



# CLATSOP COUNTY BOARD OF COMMISSIONERS

*"Neighbor to neighbor, serving Clatsop County with integrity, honesty and respect"*

Scott Lee, Dist. 1 – Chairman  
Sarah Nebeker, Dist. 2 – Vice-Chairperson  
Lisa Clement, Dist. 3  
Kathleen Sullivan, Dist. 4  
Lianne Thompson, Dist. 5  
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## **Regular Meeting**

**January 24, 2018**

**Judge Guy Boyington Building, 857 Commercial, Astoria**

### **Regular Meeting: 6:00pm**

*The Board of Commissioners, as the Governing Body of Clatsop County, all County Service Districts for which this body so acts, and as the Clatsop County Local Contract Review Board, is now meeting in Regular Session.*

1. FLAG SALUTE
2. ROLL CALL
3. AGENDA APPROVAL
4. PRESENTATIONS
  - a. 2016-17 Audited Financials
5. **BUSINESS FROM THE PUBLIC** - *This is an opportunity for anyone to give a 3 minute presentation about any item on the agenda (except public hearings) OR any topic of county concern that is not on the agenda. People wishing to speak during Business From The Public must fill out and sign a Public Comment Sign-in Card.*
6. **CONSENT CALENDAR**
  - a. Board of Commissioners Meeting Minutes 12-13-17.....{Page 1}
  - b. Appointment of Fair Board Members.....{Page 11}
7. **PUBLIC HEARINGS**
  - a. Ordinance 18-01 Regulating Short Term Rentals (2<sup>nd</sup> reading).....{Page 15}
8. **BUSINESS AGENDA**
  - a. Adopt FY 2017-18 Budget Policies & Strategic Plan.....{Page 31}
9. **COMMISSIONERS' REPORTS**
10. **COUNTY MANAGER'S REPORT**
11. **ADJOURNMENT**

Complete copies of the current Board of Commissioners meeting agenda packets can be viewed at:  
*Astoria Public Library - Seaside Public Library - Board of Commissioners Office*

Agenda packets also available online at [www.co.clatsop.or.us](http://www.co.clatsop.or.us)

**This meeting is accessible to persons with disabilities. Please call 325-1000 if you require special accommodations to participate in this meeting.**

**Clatsop County Board of Commissioners  
Regular Meeting  
December 13, 2017**

Chair Scott Lee called the meeting to order at 6:00 pm., in the Judge Guy Boyington Building, 857 Commercial Street, Astoria, Oregon. Also present were Commissioners Sarah Nebeker, Lisa Clement, Lianne Thompson and Kathleen Sullivan.

Staff Present:

Cameron Moore	County Manager
Heather Reynolds	County Counsel
Monica Steele	Assistant County Manager/Budget & Finance Director
Michael McNickle	Public Health Director
Trina Robinson	Public Health Nurse
Michael Summers	Public Works Director
Sirpa Duoos	Property Management Specialist
Suzanne Johnson	Assessment & Taxation Director
Tiffany Brown	Emergency Services Manager

**AGENDA APPROVAL**

*Sullivan requested to pull off item 6e from the Consent Calendar and move it to 8e of the Business Agenda. Nebeker made and Thompson seconded a motion to approve the amended agenda. Motion carried unanimously.*

**PRESENTATION**

a. Breastfeeding Survey Results

Mike McNickle, Public Health Director and Trina Robinson, Public Health Nurse, addressed the Board. McNickle introduced the breastfeeding survey project, which is grant funded and started a year ago. This survey fulfills a piece of the accreditation process for the Public Health Department. Robinson said in 2016, two public health projects presented an opportunity to serve the needs of young families in Clatsop County; the Accreditation Process and the Oregon Maternal and Child Title V Block Grant. How women choose to feed their babies is important to the health of both the mother and the child. Breastfeeding is healthier for babies and their mothers, plus breastfeeding reduces the cost of healthcare. \$18.3 billion would be saved in the U.S. if more women breastfed their babies. Clatsop is the first county in Oregon to develop the survey. Robinson named the infant feeding survey partners: Columbia Memorial Pediatric Clinic; Columbia Memorial Women’s Clinic; La Leche League; Providence Seaside North Coast Clinic; Northwest Regional Ed. Service District; and the Clatsop County Health Department. Robinson will have the final result in January of 2018. Thompson asked if ethnic and racial breakdown will be in the results and Robinson said yes. Robinson reviewed the questions included in the survey and the results of each. The survey also asked where women found support when they encountered difficulties. The biggest source of help was from their partner. Robinson discussed the next steps, such as access to prenatal education, outreach to families and partners to help support breastfeeding, and increased access to lactation support after delivery. Robinson introduced members of the North Coast Breastfeeding Coalition who provide prenatal care and prepare mothers and families for the new baby. Lee commented that Oregon trails

1 behind in many initiatives but Lee is pleased that Clatsop County is ahead in this regard. Lee  
2 asked about data for rural and urban areas, but there is no distinction in the report. Robinson and  
3 the group were focused on local resources for women on the coast. Sullivan added that the  
4 culture affects a woman’s decision also. Robinson agreed that there are many factors involved.  
5 Thompson asked if businesses are to self-identify as breastfeeding “friendly” workplaces.  
6 Robinson said many businesses are not even aware of the laws but many women reported a  
7 supportive environment at work. The group has considered a campaign with window stickers,  
8 “we support breastfeeding moms,” or another gesture. Sullivan confirmed that the North Coast  
9 Food Web is also working with breastfeeding moms. Nebeker is encouraged to see that  
10 breastfeeding is acceptable and shared a personal story about the obstacles she faced when it was  
11 not socially acceptable to breastfeed. Robinson agreed that there were many barriers. Thompson  
12 said that young people related how many jobs they have to hold in order to afford housing, and  
13 speculated that crowding also contributes to the issue. McNickle said the study is qualitative vs.  
14 quantitative and is just the first step which will likely lead to more questions.

15

16 **BUSINESS FROM THE PUBLIC**

17 No business from the public.

18

19 **CONSENT CALENDAR**

20 *Nebeker moved and Clement seconded a motion to approve the amended consent calendar.*

21 *Motion carried unanimously.*

- 22 a. Board of Commissioners Regular Meeting Minutes 10-25-17 ..... {Page 3}
- 23 b. Board of Commissioners Work Session Minutes 11-8-17 ..... {Page 13}
- 24 c. Board of Commissioners Regular Meeting Minutes 11-8-17 ..... {Page 15}
- 25 d. 2017-19 Justice Reinvestment Grant Award Agreement ..... {Page 25}
- 26 e. ~~FY17 State Homeland Security Grant Program Award~~ ..... {Page 47}
- 27 f. 2017-19 Community Corrections Plan and IGA ..... {Page 69}

28

29 **DISCUSSION**

30 Lee introduced the county’s budget process and said that five years in a row Clatsop County has  
31 received the Distinguished Budget Presentation Award and he congratulated staff on a job well  
32 done. Lee requested ideas on how to strengthen and improve the budget process. Lee said  
33 preparation is set to begin in January and takes approximately six months and six public  
34 meetings to gain citizen input. The budget is posted for at least 30 days for public review and  
35 comment. Thompson feels that strengthening the process is a good goal. She cited a model in  
36 Portland which encourages active participation and public input. Thompson said District 5 has  
37 25% of the population of the county and over ½ the geographic area of the county. She said  
38 District 5 produces 60% of the operating revenue in the county. Thompson said when she looks  
39 at the budget she sees a big emphasis on savings and very careful spending but is concerned  
40 about the feedback she is getting from constituents regarding where the money goes and who  
41 benefits. Thompson would like to diversify the input and increase the number of opportunities in  
42 neighborhoods for input. She suggests greater investments and longer term goals toward the  
43 mission and vision. Lee asked Thompson where the 60% revenue number came from and she  
44 said the people in District 5 told her that. Steele said the figure could not be confirmed but feels  
45 it may be the room tax revenue that is referenced and said approximately 75% of room tax  
46 revenue does come from the Arch Cape area. Thompson would like to see the revenue sources

