OBSTACLES:

(list any obstacles)

- Required Resources needed to ensure completion of Strategic Result:
 - Vouchers (currently none available)
 - Federal funding reductions or changes in priorities
 - Metro funding-ends in 2030 as of now and projections after 2026 are lower than anticipated

REQUEST FOR BOARD CLARIFICATION:

(does the work team need clarification from the Board – term definitions, etc)

- Review the attached map, discussion

Attachment: Clackamas County Senior Housing Resources 1.14.26

Clackamas County Senior Housing Resources

Preservation Opportunities

- Lake Crest
- Fox Pointe
- OUR APARTMENT
- Wiedemann Park Apts
- Clackamas Apartments (HACC Owned)

Clackamas County Boundary

- Clackamas County

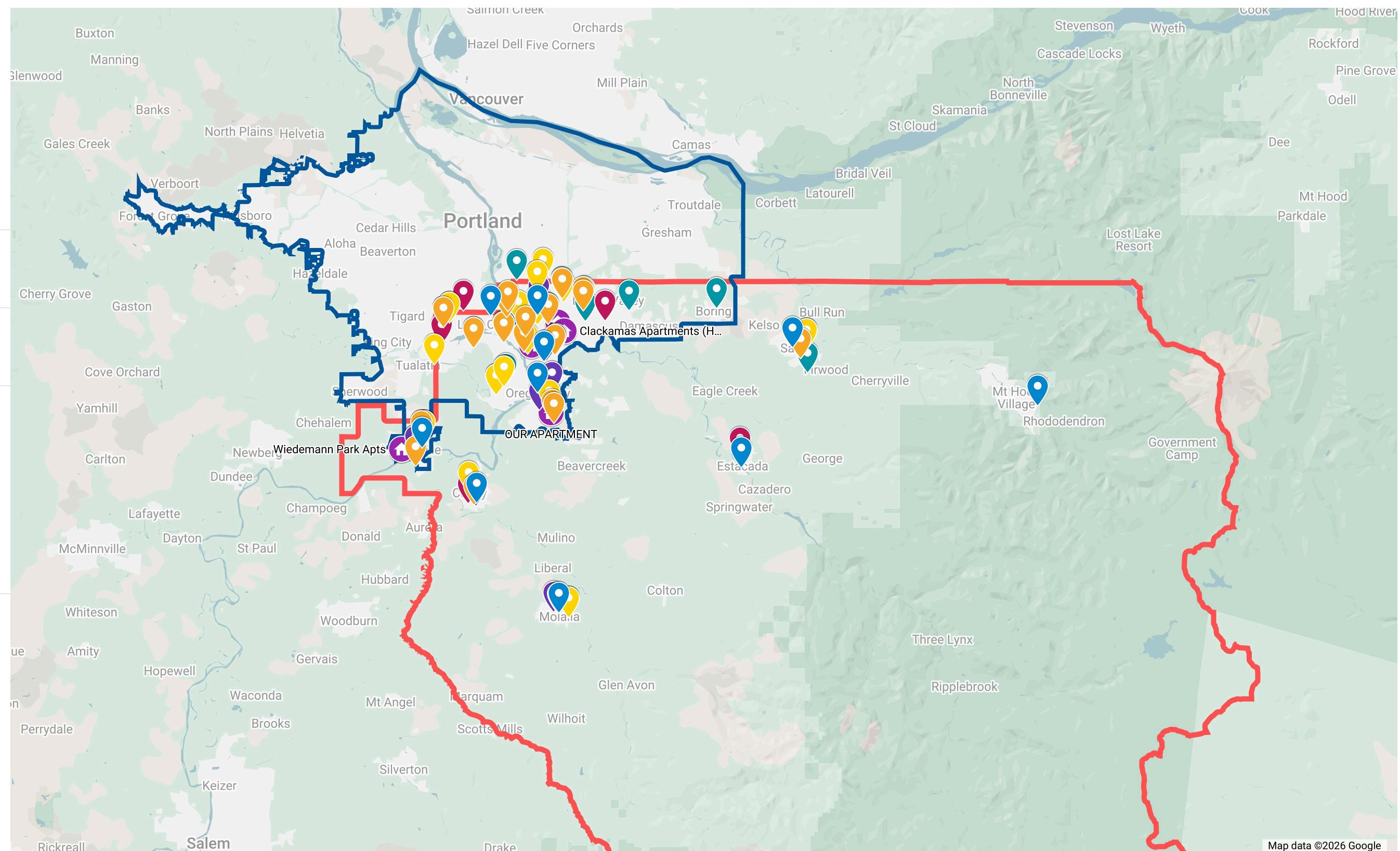
Metro UGB

- UGB

Clackamas_County_Facilities_FU...

- Assisted Living
- Residential Care
- Supportive Living
- Nursing Home
- Community Center
- Adult Placement Agency

This map shows: Assisted Living, Residential Care, Supportive Living, Adult Placement Agency's, Nursing Homes, and Community Centers



Performance Clackamas: Implementation Team Report
February 3, 2026

STRATEGIC GOAL:

By 2028, based upon best practices, the County will complete preliminary design concepts and estimates for a new Clackamas County Jail.

DEPARTMENT LEAD:

Nancy Bush, COO

SUMMARY OF PROGRESS TO DATE:

The team reviewed documents prepared during a 2007 planning effort for a new jail, which was interrupted by the 2008 global financial crisis. These include proposed building and site configurations prepared as part of a detention facility site master plan, which addresses construction phasing, capacity, and operational considerations. A design and construction proposal from 2008 offered an example of building specifications that could meet site needs, increase efficiency, and address bedspace shortages.

Corrections best practice standards have evolved since this time, however, and housing needs are different now. The team reviewed materials from the National Institute of Corrections (NIC), who provide technical assistance to counties across the country on the most efficient and effective jail designs and the development process. Their New Jail Planning Initiative includes training for stakeholders on assessing space needs, the transition process to a new facility, and determining staffing requirements. NIC outlines the decisions that need to be made during development phases and emphasizes the importance of involving stakeholders early in the process, when more changes are possible and at lower costs. Considering NIC recommendations and current needs, the team feels a hybrid building design allowing for both direct and indirect supervision across a larger number of pods, but with fewer beds than earlier plans, would allow greater flexibility and efficiency in housing and for staffing.

The team also reviewed the latest Red Soils Master Plan, updated in January 2024. The plan calls for the new facility to be located immediately to the north of the current jail across from Mud Creek in an area that is currently a parking lot. A new road would loop around the jail and courthouse, replacing Kaen Road. Based on cost and operational efficiency considerations, the team feels the master plan site for the new jail is preferable to any other location.

IDENTIFIED OBSTACLES:

- Funding for the design/build process will be the primary obstacle, particularly as the costs of materials and labor are rising.

- The current facility will also need to be maintained during construction to ensure that operations remain safe for staff and those in custody.
- Site requirements with Oregon City will necessitate the building of a parking garage for the Red Soils campus.

REQUEST FOR BOARD CLARIFICATION:

- Is funding available for visits to jails that are considered best standard?
- Does the board desire to consolidate additional functions within the new facility, for example by adding CCOM and Community Corrections?



CLACKAMAS
COUNTY

Performance Clackamas Implementation Update

*Safe, Secure, and Livable
Communities: Jail*

February 2026

1980s Footprint



Current Footprint



2024 Master Plan Campus Map



Thank You



CLACKAMAS
COUNTY

Performance Clackamas: Implementation Team Report
February 3, 2026

STRATEGIC GOAL:

By 2026, convene a review committee to evaluate best practice county governance models.

DEPARTMENT LEAD:

Nancy Bush, COO

SUMMARY OF PROGRESS TO DATE:

The team has compared Clackamas County to 23 other counties of similar size across the US, along with the 35 other Oregon counties, on five dimensions identified during prior Clackamas County evaluations of governance structure: full-time commissioners, elected chairs, districts, nonpartisan elections, and term limits. The team researched and reviewed academic and industry findings related to effectiveness and updated a legal opinion addressing the potential of term limits or other qualifications for commissioners.

Full-Time vs Part-Time Boards

Not all jurisdictions have a consistent definition of full-time and part-time because elected officials tend to have the prerogative to budget their working hours as they need to meet their many commitments to the public.¹ Considering public statements made by the counties, along with any codes or job descriptions, 12 of 23 US counties with populations between 400,000 and 450,000 had part-time boards, with two of these having a full-time chair. Among the 35 other Oregon counties, however, 23 have full-time commissioners; an additional nine counties have a full-time chair or county judge.

Most academic studies and professional organization articles focus on part-time state legislatures and their implications, but some themes could be comparable: researchers have found² full-time state legislatures to have greater policy knowledge and willingness to engage in complex issues, enhanced oversight, and greater availability for constituents and their issues. Oversight might be especially important in counties with larger populations or more complex organizations: a recent study of financial control deficiencies in North Carolina counties³ discovered that larger numbers of county employees and more intergovernmental transfers were both associated with greater risks.

Elected vs Appointed Chairs

Among the 23 population peer US counties, 14 have a board chair who is appointed by the other members of the commission, and an additional four counties rotate the chair among members over a fixed interval such as a year or 16 months. Only five counties have elected chairs. In Oregon, 12 of 35 other counties have an elected chair or county judge, with the remainder having fellow board members appointing the chair.