1 researched and broken out. Steele said the budget document provides the top ten tax payers  
2 businesses within the county and the number one is Georgia Pacific. Sullivan said she received a  
3 letter regarding room tax and asked for additional information from Steele. Steele said there is a  
4 proposed change in the policy to take discretionary funds under the Room Tax and use it for  
5 legal costs associated with legal action taken by the citizens of Arch Cape. Steele said in the  
6 2016-17 fiscal year the county spent 25k toward legal costs regarding the Southwest Citizen  
7 Advisory Council. The county has incurring significant legal costs and of the room tax increase,  
8 30% is general fund dollars and that is money that can be used at the discretion of the Board.  
9 Steele feels the outcome as stated in the letter (*see hereto attached – Exhibit A*) is already  
10 happening. Sullivan said there is more development in that area since the committee was  
11 disbanded but Steele said it stills falls within the Planning Department rules. Moore added that  
12 the committee used to be involved in the design review and that no longer occurs. Thompson  
13 added that the conversation in Arch Cape is that they do not have the level of information from  
14 the County that they were promised. There is a reduction in service level, oversight and  
15 neighborhood livability. Thompson will vote against the language as proposed and said it is  
16 punitive. She prefers to see inclusive policies that encourage citizen participation. Thompson  
17 said adequate staffing in the Planning Department is crucial. Moore clarified that it hasn't been a  
18 loss of two positions in the Planning Department but a temporary turnover. Nebeker said it must  
19 be difficult for Arch Cape community to adjust because they have had a level of resources above  
20 any other area in the county for many years. They are now at the normal level of service that the  
21 other areas in the county receive. Nebeker said they chose not to incorporate and they still  
22 wanted to have that level of control and regardless of how much they pay in property taxes they  
23 should be treated like everyone else. Thompson feels there should be support for all rural  
24 communities and said population increases are coming so there needs to be support of livability  
25 and engage the citizens in the conversation. Lee supports the staff recommendation on item XIII  
26 B. Steele provided an overview of changes. Steele asked the Board to review the proposed  
27 budget calendar. Thompson asked if the Board should be supporting private non-profits rather  
28 than general purpose agencies with tax payer dollars. Steele said the Soil and Water District does  
29 not receive funds from the contribution to outside agencies line item. However, they receive  
30 \$6000 on an annual basis outside of the contribution monies. Thompson questions whether the  
31 county should support any private nonprofits rather than general service agencies. Steele said the  
32 \$30K to outside agencies is an application process. The requests come before the Health and  
33 Human Services Advisory Committee and then come to the Board. Thompson is uncomfortable  
34 with the procedure. Sullivan also wondered what the process is and should be included in the  
35 policy.  
36 Moore said all processes are written down and contained in separate rules, but they are not  
37 included in the budget policy. Moore said the discussion now is regards to the budget policy  
38 only. Nebeker asked Thompson what she is uncomfortable with and Thompson said spending tax  
39 payer dollars on outside agencies. Sullivan agrees. Lee said the county should provide assistance  
40 to important entities providing services in the County. Nebeker asked Thompson if she would  
41 like to see it increased and she said she would like to better understand the logic. Thompson  
42 asked about the unassigned fund balance and who determines that because she is getting a lot of  
43 feedback of the need for more services in the Planning Department. Steele clarified that if the  
44 unappropriated fund balances is not appropriated it cannot be spent so by limiting unappropriated  
45 fund balances it means that it gets put into contingency. If there is a need it can then be spent. If  
46 the county didn't limit the unappropriated fund balances, it wouldn't be able to be spent.

1 Thompson asked how it is decided on when to spend it. It doesn't make sense to her that housing  
2 is Priority #4 of the Board's priorities. Steele suggested that the Board use this opportunity to  
3 reevaluate their priorities. Thompson said the people in Clatsop County are hungry, homeless  
4 and hurting. Lee said they decided at the Board Goal Setting Session that they were not going to  
5 move the top three priorities and Thompson disagrees. Sullivan said they need to talk about  
6 housing but this may not be the format. Lee said they are focusing on the budget policies.  
7 Nebeker said they did talk about the housing issue in their goal setting and they are valid  
8 concerns but it takes time and they are working forward on that issue. Thompson said  
9 circumstances have changed and she hears people every day talking about the difficulty to obtain  
10 housing. Moore said needs and priorities change over time. Moore said he asked the Board in a  
11 previous session if they were interested in financing or building housing in some way and all five  
12 said no. Moore said the Housing Study will hopefully give some answers to some of the  
13 problems and also some solutions. Lee added that Economic Development and Capital is added  
14 to Priority #4. Sullivan asked about the Special Projects Fund and Steele said they received a  
15 suggestion from the Long Term Financial Plan to keep funds that are part of the General Fund  
16 Stabilization Account in the General Fund. Thompson asked why their minimum target is 20%  
17 or three months of operation in the unassigned fund balance and Steele said that is suggested  
18 language in the Long Term Financial Plan. Moore said that is a common standard to have three  
19 to six months in reserves. Sullivan asked about the terms for the Budget Committee. Steele said  
20 the terms expire at the end of February and they will begin advertising in January for three  
21 vacancies. Steele invited the budget committee members to the meeting but none are present.  
22 Sullivan asked for clarification on the time of the budget meeting. Steele said the first day is  
23 scheduled from 9a.m. to 2p.m. and then they can add an alternate day if necessary. Moore said  
24 the committee elected to complete the process in one day last year. Sullivan feels time should be  
25 allowed to ask questions. Lee was unable to chair last year's meeting but will be there this year.  
26 Sullivan wants to see the time spread over several days for shorter periods. Steele said the budget  
27 committee also consists of five lay members and the schedule should be agreed with them also.  
28 Lee encouraged the Board to contact Steele with questions.

29

## 30 BUSINESS AGENDA

### 31 a. Public Health Clinic and Vital Statistics Fee Increase

32 Mike McNickle presented the staff report. Public Health has not had a recent fee increase to  
33 clinic fees so staff is proposing a 3% increase to cover the true cost of services. Fees were last  
34 increased four years ago. *Nebeker moved that the Board increase Clatsop County Public*  
35 *Health's clinic fees by 3% and increase the Vital Statistics per copy fee to \$25.00 and Clement*  
36 *seconded. Motion carried unanimously.*

37

### 38 b. IGA for Immediate Opportunity Fund Grant for Bugle Road Construction

39 Michael Summers, Public Works Director, asked the Board for consideration to enter into an  
40 agreement with the State Department of Transportation for a portion of roadway construction  
41 costs for Bugle Road. The construction of Bugle Road will connect Ensign Lane and SE 19<sup>th</sup>  
42 Street with a new collector roadway within the center of the North Business Park property. Lee  
43 said Public Works has done a great job with the North Coast Business Park. Sullivan  
44 congratulated Summers on the grant. Summers said this grant is a combination program with the  
45 Oregon Department of Transportation and Business Oregon which is meant for economic  
46 development. The construction will also support other businesses and entities in the

1 neighborhood. *Thompson moved to approve the Intergovernmental Agreement for Immediate*  
2 *Opportunity Fund Grant with the Oregon Department of Transportation for Bugle Road*  
3 *Construction and authorize the County Manager to sign the agreements and any amendments*  
4 *and Nebeker seconded. Motion carried unanimously.*

5  
6 c. Formal categorization of certain county owned properties  
7 Suzanne Johnson, Assessment & Taxation Director and Sirpa Duoos, Property Management  
8 Specialist addressed the Board. Johnson said they had a unique foreclosure process last year  
9 because they ended up with six improved properties. Of the six, four of them had people living in  
10 them which was challenging and emotional. Duoos and Johnson summarized the details of each  
11 property for categorization. Sullivan toured one property and said she was not aware of how  
12 much the staff work with the folks that reside in these properties and how difficult it is to work  
13 with the human problems that are there. She expressed her appreciation. *Thompson moved to*  
14 *categorize the properties as presented and authorize the Chair to sign the Resolution and Order*  
15 *and Clement seconded. Motion carried unanimously.*

16  
17 d. Approve the 2017-18 budget and appropriation adjustments  
18 Steele said the budget adjustment is for unanticipated grant revenue and also a \$50.00 adjustment  
19 for leased property taxes. *Thompson moved that the Board approve the budget adjustments to*  
20 *remain in compliance with Oregon budget law per ORS 294.463 and Nebeker seconded. Motion*  
21 *carried unanimously.*

22  
23 e. FY17 State Homeland Security Grant Program Award  
24 Tiffany Brown, Emergency Services Manager, said this award will help conduct a countywide  
25 assessment and inventory of all evacuation signage, and to establish a database of sign locations.  
26 Sullivan asked to have this moved to Business Agenda because it is another opportunity to  
27 discuss preparedness. Sullivan acknowledged a letter they received complimenting Brown's  
28 department. *(See hereto attached – Exhibit B.) Sullivan moved to approve and adopt the*  
29 *resolution and order to adjust the emergency management budget due to a State Homeland*  
30 *Security Grant award and Clement seconded. Motion carried unanimously.*

### 31 **COMMISSIONERS' REPORTS**

32 Nebeker attended the Public Safety Coordinating Council (PSCC) meeting. She hopes the county  
33 can collaborate with other agencies to help address homelessness.  
34

35  
36 Clement no report.

37  
38 Thompson read a Christmas card she received from a constituent.

39  
40 Sullivan attended the Association of Oregon Counties (AOC) Annual Conference. Sullivan was  
41 glad to hear at the PSCC meeting that they are addressing the homelessness issue. She will be  
42 attending the FTLAC meeting in Salem and will be discussing the Forest Management Plan.  
43 Sullivan would like to have a wetland mitigation bank run by the county rather than paying  
44 outside sources.  
45

1 Lee attended his final AOC Conference and the NOHA meeting. NOHA has hired a nonprofit to  
2 manage their properties. He is optimistic about the company and their business plan. At the AOC  
3 meeting he attended Oregon Coastal Zone Management Association meeting. Lee has been  
4 contacted by folks wanting the Board to write a letter in support of the National Parks.

5  
6 **COUNTY MANAGER'S REPORT**

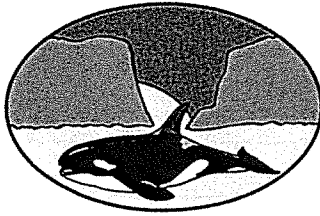
7 Moore is in agreement of supporting the National Parks. In January the agenda will include the  
8 Short Term Rental Ordinance and if there are any further comments please direct them to him or  
9 County Counsel.