Appointed chairs and rotations could allow more of the body's members to gain skills in agenda-setting and meeting management, but there is no empirical evidence relating to this at the county commissioner level.

Districts

Twenty-one of 23 population peer US counties have districts of some form, with five of these having the chair elected at large. At least two of the counties with districts have the members elected across the county at large, though the member is required to reside in their district. In Oregon, only five counties maintain districts. Deschutes County is currently developing a proposal for a five-district map which will be brought before the voters.⁴

According to the National Association of Counties⁵, 53 percent of counties nationwide have all board members elected by district, and a further 18 percent have district elections with at least one member elected at large. The remaining 29 percent of counties elect their entire board at large.

Available research focuses on city rather than county districts. In general, the findings are that districts do tend to allow individual neighborhoods to better pursue their interests, but broader perspectives can suffer.⁶ In 2011, County Counsel was asked whether districts could be established with commissioners who are residents of each district but elected county-wide. Counsel advised this would be permissible. In any potential district plan, they would need to be drawn to be contiguous, of equal population, utilizing existing geographic or political boundaries, not dividing communities of interest, and be connected by transportation links (see attached 2011 County Counsel memo).

Partisan Elections

Only four of the 23 US population peer counties have nonpartisan elections for their county commissioners. Three of these are in California, and one in Wisconsin. Twenty-eight of Oregon's 35 other counties have nonpartisan elections for county commissioner⁷.

Commissions can be nonpartisan because of statute or custom, particularly in the West, and this can reduce polarization and maintain attention on public service and technical proficiency at the local level, where issues are not necessarily tied to national party agendas⁸. Party does act as an information shortcut for voters, however: research shows that voters in nonpartisan elections often choose a candidate they would not otherwise have chosen if they were more informed about the candidate's positions and priorities⁹.

Term Limits

Only two of 23 US population peer counties have term limits for commissioners. Due to a Court of Appeals ruling on Douglas County term limits in 2018, they are no longer an option for Oregon counties to legally implement. Similarly, counties cannot impose any other qualifications for commissioners other than those determined by state law, which requires citizenship and being an elector with one year residency in the county (see attached

memo). Multnomah County maintains two-term limit implemented in 1985¹⁰, and Yamhill County has a three-term limit that was implemented in 1995¹¹.

Most research on term limits is at the state level, but term-limited officials do tend to be less professionalized and less likely to seek out innovative solutions to complex problems¹².

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11. Yamhill County. "Ordinance 921." 2022. August 4. <https://www.yamhillcounty.gov/DocumentCenter/View/1661/Ordinance-921-PDF>
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IDENTIFIED OBSTACLES:

Peer-reviewed research and industry standards documentation on this topic is lacking at the county level. We utilized Google Scholar and journal search engines to search for academic articles. We reviewed materials available through the Association of Oregon Counties and the International City/County Management Association. We also reached out to the National Association of Counties but have not been able to receive materials from them on these topics.

REQUEST FOR BOARD CLARIFICATION:

Does the Board desire the recruitment of an outside committee to evaluate best practice models?

Attachment A: County Comparison Summary

US Population Peer Counties

County and State (population)	Full- or Part-Time Commission	Elected or Appointed Chair	District or At-Large	Partisan or Nonpartisan Board	Term Limits (or Eligibility Requirements)
Pulaski County, Arkansas (401,209)	Part-Time	Appointed by Colleagues	Districts (15)	Partisan	No Term Limits (18 years old, no felony/fraud convictions)
Genesee County, Michigan (402,279)	Part-Time	Appointed by Colleagues	Districts (9)	Partisan	No Term Limits (registered voters)
Orange County, New York (411,767)	Part-Time	Appointed by Colleagues	Districts (21)	Partisan	No Term Limits (eligible voter)
Mobile County, Alabama (412,339)	Full-Time	16-Month Rotation	Districts (3)	Partisan	No Term Limits (registered voter, one year district residency)
Brazoria County, Texas (413,224)	Full-Time	Elected	Districts (4), At-Large Chair	Partisan	No Term Limits (18 years old, one year state residency, 6-month district residency)
Horry County, South Carolina (413,391)	Part-Time	Elected	Districts (11), At-Large Chair	Partisan	No Term Limits
Collier County, Florida (416,233)	Full-Time	Appointed by Colleagues	Districts (5)	Partisan	Three-Term Limit (Consecutive, 4-year terms)
Waukesha County, Wisconsin (417,029)	Part-Time with Full-Time Chair	Appointed by Colleagues	Districts (25)	Nonpartisan	No Term Limits (18 years old, citizenship, no felony convictions)