10  
11 **ADJOURNMENT 8:14 PM**

12 Approved by,

13  
14  
15 \_\_\_\_\_  
16 Scott Lee, Chairperson





ORCA: Oregon Coast Alliance  
*Protecting the Oregon Coast*

P.O. Box 857, Astoria OR 97103  
(503) 391-0210  
[www.oregoncoastalliance.org](http://www.oregoncoastalliance.org)

December 13, 2017

Re: Proposed Arch Cape Amendment to “Proposed BOCC 2018-2019 Budget Policies and Resource Management Strategy”

Via email:

Scott Lee, [slee@co.clatsop.or.us](mailto:slee@co.clatsop.or.us)  
Sarah Nebecker, [snebecker@co.clatsop.or.us](mailto:snebecker@co.clatsop.or.us)  
Kathleen Sullivan, [ksullivan@co.clatsop.or.us](mailto:ksullivan@co.clatsop.or.us)  
Lianne Thompson, [lthompson@co.clatsop.or.us](mailto:lthompson@co.clatsop.or.us)  
Lisa Clement, [lclement@co.clatsop.or.us](mailto:lclement@co.clatsop.or.us)  
[commissioners@co.clatsop.or.us](mailto:commissioners@co.clatsop.or.us)

Dear Board of Commissioners,

Oregon Coast Alliance was shocked to see the “Proposed BOCC 2018-2019 Budget Policies and Resource Management Strategy” proposed an amendment under the Discretionary Resources section that is both discriminatory and retaliatory against the residents of Arch Cape.

The proposed revision would take the discretionary funds under the Room Tax and add a key discriminatory phrase to the purposes for which the County proposes to use them: “to fund storm water drainage and improvements to public roads primarily in Arch Cape, or any legal costs associated with legal action taken by citizens of Arch Cape against the county on land use issues.” (emphasis in original).

This proposal is completely unacceptable as a matter of good governance, justice or equity. This provision, if enacted, will be both retaliatory and discriminatory against citizens of Arch Cape. These residents are merely trying to protect their community and its livability. To turn room tax monies away from providing infrastructure in the Arch Cape area to reimbursing the County for lawsuits is grossly punitive.

In addition, this provision would have a chilling effect on citizen participation in land use matters, as every dollar spent by the County defending a legal claim (rather than working with the community) would apparently be a dollar less that is available to maintain and/or improve the infrastructure of Arch Cape.

ORCA strongly urges the Board to reject this retaliatory budget amendment, and instead take steps to work with Arch Cape residents to protect the community's livability.

Sincerely,

*/s/ Cameron La Follette*

Cameron La Follette  
Executive Director

MATTHEW T. ENGLISH  
SHERIFF

BRIAN ROCKETT  
CHIEF DEPUTY

JAMIE HEPNER  
PAROLE & PROBATION COMMANDER



911 COMMANDER

TERRY L. BRIGHT  
CHIEF CIVIL DEPUTY

KATIE PRITCHETT  
EXECUTIVE ASSISTANT

November 30, 2017

Clatsop County Emergency Management

ATTN: Tiffany Brown

800 Exchange Street, Suite 400

Astoria, OR 97103

Dear Tiffany –

I wanted to take the time to sincerely thank you for your dedication and service to our community during the Eagle Creek fire. We cannot thank you enough for your support and efforts in keeping our community safe and at ease. You were a valuable partner and great collaborator throughout the entire incident operating as Planning Chief in the EOC. You were a great voice of reason during and even after the fire with your help on the After Action Report. It is important for us to reflect on all of the goodness that arose from our community members and partner agencies in the middle of such a frightening event. It's because of individuals like yourself that everything ran smoothly and effectively.

Thanks again for your generosity and support,

A handwritten signature in black ink, appearing to read "Matt English", is written over a horizontal line.

Matt English

Hood River County Sheriff

cc: Clatsop County Board of Commissioners



**Board of Commissioners  
Clatsop County**

**AGENDA ITEM SUMMARY**

**January 24, 2018**

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**Issue/Agenda Title:** Appointments to the Fair Board

**Category:** Consent Calendar

**Prepared By:** Kathi Mattinen, Fair Manager

**Presented By:** Kathi Mattinen, Fair Manager

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**Issue before the Commission:** Two full-term appointments to the Clatsop County Fair Board

**Informational Summary:** The Clatsop County Fair Board consists of five members of the public that are appointed by the Clatsop County Board of Commissioners, in accordance with ORS 565.210. Each member is appointed for three-year terms.

Due to the expiration of two board seats as of December 31, 2017, The Board advertised for two vacancies. Current board members Jack Edwards and Michael Autio have requested that they be reappointed to those positions. No new applications were received.

**Fiscal Impact:** No fiscal impact expected

**Options to Consider:**

1. Appoint as recommended
2. Solicit for more applicants
3. Table the decision

**Staff Recommendation:** The Clatsop County Fair & Expo Manager and Board recommend that Jack Edwards and Michael Autio be reappointed to the Clatsop County Fair Board for three-year terms beginning on January 1, 2018..

**Recommended Motion:** *"I move to appoint Jack Edwards and Michael Autio to the Clatsop County Fair Board for full terms ending December 31, 2020."*

**Attachment List:**

- A. Letters of interest from Jack Edwards and Michael Autio
- B. Current Roster a/o 12/31/17

**Michael A. Autio**  
**93750 Autio Loop**  
**Astoria, OR 97103**  
**503 325-9155**  
**mike@autioco.com**

January 9, 2018

Clatsop County Board of Commissioners

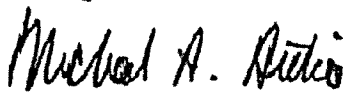
800 Exchange Street

Astoria, OR 97103

RE: Request for re-appointment

Please consider this my request to be reappointed to the Clatsop County Fair Board for an additional 3-year term beginning January 1, 2018.

Sincerely,

A handwritten signature in black ink that reads "Michael A. Autio". The signature is written in a cursive style with a large initial "M".

Michael A. Autio

**Jack Edwards**  
**91707 Youngs River Road**  
**Astoria, OR 97103**  
**503 325-0805/503 338-0555**  
**jackedwards@charter.net**

December 4, 2017

Clatsop County Board of Commissioners

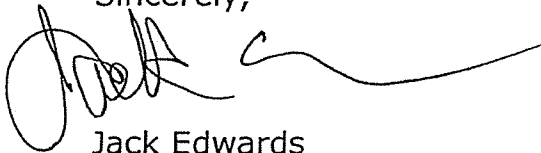
800 Exchange Street

Astoria, OR 97103

RE: Request for re-appointment

Please consider this my request to be reappointed to the Clatsop County Fair Board for an additional 3-year term beginning January 1, 2018.

Sincerely,

A handwritten signature in black ink, appearing to read 'Jack Edwards', with a long horizontal flourish extending to the right.

Jack Edwards

## Fair Board

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Michael A. Autio  
mike@autioco.com  
93750 Autio Loop  
Astoria, OR 97103

Position: Status: member  
Phone: (H) 503 458-6191; (W) 503 325-9155  
Term: 3 years  
Term Exp. Date: 12/31/2017

Remarks: Requests reappointment

Jack L. Edwards  
Email: [jackedwards@charter.net](mailto:jackedwards@charter.net)  
91707 Youngs River Road  
Astoria, OR 97103

Position: Status: member  
Phone: (H) 503 325-0805; (M) 503-338-0555  
Term: 3 years  
Term Exp. Date: 12/31/2017

Remarks: Requests reappointment

John (Jack) Ficken  
jtficken@icloud.com  
91382 Lewis and Clark Road  
Astoria, OR 97103

Position: Status: member  
Phone: (W) 503 298-2330; (M) 503 440-0560  
Term: 3 years  
Term Exp. Date: 12/31/2019

Remarks: Current Board member

Kallie Linder  
mrsjlinder@gmail.com  
90862 Youngs River Road  
Astoria, OR 97103

Position: Status: member  
Phone: (W) 503 338-3864; (M) 503 741-0233  
Term: 3 years  
Term Exp. Date: 12/31/2019

Remarks: Current Board member

Paul Mitchell  
Fairboardpmitchell@gmail.com  
955 SW Cedar Drive  
Warrenton, OR 97146

Position: Status: member  
Phone: (M) 503-791-1675  
Term: 3 years  
Term Exp. Date: 12/31/2019

Remarks: Current Board member



**Board of Commissioners  
Clatsop County**

**AGENDA ITEM SUMMARY**

**January 24, 2018**

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**Issue/Agenda Title:** Ordinance Regulating Short Term Rentals (*2<sup>nd</sup> reading*)

**Category:** Ordinances

**Prepared By:** County Counsel

**To Be Presented By:** County Counsel, County Manager

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**Issue Before the Commission:** This is the continuation of the public hearing, second reading and possible adoption of Ordinance 2018-01, which implements regulations for short term (or vacation) rentals in Clatsop County.

**Informational Summary:** Over 150 homes in Clatsop County outside of city limits are registered with the County Assessor for payment of transient room tax. Hotels, motels, hostels and bed & breakfast establishments have stringent regulations for protection of the safety and health of guests. There are no protections for folks renting vacation rentals. In addition, vacation rentals often are used for large gatherings, which may impact neighbors. The purpose of this ordinance is to address minimum health and safety standards (most of which are required by code anyway), occupancy, notice to neighbors, off-street parking, and garbage collection service. The ordinance would go into effect July 1, 2018 so property owners would have time to prepare.

At the first reading, your Board made the non-material change adding the words “in the house” to the first sentence of Section 8R. This clarifies that maximum occupancy of the vacation rental is 3 people per bedroom, and 2 additional people in the rental unit.

**Fiscal Impact:** There is no direct fiscal impact from this ordinance.

**Options to Consider:**

1. Conduct the continuation of the public hearing, close the hearing, hold the second reading and move to adopt Ordinance 2018.
2. Conduct the continuation of the public hearing, close the hearing, and move to table the ordinance indefinitely or reject it.