Madison County, Alabama (423,355)	Part-Time with Full-Time Chair	Elected	Districts (6), At-Large Chair	Partisan	No Term Limits
St. Charles County, Missouri (423,726)	Part-Time	Appointed by Colleagues	Districts (7)	Partisan	No Term Limits (21 years old, registered voter, two years county residency, one year district residency)
Lucas County, Ohio (426,291)	Full-Time	Appointed by Colleagues	At-Large	Partisan	No Term Limits (18 years old, registered voter)
Jefferson Parish, Louisiana (427,253)	Part-Time	Appointed by Colleagues	Districts (5) and Two At-Large Members	Partisan	Two-Term Limit (one year parish residency)
Marion County, Florida (428,905)	Full-Time	Appointed by Colleagues	Districts (5), but Elected At-Large	Partisan	No Term Limits
Hillsborough County, New Hampshire (430,462)	Part-Time	Appointed by Colleagues	Districts (3)	Partisan	No Term Limits (18 years old, registered voter)
Richland County, South Carolina (430,651)	Part-Time	Appointed by Colleagues	Districts (11)	Partisan	No Term Limits
Charleston County, South Carolina (431,001)	Part-Time	Appointed by Colleagues	Districts (9)	Partisan	No Term Limits
Cameron County, Texas (431,874)	Full-Time	Elected	Districts (4), At-Large Chair	Partisan	No Term Limits (18 years old, one year state residency, 6-month district residency)
Placer County, California	Full-Time	One-Year Rotation	Districts (5)	Nonpartisan	No Term Limits

(433,822)					
Monterey County, California (436,251)	Full-Time	One-Year Rotation	Districts (5)	Nonpartisan	No Term Limits
Berks County, Pennsylvania (439,117)	Full-Time	Appointed by Colleagues	At-Large	Partisan	No Term Limits
Loudoun County, Virginia (443,380)	Part-Time	Elected	Districts (8), At-Large Chair	Partisan	No Term Limits (one year state residency)
Lake County, Florida (444,204)	Full-Time	Appointed by Colleagues	Districts (5), but Elected At-Large	Partisan	No Term Limits
Santa Barbara County, California (444,500)	Full-Time	One-Year Rotation	Districts (5)	Nonpartisan	No Term Limits

Oregon Counties

County (population)	Full- or Part-Time Commission	Elected or Appointed Chair	District or At-Large	Partisan or Nonpartisan Board	Term Limits (or Eligibility Requirements)
Baker (16,750)	Part-Time (Full-Time Chair)	Elected	At-Large	Nonpartisan	No Term Limits
Benton (98,899) <i>(Charter)</i>	Full-Time	Appointed by Colleagues	At-Large	Partisan	No Term Limits
Clatsop (41,043) <i>(Charter)</i>	Part-Time	Appointed by Colleagues	Districts (5)	Nonpartisan	No Term Limits
Columbia (54,063)	Full-Time	Appointed by Colleagues	At-Large	Nonpartisan	No Term Limits
Coos (64,326)	Full-Time	Appointed by Colleagues	At-Large	Nonpartisan	No Term Limits
Crook (27,336)	Full-Time	Appointed by Colleagues	At-Large	Nonpartisan	No Term Limits

Curry (22,774)	Full-Time	Appointed by Colleagues	At-Large	Nonpartisan	No Term Limits
Deschutes (211,535)	Full-Time	Appointed by Colleagues	At-Large (now proposing five district plan ⁴ for voter approval)	Nonpartisan	No Term Limits
Douglas (112,255)	Full-Time	Appointed by Colleagues	At-Large	Nonpartisan	No Term Limits
Gilliam (1,971) (<i>County Court*</i>)	Part-Time (Full-Time Judge)	Elected Judge	At-Large	Partisan (Non-Partisan Judge)	No Term Limits
Grant (7,093) (<i>County Court*</i>)	Part-Time (Full-Time Judge)	Elected Judge	At-Large	Nonpartisan	No Term Limits
Harney (7,402) (<i>County Court*</i>)	Part-Time (Full-Time Judge)	Elected Judge	At-Large	Nonpartisan	No Term Limits
Hood River (23,764) (<i>Charter</i>)	Part-Time	Elected	Districts (4), At-Large Chair)	Nonpartisan	No Term Limits
Jackson (221,331) (<i>Charter</i>)	Full-Time	Appointed by Colleagues	At-Large	Partisan	No Term Limits
Jefferson (25,536)	Part-Time	Appointed by Colleagues	At-Large	Nonpartisan	No Term Limits
Josephine (88,276) (<i>Charter</i>)	Full-Time	Appointed by Colleagues	At-Large	Nonpartisan	No Term Limits
Klamath (70,438)	Full-Time	Appointed by Colleagues	At-Large	Nonpartisan	No Term Limits
Lake (8,194)	Full-Time	Appointed by Colleagues	At-Large	Nonpartisan	No Term Limits
Lane (382,396) (<i>Charter</i>)	Full-Time	Appointed by Colleagues	Districts (5)	Nonpartisan	No Term Limits