**Staff Recommendation:** Option #1

**Recommended Motion:** I move to approve ordinance 2018-01, conduct the second reading of Ordinance 2018-01 by short title only, and authorize the chair to sign.

**Attachment List:** Ordinance 2018-01

IN THE BOARD OF COUNTY COMMISSIONERS  
FOR CLATSOP COUNTY, OREGON

ORDINANCE ) AN ORDINANCE REGULATING  
NO. 2018-01 ) SHORT TERM RENTALS

The Board of Commissioners of Clatsop County ordains as follows:

SECTION 1. SHORT TITLE

This Ordinance shall be known as the "Clatsop County Short Term Rental Ordinance" and may be cited and pleaded as such.

SECTION 2. PURPOSE AND FINDINGS

- A. The purpose of this Ordinance is to regulate short term rentals in order to enhance public safety and livability within Clatsop County.
- B. The findings attached as Exhibit "A" are incorporated herein by reference.

SECTION 3. SEPARABILITY

If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by a Court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision and such holding shall not affect the validity of the remaining portions of this Ordinance.

SECTION 4. CONFORMANCE OF STATE LAW

This Ordinance shall not substitute for nor eliminate the necessity for conformity with any and all laws or rules of the State of Oregon, or its agencies, or any ordinance, rule, or regulation of Clatsop County.

SECTION 5. INCONSISTENT PROVISIONS

This Ordinance shall supersede, control and repeal any inconsistent provision of any County Ordinance as amended or any other regulations made by Clatsop County except §4.109 to §4.115 of the Clatsop County Land and Water Use Ordinance, which will take precedence within the Arch Cape Rural Community Overlay District.

SECTION 6. APPLICABILITY

This Ordinance shall apply within the unincorporated areas of Clatsop County, including within urban growth boundaries, but shall not apply within the boundaries of any incorporated City. This Ordinance does not apply to Hotels, Motels, Bed & Breakfast Facilities, hostels, or other traveler's accommodation with are inspected and licensed pursuant to Oregon Administrative Rule.

## SECTION 7. DEFINITIONS

The following definitions apply to this Ordinance:

- A. "Certified Installer" means a person who is certified by DEQ to construct or install or oversee the construction or installation of onsite sewage disposal systems.
- B. "Certified Maintenance Provider" means a person who is certified by DEQ to inspect, maintain, or certify or supervise maintenance on onsite systems using alternative treatment technologies, recirculating gravel filters, sand filters, or pressurized distribution systems.
- C. "Cesspool" means a lined pit that receives raw sewage, allows separation of solids and liquids, retains the solids, and allows liquids to seep into the surrounding soil through perforations in the lining.
- D. "Contact Person" means the owner, or if designated on the application for a permit, the agent of the owner, authorized to act for the owner.
- E. "DEQ" is the Oregon Department of Environmental Quality.
- F. "Dwelling Unit" means one room, or rooms connected together, constituting a separate independent housekeeping establishment for owner occupancy, or rental or lease on a weekly, monthly, or longer basis, and physically separated from any other rooms or dwelling units which may be in the same structure, and containing independent cooking, sleeping and sanitation facilities.
- G. "Enforcement Officer" is the building official and/or person designated by the Clatsop County Manager to enforce the provisions of this Ordinance.
- H. "Holding Tank System" means an alternative system consisting of the combination of a holding tank, service riser, and level indicator (alarm), designed to receive and store sewage for intermittent removal for treatment at another location.
- I. "Onsite Wastewater Treatment System" means any existing or proposed subsurface onsite wastewater treatment and dispersal system including but not limited to a standard subsurface, alternative, experimental, or non-water-carried sewage system.
- J. "Owner" is the owner or owners of a short term rental.
- K. "Permit" means a short term rental permit.

- L. "Person" means every natural person, firm, partnership, association, social or fraternal organization, corporation, estate, trust, receiver, syndicate, branch of government or any other group or combination acting as a unit.
- M. "Rental" means an agreement granting the use of a dwelling unit to a person. Use of a dwelling unit by a recorded owner or other person or persons without monetary consideration shall not be considered to be a rental under this Ordinance.
- N. "Rented" means the use of a dwelling unit granted to a person in exchange for monetary consideration.
- O. "Renter" is a person who rents a short term rental.
- P. "Serious fire or life safety risk" means a Building code or ordinance violation involving those construction, protection and occupancy features necessary to minimize danger to life from fire, including smoke, fumes or panic as well as other considerations that are essential to life safety.
- Q. "Sewage Disposal Provider" means a person with a valid license issued by DEQ to perform those services.
- R. "Short Term Rental" is a dwelling unit (including any accessory guest house on the same property) that is rented to any person or entity for a period of up to thirty (30) consecutive nights.
- S. "Sleeping Area" is a room or other space within a dwelling unit designed, intended or used for sleeping. Tents and recreational vehicles shall not be considered a sleeping area.

**SECTION 8. STANDARDS**

All short term rentals shall comply with the following standards:

- A. No more than one dwelling unit may be rented on a single lot or parcel.
- B. All applicable County transient room taxes shall be paid pursuant to County Code of Regulations Chapter 3.16.
- C. The hours of 10:00 p.m. until 7:00 a.m. the next day are required quiet time. Renters who violate this standard may be issued a citation and be subject to a fine pursuant to Clatsop County Code §8.12.
- D. The owner or contact person shall notify every renter, in writing, of the quiet times and that a renter may be fined for violations under this Ordinance.
- E. The owner or contact person shall attempt to contact a renter by phone or in person within twenty (20) minutes of receiving any complaint concerning the

conduct of a renter.

- F. The current short-term rental permit shall be permanently and prominently displayed inside and near the front entrance of the short term rental and provided to adjacent property owners within 100 feet of the property, and shall list the following:
  - 1. The name, address and phone number of the owner and designated agent;
  - 2. The maximum occupancy and vehicle limits for the short-term rental unit;
  - 3. Identification of the number and location of parking spaces available;
  - 4. A map showing the property boundaries;
  - 5. For properties within a tsunami inundation zone, the tsunami evacuation route.
- G. The owner shall provide covered garbage containers that can be secured. All garbage must be placed and be kept in secured containers provided for that purpose. Containers shall not block access to the property or dwelling unit. Garbage shall be removed a minimum of one (1) time per week unless the short term rental is not rented. Owners shall provide guests with information about recycling opportunities.
- H. At least one (1) functioning fire extinguisher shall be accessibly located on each floor within the dwelling unit.
- I. All plug-ins and light switches shall have face plates.
- J. The electrical panel shall have all circuits labeled.
- K. Ground Fault Circuit Interrupter (GFCI) protected receptacles shall be provided at outdoor locations and at kitchen and bathroom sinks.
- L. A smoke detector must be provided and maintained in each sleeping area, outside each sleeping area in its immediate vicinity and in each additional story and basement without a sleeping area.
- M. All fireplaces, fireplace inserts and other fuel burning heat sources shall be properly installed and vented.
- N. All interior and exterior stairways with four (4) or more steps and that are attached to the structure, must be equipped with a hand railing.
- O. All interior and exterior guardrails, such as deck railings, must be able to withstand a two hundred (200#) pound impact force.
- P. Emergency Escape and Rescue Openings:

1. Sleeping areas in premises rented a short term rental shall have at least one (1) operable emergency escape and rescue opening. Sill height shall not be more than forty-four (44") inches above the floor. Openings shall open directly into a public way or to a yard or court that opens to a public way.
  2. Minimum net clear opening at grade floor openings shall be five (5) square feet and five point seven (5.7) square feet at upper floors. Minimum net clear height is twenty-four (24") inches and net clear width is twenty (20") inches. If the emergency escape or rescue opening does not meet these standards, then an alternative may be accepted by the Clatsop County Building Official that meets the standards of the Oregon Residential Specialty Code.
  3. A sleeping area in a short term rental that lacks the required emergency escape opening, shall not be used as a sleeping area. Where equipped with a door, it shall remain locked at all times when the dwelling is being used as a short term rental. Such a non-compliant sleeping area shall not be included in the maximum occupancy calculation for the short term rental. The owner or contact person shall notify every renter, in writing, that the non-compliant sleeping area may not be used for sleeping.
- Q. Exterior hot tubs shall have adequate structural support and shall have a locking cover or other barrier to adequately protect against potential drowning when a hot tub is not available for permissive use.
- R. The maximum occupancy for a short term rental unit shall be calculated on the basis of an average of three (3) persons per sleeping area plus an additional two (2) persons in the rental unit. For the purpose of maximum occupancy, those under two (2) years of age shall not be counted. Tents and recreational vehicles shall not be used to increase the number of people approved to occupy a short term rental.
- S. There shall be at least one (1) off-street parking space available for each approved sleeping area in a short term rental, plus one (1) additional parking space. If otherwise permitted, trailers for boats and all-terrain vehicles will be allowed in available off-street parking spaces. Parking shall not, under any circumstances, hinder the path of any emergency vehicle. Renters may

be cited and fined under existing State law in the event they park illegally.

- T. The owner or contact person shall notify every renter in writing of the required off-street parking and other parking spaces available to serve the short term rental.
- U. A house number, visible from the street, shall be maintained.
- V. If the property is not connected to a public sewer the on-site wastewater treatment system must be able to handle the capacity of the number of bedrooms of the home and the total number of occupants. The Owner must either provide an Existing System Evaluation Report for Onsite Wastewater Systems completed a DEQ qualified evaluator, or provide current DEQ records showing appropriate capacity. Cesspools are prohibited for use with short term rentals. A holding tank may be used if the owner has a signed pumping contract with a DEQ licensed sewage disposal service, and an alarm system that meets DEQ requirements.