Lincoln (51,212)	Full-Time	Appointed by Colleagues	At-Large	Nonpartisan	No Term Limits
Linn (132,474)	Full-Time	Appointed by Colleagues	At-Large	Partisan	No Term Limits
Malheur (32,315) <i>(County Court*)</i>	Part-Time (Full-Time Judge)	Elected Judge	At-Large	Partisan (Non-Partisan Judge)	No Term Limits
Marion (352,867)	Full-Time	Appointed by Colleagues	At-Large	Partisan	No Term Limits
Morrow (12,360)	Full-Time	Appointed by Colleagues	At-Large	Nonpartisan	No Term Limits
Multnomah (795,897) <i>(Charter)</i>	Full-Time	Elected	Districts (4), At-Large Chair	Nonpartisan	Two-Term Limit
Polk (90,549)	Full-Time	Appointed by Colleagues	At-Large	Nonpartisan	No Term Limits
Sherman (2,002) <i>(County Court*)</i>	Part-Time (Full-Time Judge)	Elected Judge	At-Large	Partisan (Non-Partisan Judge)	No Term Limits
Tillamook (27,264)	Full-Time	Appointed by Colleagues	At-Large	Nonpartisan	No Term Limits
Umatilla (80,491) <i>(Charter)</i>	Full-Time	Appointed by Colleagues	At-Large	Nonpartisan	No Term Limits
Union (26,058)	Full-Time	Appointed by Colleagues (rotation)	At-Large	Nonpartisan	No Term Limits
Wallowa (7,522)	Part-Time (Full-Time Chair)	Elected	At-Large	Nonpartisan	No Term Limits
Wasco (26,507)	Part-Time (Full-Time Chair)	Appointed by Colleagues	At-Large	Nonpartisan	No Term Limits
Washington (611,272) <i>(Charter)</i>	Full-Time	Elected	Districts (4), At-Large Chair	Nonpartisan	No Term Limits
Wheeler (1,456)	Part-Time (Full-Time Judge)	Elected Judge	At-Large	Nonpartisan	No Term Limits

(County Court*)					
Yamhill (110,886)	Full-Time	Appointed by Colleagues	At-Large	Nonpartisan	Three-Term Limit

**Six Oregon counties operate under a county court model, where the chair of the board of county commissioners is the elected county judge who primarily acts as an administrator while retaining judicial authority regarding juvenile and probate matters.*

County Counsel Memo



OFFICE OF COUNTY COUNSEL

PUBLIC SERVICES BUILDING

2051 KAEN ROAD | OREGON CITY, OR 97045

MEMORANDUM

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TO: Board of County Commissioners, County Administrator Gary Schmidt

FROM: Jeffrey D. Munns, Assistant County Counsel 

RE: County Commissioner Term Limits

DATE: January 26, 2026

Question Presented:

May Clackamas County adopt a local measure to impose term limits on the office of County Commissioner?

Answer: No.

Discussion:

This question arose as part of the Board of County Commissioner's Strategic Plan to review County Governance. This question was part of the best practices governance research to research questions including term limits, Commissioners elected by districts, partisan vs. non-partisan Commissioners, and an elected vs. appointed Chair.

The question regarding elections of Commissioners from districts was described in the attached memorandum dated June 14, 2011, authored by County Counsel, Stephen L. Madkour. This memo remains accurate and a guide for how to change Clackamas County's governance model to elect Commissioners from districts. That change to the office of County Commissioner is a change to the "mode of selection" of commissioners. The same analysis would also apply to change the office of Commissioner to be partisan, or to have an appointed Chair instead of being elected. Any of these changes will require a local measure to be submitted to the voters.

However, term limits may not be imposed on the office of County Commissioner. A change of that nature is a change to the qualifications for office. This question was presented to the Oregon Court of Appeals in the case *State ex re. Smith v. Hitt*, 291 Or.App. 750 (2018). This case arose in Douglas County based upon an ordinance

imposing term limits on the office of County Commissioner. The Court found that any local ordinance on this topic is pre-empted by State Law defining the qualifications for the office.

The qualifications for the office of County Commissioner are established by Article VI, § 8, of the Oregon Constitution.

"Every county officer shall be an elector of the county, and the county assessor, county sheriff, county coroner and county surveyor shall possess such other qualifications as may be prescribed by law. All county and city officers shall keep their respective offices at such places therein, and perform such duties, as may be prescribed by law."

The Court reviewed this constitutional provision in comparison to ORS 203.035 that allows County Commissions to "...by ordinance exercise authority within the county over matters of county concern, to the fullest extent allowed by Constitutions and laws of the United States and of this state..." The Court held that any authority conferred on the county governing body by ORS 203.035 is limited by the constitutional mandate of Article VI, § 8. As a result, the County Commission, or any local measure, may not impose additional qualifications on the office of County Commissioner.



OFFICE OF COUNTY COUNSEL

PUBLIC SERVICES BUILDING
2051 KAEN ROAD | OREGON CITY, OR 97045

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To: Board of County Commissioners
Steve Wheeler, County Administrator

From: Stephen L. Madkour, County Counsel

Re: Districts

Date: June 14, 2011

Question Presented: Can the County establish electoral districts within which a commissioner will reside but where all commissioners will be elected by the voters at-large?

Answer: Yes

In 2007, Clackamas County voters passed Ordinance No 07-2007, which authorized the increase of the Board of County Commissioners from three to five members. The Ordinance further provided that the Board review the governance structure of the Board of County Commissioners to determine whether commissioners should be elected on a county-wide basis or by district.

On May 31, 2011, the Board held a study session in which it reviewed the governance structure. That discussion resulted in the questions presented: Whether the County can establish electoral districts within which a commissioner will reside but where all commissioners will be elected by the voters at-large?

We must first evaluate the board's source of authority. In Oregon, County government structure is divided between general law counties, and home rule counties. A "home rule county" has adopted a charter pursuant to Article VI, § 10 of the Oregon Constitution. A county charter is the means by which county voters may exercise their constitutional right to determine how their county government should be organized, its powers and limitations. Home rule enables counties to take action on matters of county concern even though no state law requires or authorizes such action.

In contrast to home rule or charter counties, general law counties are those that resort to existing state law for the scope of County authority. Without a home rule charter, counties may enact local legislation only within the scope of authority delegated to them by the state constitution and statutes.

Clackamas County is what is commonly referred to as a "statutory home rule county." That designation is based primarily on the provisions of ORS 203.035, which provides an express grant of authority to counties.

ORS 203.035(1) provides that "the governing body or the electors of a county may by ordinance exercise authority within the county over *matters of county concern*, to the fullest extent allowed by Constitutions and laws of the United States and of this state." The authority extended to Counties by the statute is "in addition to other grants of power to counties, *shall not be construed to limit or qualify any such grant and shall be liberally construed*, to the end that counties have all powers over matters of county concern that it is possible for them to have under the Constitutions and laws of the United States and of this state." ORS 203.035(2).

Clackamas County's authority is circumscribed by the constitution and by ORS 203.035. The courts have interpreted the provisions of ORS 203.035 very broadly. "From the statute comes a clear, express grant of authority that requires only a demonstration of a concern that is peculiar to the county's residents. *GTE Northwest Inc., v. Oregon Public Utilities Comm'n*, 179 Or.App 46, 62 (2002).

The forming of districts for the election of commissioners is a matter of county concern. Likewise, establishing residence requirements for commissioners would be considered a matter of county concern. Consequently, the contemplated changes to county governance structure would be authorized by the statute provided there was no state statute or constitutional provision prohibiting such a change.¹

Oregon's Constitution provides that senators and representatives "shall be chosen by the electors of the respective counties or districts." Art. IV § 3(1). The Constitution also requires that judges shall be "chosen in district by the electors thereof." Art. VII(original), § 2. Oregon's Constitution does not contain similar provisions for county elected officials. On that point, the Constitution requires only that County officers "shall be an elector of the county" and "shall be elected, or appointed in such a manner as may be prescribed by law." Arts. VI, § 7, 8.

A review of state statutes found none that would prohibit either establishing district residency requirements or electing district representatives on a county-wide basis. The manner in which district representatives are elected must be clearly provided in the enabling legislation. In *School Dist. No 1 v. State Board of Education*, 250 Or. 133,137 (1968), the court invalidated an effort to elect district board of education representatives

¹ Both federal constitutional and statutory provisions would continue to apply; specifically, the Fourteenth Amendment's equal protection clause, and the Voting Rights Act of 1965, 42 USC §1973. However, given that the office of commissioner is designated as non-partisan it is not anticipated that the formation of districts would implicate these federal provisions.

on an area-wide basis. The court stated that if districts are established and no provisions are included for the elections of the representatives, then the "method of election should be adopted which more completely carries out the theory of the purpose of zoning, which is representation for the residents of all zones. The court continued by affirming that the legislature can provide that representatives of zones should be elected by the voters of the larger area of which the zone is a part. For example, a special districts statute concerning the formation of mass transit districts allows for the appointment and subsequent at-large election of district representatives. ORS 267.010. Accordingly, no state constitutional provision or statute otherwise prohibits the election of county commissioners designated by district, but elected at-large.