SECTION 9. PERMITS REQUIRED

- A. An owner shall obtain and maintain a current permit whenever a dwelling unit is used as a short term rental.
- B. Within ninety (90) days after the effective date of this Ordinance, the owner of each existing short term rental shall apply for and pay the appropriate fee for a permit. Within thirty (30) days of receipt of a completed application, the annual permit fee and where applicable, an Existing System Evaluation Report for Onsite Wastewater Systems or current DEQ records showing capacity, a permit shall be issued to the owner which shall be good for five (5) years from the date issued, or such longer period as provided in subsection (G).
- C. Any new short term rental owner shall obtain a permit prior to using for that purpose.
- D. An application for a short term rental permit shall be completed and submitted to Clatsop County by the owner of the short term rental on forms provided by Clatsop County and shall include, or be followed by, the following information:
  - 1. A list of all property owners of the short term rental including names, address and telephone numbers. Property ownership for the purposes of this Ordinance shall consist of those persons listed on the Clatsop County tax records.



2. A certification by the Clatsop County Building Official which includes the following:
    - a. That, based on an inspection, the short term rental complies with Standards found in section (8) of this Ordinance.
    - b. The maximum occupancy for the short term rental.
    - c. A sketch or narrative describing the location of the available parking spaces.
  3. A certification by the Clatsop County Planning Department that the proposed use is permitted in the zone where the building is located.
  4. The name, address and telephone numbers of a contact person who shall be responsible and authorized to respond to complaints concerning the use of the short term rental.
  5. Proof of liability insurance coverage on the short term rental.
  6. A statement that the owner of the short term rental has met and will continue to comply with the standards and other requirements of this Ordinance.
- E. When a call for inspection is received by the County Building Codes Division, the inspection will be scheduled for the next regular inspection day. A permit shall not be issued until a short term rental passes inspection.
- F. The County will have Inspection Checklists available so that owners can determine what improvements, if any, will be needed before an inspection is scheduled. An owner should ensure that all items on the checklist have been completed prior to calling for an inspection. All re-inspections due to incomplete items will be subject to a re-inspection fee.
- G. All short term rental permits shall be renewed every five (5) years on on their application anniversary date and are subject to a permit fee on renewal.
1. 2. A permitted short term rental shall be re-inspected every five years of operation. An interim inspection will be required in the following cases:
    1. There has been a fire, flood or other event that caused substantial damage to the structure;
    2. The permit was revoked; or

3. There has been an addition or substantial modification to the structure.
- H. The short term rental permit is transferable to a new owner, so long as the new owner submits a short term rental permit application and agrees in writing to comply with the requirements of this Ordinance.

SECTION 10. FEES ESTABLISHED

The Board of Commissioners of Clatsop County may, by Board Order, establish fees for applications for permits, licenses, appeals, and services provided for in in this Ordinance.

SECTION 11. COMPLAINTS

All complaints shall proceed as follows:

- A. The complaining party shall first attempt to communicate with the contact person designated on the permit and describe the problem.
- B. The contact person shall promptly respond to the complaint and make reasonable efforts to remedy any situation that is out of compliance with this Ordinance.
- C. If the response is not satisfactory to the complaining party, the complaining party may lodge a complaint with the County by submitting a written complaint including the time, date and nature of the alleged violation.
- D. The County may investigate and determinate whether a violation of this Ordinance has occurred. The property owner shall allow the County to inspect any records related to the short-term rental dwelling unit upon request of the County.
- E. If a violation is found to have occurred, the County may take enforcement action or issue a citation for the violation, pursuant to Section 12 of this Ordinance.

SECTION 12. COMPLIANCE, REVOCATION AND APPEALS

- A. Compliance
  1. Owners of Short-Term rental units shall comply with this Ordinance and obey all applicable ordinances and regulations of the County, and shall be subject to the enforcement and penalty proceedings contained in this Ordinance.
  2. If a violation of this Ordinance is found by the County Enforcement Officer to have occurred, the County may issue a citation pursuant to

Clatsop County Code Chapter 1.11, or initiate enforcement action pursuant to Clatsop County Code Chapter 1.12.

3. In addition to any other remedy allowed under Chapter 1.11 and 1.12 of the Clatsop County Code, the County enforcement official may (i) attach conditions to the existing short-term rental permit; (ii) require another inspection; (iii) suspend the short-term rental permit until conditions are met; or (iv) revoke the short-term rental permit.

B. Revocation of Permit

1. If there have been three (3) or more separate violations (i.e. occurring on three separate dates) of this Ordinance related to the same short term rental within one year, the property owner's short term rental permit shall be revoked.
2. Emergency Revocation:
  - a. In the sole discretion of the County Building Official, when a Building Code or Ordinance violation exists at a short term rental that presents an immediate serious fire or life safety risk, the County Building Official may immediately revoke the short term rental permit as an fire or life safety risk, the County Building Official may immediately revoke the short term rental permit as an emergency revocation. The building official shall provide written documentation (in layman's terms) of the violation, and notification of a property owner's right to appeal, prior to leaving the inspection site.
  - b. Upon an emergency revocation, the short term rental shall not be rented or used as a short term rental unless the revocation is lifted and the permit reinstated or a new short term rental permit is obtained.
  - c. At any time following the emergency revocation of a short term rental permit pursuant to this subsection, the County Building Official may reinstate the permit upon a re-inspection by the County Building Official verifying that the subject Building Code or Ordinance violation has been corrected.
  - d. Notice of any conditions, suspension, or revocation established by the Enforcement Official shall be delivered by personal service or

certified mail to the address of the property owner on the permit. The notice shall contain a provision on the appeal rights and date by which an appeal must be filed.

- e. Should a short term rental permit be revoked, the owner may not obtain any short-term rental permit sooner than one year after the date of revocation.

C. Appeal

1. If an application for a permit or the renewal of a permit is denied, or an owner disagrees with a decision of the County Enforcement Officer, the owner may appeal the decision to a hearings officer by filing a request with the County Enforcement Officer within 20 days of the date of the notice of conditions, suspension or revocation. The appearance by the property owner, hearing procedure, and decision of the hearings office shall follow the process of Clatsop County Code Section §1.12.140-1.12.160. If an application for a permit or renewal of a permit is denied, or a permit is revoked, the owner may appeal to the Board of County Commissioners by written notice delivered within thirty days of denial or revocation by the hearings officer.
2. Except in cases of an emergency revocation by the building official, a short term rental may continue to operate unless and until a permit is otherwise revoked in a final decision.

D. Costs

1. Any property owner found in violation of the provisions of this Ordinance shall be required to reimburse the County for its costs of enforcement including reimbursement of staff time, investigation costs, mailings, service fees, mileage and other costs related to the investigation and prosecution of the violation in question.

E. Additional remedies

1. The provisions of this section are in addition to and not in lieu of any other enforcement and penalty remedies contained in this Ordinance or other County Ordinance or State law.

SECTION 13. EFFECTIVE DATE

This Ordinance shall take effect on July 1, 2018.

BOARD OF COUNTY COMMISSIONERS FOR  
CLATSOP COUNTY, OREGON

By \_\_\_\_\_  
Scott Lee, Chair

By \_\_\_\_\_  
Theresa Dursse, Recording Secretary

First Reading: \_\_\_\_\_  
Second Reading: \_\_\_\_\_  
Effective Date: July 1, 2018

EXHIBIT A to ORDINANCE 2018-01

"EXHIBIT"A"

(a) Findings

- (A) Over the last two (2) decades there has been a tremendous growth in the use of second homes as vacation rentals to the extent that these are universally referred to as "the vacation rental industry".
- (B) The vacation rental industry is now a sizeable piece of the second home market and a significant number of second homes are being used as vacation rentals. According to the "2017 National Association of Realtors (NAR) Profiles of Second Home Owners", vacation or investment properties account for 30% of residences purchased. Of those 65% who purchased for investment purposes in 2016 intended to use the residence as a short term rental. For vacation home buyers in 2016, 44% intended to use the home as a short term rental.
- (C) In Clatsop County outside city limits, as of May of 2016, approximately 1,681 of the 7000 improvements are owned by property tax payers who reside outside of Clatsop County. Approximately 152 of the 1,681 improvements owned by the absentee owners in Clatsop County outside city limits pay transient room taxes as vacation rentals.
- (D) In all of Clatsop County (including cities) as of May of 2016, approximately 7,522 of the 19,767 improvements are owned by property tax payers who reside outside of Clatsop County. It is estimated that about 804 of the 7,522 improvements owned by the absentee owners in Clatsop County (including in cities) are registered with the appropriate jurisdiction as vacation rentals.
- (E) Short term rentals are allowed in Clatsop County in recognition of the fact that property owners may desire to allow others to use their home as a short term rental on occasions when the owners themselves are not using it and the accommodation option that best fulfills the desires of many guests visiting Clatsop County is a rental of a private home during their stay.
- (F) It is anticipated that the number of short term rentals in Clatsop County will continue to increase.
- (G) It is recognized that short term rentals play an important role in Clatsop County's economy and make significant financial contributions to the communities in which they are located.
- (H) It is also recognized that the vast majority of short term rental units complied with building codes at the time they were constructed and are

operated responsibly by the owners.

- (I) All owners of property in Clatsop County have a common interest in maintaining and promoting livable and viable neighborhoods for residents and visitors alike.
- (J) The ever increasing number of short term rentals may have a cumulative negative effect on neighborhoods by creating nuisances, including but not limited to, excessive loud noise, excessive numbers of parked vehicles interfering with access along public roadways and blocking private drives, and litter migrating onto adjacent properties from untended solid waste receptacles.
- (K) Public safety requires that occupancy levels and associated parking for short term rentals be regulated to ensure adequate and safe passage on public roads for emergency vehicles.
- (J) Unlike hotels, motels and bed & breakfasts, that are regulated, short term rentals that are not presently regulated can result in the following circumstances or characteristics:
  - (1) Vacation rentals, by their nature, are commonly used for large extended family gatherings, wedding parties, reunions or other group celebrations.
  - (2) Because occupancy levels are not regulated, there is a tendency for short term rental guests to maximize the number of occupants in the unit either to facilitate such events or as a way to minimize the lodging costs for each guest.
  - (3) Since many short term rental owners are absentee, it is difficult for them to control occupancy levels.
- (K) On-site managers are typically not present at short term rentals to deal with occupancy issues, noise, parking complaints, solid waste concerns or other types of problems that can occur with transient lodging populations.
- (L) Over the last several months, the County has documented complaints about short term rentals that include the following: 1) inadequate septic system, 2) lack of emergency egress from sleeping rooms, 3) exposed electrical wiring adjacent to hot tub, and balconies without railings.
- (M) Short term rentals are not currently subject to the similar kinds of special fire and life safety regulations that are imposed upon other types of lodging industry facilities such as hotels, motels and bed & breakfasts.
- (N) Unlike owner occupied homes, where homeowners may choose to knowingly accept risks associated with the conditions of their homes,

guests of short term rentals, who pay a fee for their stay, have a reasonable expectation to the same fire and life safety safeguards that are present in the remainder of the lodging industry.

- (O) The reasonable expectations to a basic level of fire and life safety protections by short term rental guests would, at a minimum, include smoke alarms, a fire extinguisher, safe electrical and heating systems, appropriate emergency egress routes in case of fire, structurally appropriate railings on stairways and decks and hot tubs with adequate structural support and safeguards to minimize the risk of accidental drowning.



**Board of Commissioners  
Clatsop County**

**AGENDA ITEM SUMMARY**

**January 24, 2018**

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**Issue/Agenda Title:** FY 2018-19 Board Budget Policies and Resource Management Strategy

**Category:** Business Agenda

**Prepared By:** Monica Steele, Budget & Finance Director

**Presented By:** Monica Steele, Budget & Finance Director

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**Issue before the Commission:** The Board is asked to consider and adopt the County's 2018-19 Budget Policies and Resource Management Strategy as presented or as modified with any changes the Board deems appropriate.

**Informational Summary:** The County's budget policies establish the guiding principles and instructions associated with the preparation of the County's annual budget document. Adoption of these budget policies has several benefits:

- Assisting the Board of Commissioners, County Manager, and Department heads in the financial management of the County.
- Communicates to the public the policies and guiding principles the County will follow as it prepares for the coming fiscal year's services.
- Help to promote sound financial management, stability, and efficiency of the County's resources.
- Finally, adoption of the budget policies provides a framework for approaching the development and implementation of the County's budget process.

**Fiscal Impact:** There is no fiscal impact associated with approving this Resolution and Order. However, this R&O sets the budget policies for the coming fiscal year and not having these policies may have a significant impact on budget development.

**Options to Consider:**

1. Approve the Resolution and Order as presented to the Board.
2. Approve the Resolution and Order with any modification made by the Board.
3. The Board can decide not to approve the Resolution and Order.

**Staff Recommendation:** Option #1

**Recommended Motion:** *“I move that we approve this Resolution and Order as presented or as modified by the Board and authorize the Chair to sign”*

**Attachment List:**

- A. R & O Adopting the 2018-19 Budget Policies & Strategic Resource Management Strategy
- B. Fiscal Year 2018-19 Proposed Budget Calendar
- C. Fiscal Year 2018-19 Budget Policies & Strategic Resource Management Strategy

IN THE BOARD OF COMMISSIONERS  
FOR CLATSOP COUNTY, OREGON

In the matter of Consideration of FY 2018-2019 )  
Budget Policies and Strategic Resource )  
Management Strategy for the coming Fiscal Year ) RESOLUTION AND ORDER  
Budget Process )

Whereas, the Board of Commissioners desire to establish budget policies to guide and instruct the preparation of the FY 2018-2019 budget process; and

Whereas, the Board has reviewed these policies and made any desired or necessary modifications;

NOW THEREFORE, IT IS HEREBY RESOLVED AND ORDERED:

1. That the Board of Commissioners for Clatsop County, Oregon, does hereby adopt the Fiscal Year 2018-2019 Budget Policies and Strategic Resource Management Strategy.

DATED this 24<sup>th</sup> day of January, 2018

BOARD OF COMMISSIONERS  
FOR CLATSOP COUNTY

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Scott Lee, Chair

PROPOSED

2018-2019



Clatsop County Board of Commissioners  
Budget Policies  
And  
Resource Management Strategy

**CLATSOP COUNTY BUDGET MANUAL  
2018-2019**

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Disregard Page numbers at this time, correct page numbers will be reflected following approval/additions of edits.

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**MESSAGE TO DEPARTMENT DIRECTORS:**

This is the 174<sup>th</sup> year of the incorporation of Clatsop County government and while the economy continues to see improvement, fiscal responsibility is still a priority for the 2018-19 budget process. The reason Clatsop County has been able to survive during difficult times is the leadership provided by the Board of Commissioners through the policies that promote sound financial management, stability, and efficiency.

The FY 2018-19 Board of Commissioner Budget Policies that are scheduled to be adopted by the Board in January have not had any significant changes from the FY 2017-18 Budget Policies, but please review thoroughly so that you are familiar with them. The FY 2018-19 Board of County Commissioner Budget Policies allow the use of up to the lowest year of actual timber receipts over the last fifteen years, which will be the same amount in the General Fund as in 2017-18. While this policy helps sustain our current level of General Fund supported activities, resource limitations require conservative budgeting.

The General Fund Stabilization Account provides a long-term resource for General Fund operations in the event timber revenues received are insufficient in the future. As a result of the recent Long Term Financial Plan conducted recommendations were made to move the General Fund Stabilization Account from being held within the Special Projects Fund to being held within the General Fund for more transparent and accurate accounting purposes. The County's most recent timber revenue projections indicate the County should receive about the amount as received last year. For this reason and due to planned projects, the County will need to continue to limit expenditures in the Special Projects Fund.

The Board of Commissioners' Budget Policies and Resource Management Strategy provides budget preparation guidelines to County staff. The FY 2018-19 Budget Policies that are pending approval from the Board require a General Fund budget with no new positions and aggressive efforts to achieve cost savings. The Resource Management Strategy outlines the process in which reductions will be made in the event of resource shortfalls. The Adopted Budget Policies and Resource Management Strategy are included in the Budget Manual. General Fund Departments will be provided with a base budget amount that is to be used when preparing their FY 2018-19 department budgets. The expectation of Budget & Finance is that non-general fund departments will prepare line item requested budgets in accordance with the Board Adopted Budget Policies. The County Manager's Proposed Budget will identify the service and expenditure reductions, if necessary, to balance the budget following the Board's Budget Policies and Resource Management Strategy.

Although the economy continues to recover, the county still faces financial challenges due to continued cuts in State and Federal funding. While it is important to recognize that we continue to fare better than most public bodies in Oregon, it is also important to recognize that this is directly attributable to our budget policies and practices. The Resource Management Strategy has prepared the county for difficult economic times and requires us to be fiscally accountable. This is a reflection of the collaborative efforts of the Board of Commissioners and the employees.

If you have any questions about the budget process, please feel free to contact me or my staff at any time.

Sincerely,  
| Monica Steele  
Budget & Finance Director

<b>PROPOSED 2018-19 BUDGET CALENDAR</b>		
January	2	Salary & Benefit Cost Sheets Distributed to Individual Departments Indirect Cost charges provided to departments.
	24	County Board Reviews and Adopts Budget Policies
	26	2017-18 Budget Manual Available
	30-31	Department Budget Trainings – Due date for any requests for cost sheet revisions must be submitted.
February	2	Budget Module open to departments
	9	Departments submit current budget year (2017-18) expenditure and revenue projections to the Budget & Finance office. Departments submit GF Capital Outlay proposals & GF Future Capital Outlay proposals (submitted by General Fund Departments only).
	23	All departments submit line item budget proposals ( <i>General Fund Summary and Special Fund Summary</i> ) and supporting schedules: Expense, Revenue, Personnel/Program Changes, Education/Travel/Membership, Capital Outlay, Future Capital Outlay, & Contractual Services, by entering the information into the GL <i>and in hard copy form</i> . Please organize forms by organizational unit.
March	6	Budget Committee provided budget calendar and policies.
	5-9	Budget & Finance review meetings with departments and County Manager
	12	Additional budget review meetings if necessary
	16	Deadline for submission of proposed budget revisions to County Manager.
	23	County Manager approves final proposed budget to be submitted to Committee.
April	16	Proposed budget document to printers
	25	Budget Distribution – Budget 101 Presentation
May	8	First Budget Lay – Committee Meeting / County-wide Budget (Tuesday 9am - 5 pm)
	9	District Budget Committee Meeting (Wednesday 5pm – 6pm)
	10	Second Lay Budget Committee Meeting/County-wide Budget if necessary. Deadline for Budget Committee Recommendation to BOCC
June	13	Public Hearing by Board of Commissioners on Proposed Budget.
	27	2018-19 Budget Adoption by Board of Commissioners.