A logical objective of elections by district is to achieve a full range of representation on a board or other governing body. A district election would likely provide a more accurate sample of representation and is generally considered to be a more localized representational form of government. See *School Dist. No 1 v. State Board of Education*, 250 Or. 133 (1968). The establishment of districts and residency requirements would ensure that each geographical area of the county would be represented. Additionally, at-large elections would encourage each district candidate to be less provincial and become familiar with county-wide matters and not just those particular or unique to the district or its residents.

Between 1989 and 1999, Clatsop County established districts and residency requirements for commissioners, but elected them on a county-wide basis. Presently, no other county in Oregon elects its commissioners from districts on a county-wide or at-large basis. In Multnomah, Washington, and Hood River Counties the board chair is elected at large, with the remaining four commissioners elected by their districts. Although Clatsop, Multnomah, Washington and Hood River are each home rule counties, I do not believe that the difference in governance structure is significant for the purposes of this question.

Currently, Clackamas County Commissioners are elected at-large. The formation of districts would be a change in the "mode of selection" of commissioners. Any change to "the number or mode of selection of elective county officers" requires approval by the voters. ORS 203.035(3). Should the voters decide to change the "mode of selection" of commissioners by way of establishing districts and residency requirements, the remaining question would be how to go about forming the districts.

The drawing of districts will present its own challenges. The following statutory criteria apply when establishing congressional and legislative districts, and would be equally applicable in the formation of county electoral districts.

ORS 188.010 provides that each district, as nearly as practicable, shall:

- "(a) Be contiguous;
- (b) Be of equal population;
- (c) Utilize existing geographic or political boundaries;
- (d) Not divide communities of common interest; and
- (e) Be connected by transportation links.

(2) No district shall be drawn for the purpose of favoring any political party, incumbent legislator or other person.

3) No district shall be drawn for the purpose of diluting the voting strength of any language or ethnic minority group."

The Secretary of State directs that local governments that fix or modify electoral district boundaries coordinate with and consider any newly drawn legislative and congressional districts boundaries. Although the precise methodology used to draw districts is beyond the scope of this memo, the formation of districts will present some interesting issues. For example, during the formation of districts the Board or its designee would need to be careful not to create districts that are shared by two incumbent commissioners. Moreover, the districts cannot be established in such a way that would render one of the commissioners ineligible to serve.



Performance Clackamas Implementation Update

*Public Trust in Good
Government:
Best Practice Governance*

February 2026



Comparing Commissions: US Population Peers vs Other Oregon Counties

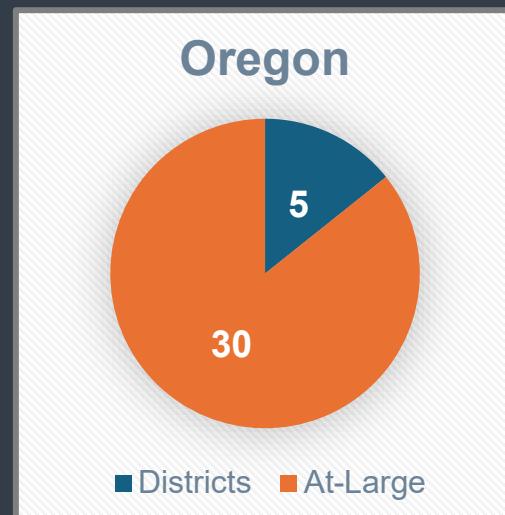
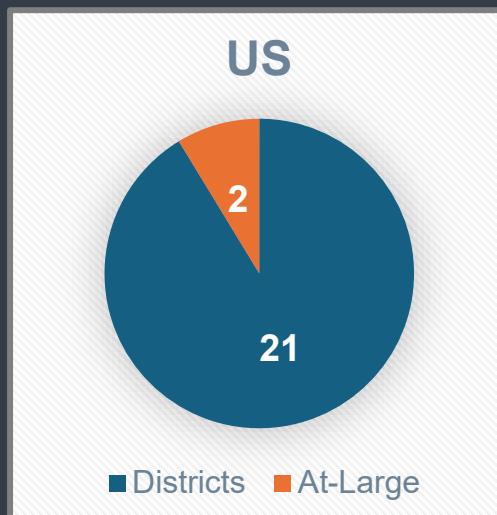
Full- vs Part-Time Board Members