**CLATSOP COUNTY  
IMPLEMENTING DIRECTIONS  
ADOPTED  
~~2017-18~~2018-19 BOCC BUDGET POLICIES**

**I. Clatsop County Budget Process:**

The budget process and resulting budget document reflect the County's priorities for the coming fiscal year as established by the Board of County Commissioners. The budget document, in its entirety, serves the citizenry as a Policy Document, Operations Guide, Financial Plan, and Communication Device.

The County will adopt a balanced budget for all funds. A balanced budget is defined as a budget where planned expenditures do not exceed the amount of resources available in accordance with state law.

**II. Budgets Supported by the General Fund:**

- A. General Fund Emphasis: The highest priority shall be to conserve General Fund discretionary resources to fund priority programs. The goal shall be to prepare a budget that maintains existing higher priority programs supported by the General Fund while at the same time seeking savings wherever possible.
- B. Cost Efficiency: Management will prepare fiscally conservative budgets and will seek savings wherever a balance between cost efficiency and the quality of public service can be achieved.
- C. Base Budget Calculation: General Fund Departments will be provided a base budget amount and are required to submit budget proposals that are not more than the base amount. The base allocation is calculated using departments adopted ~~2017~~2018 budgets and includes any known adjustments, either increases or decreases, in expenses for the coming budget cycle.
  - 1 Staffing Levels: The base budget includes a "status quo" position type and FTE (Full-Time Equivalent) count. Any requested changes for the coming year will need to fit within their base budget amount and be authorized by the Board.
  - 2 Materials & Services: The base budget does not include an increase for materials and supplies above the current ~~2017~~2018 budgeted levels. Departments should critically examine past spending patterns to see if possible increases or decreases are necessary.
  - 3 Personnel and Work Program Justification: Personnel or program expenditure changes that departments cannot fit within their base budget allocation must be submitted along with their budget submittal using the provided Personnel and Work Program Justification form. ~~(budget form 2).~~ Each request will be evaluated by the Budget and Finance Department and the County Manager for inclusion in the ~~2018~~2019 budget submittals to the



Board.

- D. Revenue Estimates: Departments should budget for revenues based on the best information available during the budget process. If additional information becomes available during the budget process, it should be provided to Budget and Finance on a timely basis. Accuracy in revenue/expenditure estimates is critical. New revenues should be estimated based on available information the first year. Subsequent annual estimates should also take into consideration actual receipts from the previous year. One-time resources should only be used for one-time expenditures/uses, and recurring resources should be used for recurring expenditures/uses.
  
- E. Pursuit of New Departmental Revenues: Departments shall pursue revenue sources to the fullest extent possible for all services using activity-based costing to determine all cost drivers, both direct and indirect, for fee setting purposes. Any new revenue sources should be used to offset the cost of existing staff and programs, rather than funding new staff or programs. Fee schedules will be reviewed annually to ensure costs are recovered.
  
- F. Expenditure Reductions: In the event that reductions in revenues require expenditure reductions from the base budget level the County Manager will be guided by the Board's adopted Resource Management Strategy.
  
- G. New Discretionary Programs: New discretionary programs should be included in the department's budget submittal using the Personnel and Work Program Justification form (see C3 above). The impact of new or expanded programs on overhead services (information system services, financial services, building/grounds maintenance, human resource services, budget services, etc.) shall be evaluated to determine if overhead services need to be increased due to the addition of new programs. The costs of increases in overhead services attributed to additional programs shall be included in the analysis of the total cost of new programs. Should outside funding for a program expire, the program may be terminated by the Board of Commissioners.
  
- H. Full Cost Recovery: County staff shall make every effort to assign costs in the department where they occur through the use of interdepartmental/interfund charges and indirect cost percentage assignments. The intent is to clearly define the actual cost of each direct service the County provides internally or externally. The first priority is the recovery of overhead costs from all funds and grant programs and from County Service Districts, through the use of the County's Indirect Cost Allocation Plan.
  
- I. Unexpected Budget Savings During the Year: Should a General Fund supported department experience savings during the year (due to position vacancies, etc.) to the extent possible that savings should not be spent and instead used to augment fund balance.

III. Non-General Fund Budgets:

- A. General Fund Contributions: For activities or programs funded primarily from non-General Fund sources, Departments are to prepare budgets holding any General Fund contribution to no more than the amount provided in the current (20167-178) fiscal year, subject to the availability of funds. Whenever possible, reductions in General Fund contributions should be identified.
- B. Revenue Reductions: Non-General Fund departments experiencing reductions in State-shared or federal revenues or other earned revenues should not include a General Fund contribution offsetting the reduction (for further information, see the Resource Reduction Strategy).
- C. Revenue Estimates: Departments should budget for revenues based on the best information available during the budget process. If additional information becomes available during the budget process, it should be provided to Budget and Finance on a timely basis. Accuracy in revenue/expenditure estimates is critical. New revenues should be estimated based on available information the first year. Subsequent annual estimates should also take into consideration actual receipts from the previous year. One-time resources should only be used for one-time expenditures/uses, and recurring resources should be used for recurring expenditures/uses.
- D. Overhead Cost Allocation Charges: All non-General Fund departments should budget the amount allocated to that department in the County's Indirect Cost Allocation Plan.
- E. Cost Efficiency: As with the General Fund, staff responsible for non-General Fund budgets will prepare fiscally conservative budgets and will seek savings wherever a balance between cost efficiency and the quality of public service can be achieved.
- F. General Fund Transfer Savings: Budget and Finance will monitor and work with departments on the necessity of making all or some of the budgeted General Fund transfers to non-General Fund departments.

IV. Reserves and Contingencies:

- A. Funding of Contingencies: At least 10% of the General Fund's appropriation, but not less than \$1.5 million, shall be placed into the operating contingency with the expectation that most will not be spent and will become part of the 20189-2019 beginning fund balance. The General Fund operating contingency for 20178-189 shall be increased if carryover resources are available in accordance with recommendations provided in the County's long-term financial plan. In addition, all non-general fund departments should have a minimum contingency target of at least 10% of total expenditures.
- B. Use of Contingency: In all funds, no expenditure can be made using budgeted contingency prior to approval from the Board of County Commissioners. With the

approval, the expenditure authority budgeted as contingency will be reduced and the appropriate expense account(s) will be increased by the same amount. Any request for use of contingency must address the following considerations:

1. Need: reason the expenditure is necessary in the current fiscal year.
2. Planning: reason this expenditure could not have been anticipated during the budget process.
3. Alternatives: besides contingency, how can the organization realistically fund this request and what are the impacts.

C. Unassigned Fund Balance: Maintain a minimum target of 20%, or equal to three (3) months of operations in the unassigned fund balance within the General Fund. This target fund balance shall be funded through excess revenues over expenditures, or one-time revenues.

1. The county will avoid the appropriation of fund balance for recurring operating expenditures. If at any time the utilization of fund balance to pay for operating expenditures is necessary to maintain the quality or level of current services, an explanation of the circumstances of the utilization of fund balance and the strategy to avoid the future use of fund balance will be included in the transmittal letter.

2. The use of unassigned fund balance may be used at the discretion of the Board of Commissioners to:

- a. Provide temporary resources in the event of an economic downturn while expenditure reductions are implemented.
- b. Provide resources to meet emergency expenditures in the instance of earthquake, fire, flood, landslides, or other natural disasters.

DC. Special Projects Fund: Retain no more than the lowest year of actual timber receipts over the last fifteen (15) years in the General Fund, not to exceed the amount required to support the current level of General Fund services. Additional timber monies shall be transferred to the Special Projects Fund, all other timber monies only in an amount necessary to meet the anticipated capital requirements for the 2018-19 FY, Special Projects Fund, where it will the monies will be used to fund General Fund capital projects and other one-time expenditures. Ongoing operating expenditures will not be funded using the Special Projects Fund.

ED. General Fund Resource Stabilization Account: Maintain an organizational unit within the General Fund line item in the Special Projects Fund to set aside timber revenue resources that are in excess of the fifteen (15) year low and once Special Projects needs have been identified, to provide a long term resource for General Fund operations in the event timber revenues received are insufficient in the future. The General Fund Stabilization Account will be used to meet General Fund financial commitments in any year when the County's timber revenue projection is less than the total amount of current year commitments including the amount provided to the General Fund for operations as set forth in Section IV DC., above and any debt payment obligations. In order to be fiscally responsible as well as fiscally responsive

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to potential decreases in timber sales, the County's target for the General Fund Stabilization account with carryover fund balance resources is \$2 million. Should resources in the General Fund be insufficient to meet budgeted needs and use of funds within the Stabilization Account cause the account to drop below the \$2 million dollar threshold expenditure reductions will be evaluated based on the Resource Management Strategy and the priority service levels identified by the Board of Commissioners.

**V. Matching Funds:**

- A. County Share: If State funding is reduced, there should be no increased County share for programs funded primarily from non-General Fund sources. The exceptions would be for high priority programs identified in the Resource Management Strategy or any mandated increases in the County share. Staff shall consider the effect of reducing the existing General Fund match to the lowest allowed by State/Federal mandates.
- B. In-kind Contribution: In-kind resources already allocated by the county will be used first as matching funds for grant purposes. Hard dollar match resources will be used last.

**VI. Lobbying and Grant Applications:**

- A. Approval to Pursue: County Manager's Office approval is necessary before appointed County representatives and employees pursue lobbying efforts on matters having budget implications, and before grant applications are submitted to the granting agency. Elected department heads should advise the Manager's Office before official positions are taken on matters that might have budget implications.
- B. General Fund Matching Funds: General Fund match or share of the cost of a grant project may not be included in grant applications without the prior review and approval of the County Manager or designee.