Elected vs Appointed Chair

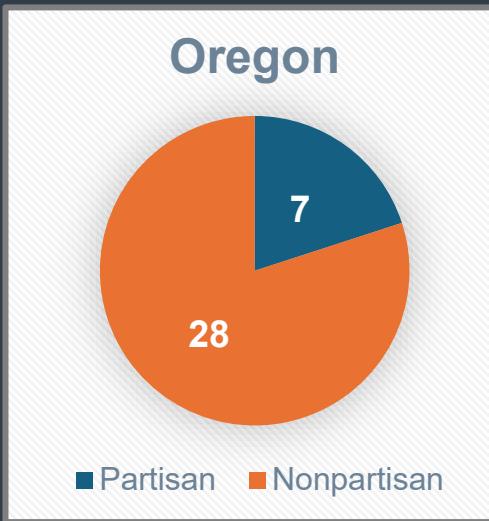
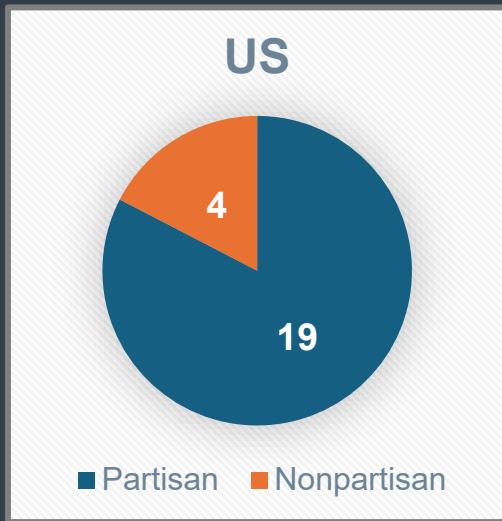


Districts vs At-Large Members

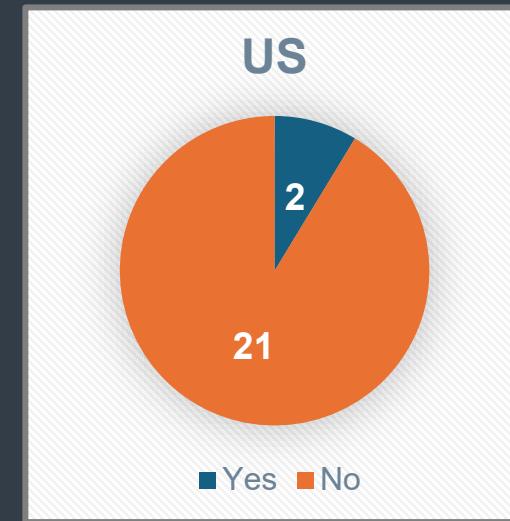


Comparing Commissions: US Population Peers vs Other Oregon Counties

Partisan vs Nonpartisan Elections



Term Limits



Thank You



CLACKAMAS
COUNTY
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Performance Clackamas: Implementation Team Report
February 3, 2026

STRATEGIC GOAL: Communications and Engagement

By 2026, through the development of a strategic communications and engagement plan, the Clackamas County community will experience greater transparency and accountability from its county government.

DEPARTMENT LEAD: Tonia Holowetzki, Director, Public and Government Affairs

SUMMARY OF PROGRESS TO DATE

The initiative integrates two distinct but intersecting objectives:

- **Communication Plan:** Focuses on information delivery and telling our story.
- **Engagement Plan:** Focuses on two-way conversations, shared decision-making, and building trust.

These plans rely on shared stakeholder data but differ in how they are applied. Communication identifies opportunities for engagement, while engagement requires a feedback loop to show the public how their input influenced outcomes.

The team is working toward an **integrated implementation plan** that aligns core strategies with countywide strategic priorities.

Objective	Status and Milestones
Strategic Communication	<ul style="list-style-type: none">• Draft plan completed and under team review.• A standardized template has been developed for all implementation teams.
Strategic Engagement	<ul style="list-style-type: none">• Draft plan completed and under team review.• Updated the 2021 Community Engagement Framework and drafted uniform practice tools.• Developed a proposed annual calendar for the BCC's engagement with public and business stakeholders.

Next Steps and Board Alignment

- **Presentations:** The communication plan will be presented to the BCC in **March**, followed by the engagement plan in **April**.

- **Board Review:** Once all teams complete their individual communication plans (including key messages and talking points), the implementation team will seek final BCC approval.
- **Alignment:** Success depends on ensuring these messages align with the BCC's vision for strategic priorities.

IDENTIFIED OBSTACLES

None currently.

REQUEST FOR BOARD CLARIFICATION

None currently.