**VII. New Positions and Programs:**

- A. Considerations of New Positions and Programs: Consider new positions and programs only if the cost of the position or program is offset by non-General Fund sources legally tied to the new position, or if the cost of the position is offset by new external revenues, and the position is required to generate those revenues, or is pursuant to item II.G., above. Cost estimates for new positions will include office facility space, equipment, rent, utilities, supplies, related increases in overhead services (as identified in II.H. above), etc.

**VIII. Mid-Year Budget Reductions:**

- A. Revised Revenue or Expense Estimates: If additional information concerning revenue reductions or significant expense increases becomes available after the start

of the 2017-18 fiscal year, it may be necessary to make budget adjustments. These adjustments will be made in accordance with the Board's adopted Resource ~~Reduction-Management~~ Strategy.

**IX. Mid-Year Requests, General Fund Contingency:**

- A. Non-Emergency Requests: In those cases where a department is required to absorb an unanticipated cost beyond its control of a non-emergency nature, departmental resources must first be exhausted prior to a transfer from General Fund contingencies. Upon conducting a final financial review of departmental budgets towards the end of the year, a transfer from contingency may be made to cover unanticipated costs that could not be absorbed through the year.
- B. Emergency Requests: Emergency requests during the fiscal year will be submitted to the Budget and Finance Department for recommendation and forwarded to the County Manager and Board of Commissioners for consideration.

**X. Employee Salary Adjustments:**

- A. Cost of Living Adjustment: Budgeted personnel services expenditures will include an amount to account for a cost of living adjustment for all employees. The amount budgeted for this purpose will take into account the most recent consumer price index information available at the time the budget is prepared, existing collective bargaining agreements, and other relevant information.
- B. Step Adjustments: Budgeted personnel services expenditures will include an amount to account for annual step adjustments for all employees who are not currently at the top of their range. ~~Annual employee step adjustments will not exceed 5%. Annual employee adjustments will be in accordance with union contracts as well as applicable salary schedules.~~

**XI. Budget Controls:**

- A. Legal Compliance: The County Budget Officer or designee will continue to review and control departmental budgets to ensure legal compliance with all applicable rules and regulations.

**XII. Contribution(s) to Outside Agencies:**

- A. The Board, to the extent resources are available, may allocate up to \$30,000 in General Fund resources for contributions to outside agencies or organizations.

**XIII. Discretionary Resources:**

- A. Maximize Board's Discretion: Wherever legally possible, revenues are to be treated as discretionary resources, rather than as dedicated to a particular program or service.

The goal is to give the Board as much flexibility as possible in allocating resources to local priorities.

- B. Room Tax Revenues: 7% of the 9.5% room tax monies are not legally dedicated to fund particular programs or services. The additional 2.5% is to be distributed as directed by HB 2267 which allows 70% of the new revenue to be used to fund tourism promotion or tourism-related facilities. The remaining 30% of the increase can be used in a discretionary manner and under the Board's direction is intended to be used to fund storm water drainage and improvements to public roads primarily in Arch Cape, or any legal costs associated with legal action taken by citizens of Arch Cape against the county on land use issues.
- C. Video Lottery Revenues: Video Lottery monies must be used to further economic development, as defined by the Board. The Board recognizes that a wide variety of County programs and services further economic development, by helping to create a climate that makes economic development possible. The first priority for use of video lottery monies will be those existing or new high priority County programs, services, or projects that the Board finds are supporting economic development in the County.
- D. Parks Land and Acquisition Maintenance Fund: Spending priorities for the Parks Land and Acquisition Maintenance Fund are as follows:
  - 1. Matching funds for grants for new or existing Parks facilities that generate revenue;
  - 2. Urgently needed maintenance of existing parks facilities; and
  - 3. Recognition that a portion of the fund be used to support parks operating expenses.

When the Parks operation begins to generate revenue beyond the amount needed to cover actual operational costs without General Fund support, the excess amount will be returned to the Parks Land and Acquisition Fund to support parks acquisition and/or major improvements.
- E. Use of Dedicated Funding Sources: Whenever legally possible, transfer funding responsibility for existing programs or activities to appropriate dedicated funding sources, freeing up scarce discretionary resources to fund Board priorities.

**XIV. Unappropriated Ending Fund Balances:**

- A. Limit Unappropriated Ending Fund Balances: To provide the most budget flexibility during the year, limit the use of unappropriated ending fund balances to circumstances where they are required by law. Rather than use unappropriated fund balances, the goal should be to place any monies not needed for current expenditures in the relevant funds' operating contingencies.

**XV. Performance Based Budgeting:**

- A. Performance Measures: In accordance with the county's long-term financial plan, ~~service performance measures~~ key performance indicators ~~are~~ should be included as part of ~~our~~ the budget materials for all organizational unit budgets where ~~program measures~~ key performance indicators can be identified. Key performance indicators should focus on outcomes rather than outputs.

**CLATSOP COUNTY RESOURCE MANAGEMENT STRATEGY**

**STRATEGIC PLAN**

**Guiding Policies & Principles**

1. Recognizing its financial limits, the County will make a distinction between two different types of services: those that are funded primarily from County discretionary resources; and those that are funded primarily from dedicated resources:
  - \* County discretionary resources fund traditional county services that have historically been funded by discretionary resources, and are not services that generate significant revenues from fees or other sources. The County will fund these programs primarily from discretionary resources.

\* Dedicated resources (e.g., fees, grants, state-shared revenues) are traditional county services that have historically been funded primarily with discretionary resources, or if they are traditional county services and may generate significant revenues from fees or other sources. Frequently, these services will be state or federal programs that the County administers locally, such as Parole & Probation. The County will fund these programs primarily from dedicated resources. Exceptions may be made, on a case-by-case basis, only by the Board of County Commissioners. One criterion will be whether the County would incur more significant discretionary costs in another part of the system by failure to provide discretionary support to a county-wide service funded by dedicated resources.

2. The County's priority services funded by discretionary resources are listed below:

<u>Priority</u>	<u>Functional Area</u>
1	Public Safety and Justice
2	Public Health
3	General Government Direct Services
4	Community Development, Land Use, Transportation & Housing, <u>Economic Development, and Capital</u>
5	Culture and Recreation

As additional discretionary resources become available, the County will consider the priority of functional areas as part of the decision making process in determining which programs will receive additional and/or new funding.

The County's overhead programs will not be prioritized, but will be sized to the need and size of the overall organization.

3. Generally, wherever possible, the County's goal is to make fee-supported programs self-sufficient. This includes recovering those programs' appropriate share of the County's overhead costs.
4. Where legally possible, the County will consider using dedicated resources to fund high priority programs related to the purpose for which the dedicated funds are received.

## RESOURCE MANAGEMENT STRATEGY

### General Policies and Principles

1. When faced with a potential reduction in resources, the County's goal is to continue to provide high priority services in a professional, effective and efficient manner. Consequently, to the extent possible, across-the-board reductions in expenditures will be avoided. Reductions will be made on a case-by-case basis, focusing on each individual program or service.
2. Expenditure reductions will attempt to preserve the higher priority functional areas as much as possible; however, all functional areas may have to share in the overall need for reductions. Wherever possible, it will also be the County's goal to reduce the quantity of a service being



provided, rather than the quality of service (e.g., limit the number of recipients of a service, rather than the quality of service provided to the remaining recipients).

3. For purposes of the 2017-18 fiscal year budget, the County will not consider seeking voter approval for a new or increased broad-based discretionary revenue source (such as a new property tax base, sales tax or real estate tax) to offset any reduction in revenues.
4. Recognizing that it is not prudent to fund current operations at the expense of long-term capital or planning programs, every effort will be made to continue capital and planning programs geared to the County's long-term needs.

Resource Management Priorities

If, as a result of loss of a significant amount of discretionary resources, expenditure reductions become necessary, those reductions will be made roughly in the following order:

- 1) First, County contributions to outside organizations will be reduced or eliminated. If this proves insufficient, then
- 2) Moderate reductions in discretionary support will be made on a case-by-case basis. These reductions will focus first on programs funded by dedicated resources and then low priority services funded by discretionary resources. Reductions made at this point will generally not have a significant impact on service levels. If this proves insufficient, then
- 3) Any discretionary funding for County-wide services that are funded by dedicated resources will be reduced or eliminated. This may apply to programs or activities expanded or started with discretionary resources within the last few years. Exceptions may be made on a case-by-case basis, by the Board of County Commissioners. One criterion will be whether the County would incur more significant costs in another part of the system by failure to provide discretionary support to a County-wide service funded by dedicated resources. If necessary, where legally possible the County will consider turning these programs over to the state. If this proves insufficient, then
- 4) Discretionary funding for programs funded by discretionary resources will be reduced or eliminated. To the extent possible, funding reductions will attempt to preserve the higher priority functional areas as much as possible; however, all functional areas may have to share in the overall need for reductions. If necessary, the County will consider turning programs over to the state where legally possible. County service area priorities are:

<u>Priority</u>	<u>Functional Area</u>
1	Public Safety and Justice
2	Public Health
3	General Government Direct Services

- 4 Community Development, Land Use,  
Transportation & Housing, Economic  
5 Development, and Capital  
Culture and Recreation

General Government overhead will be sized to the needs and size of the rest of the organization. If this proves insufficient, then

- 5) A reduced County workweek will be proposed to achieve salary savings.

If, due to a loss of state-shared revenue, significant expenditure reductions become necessary in programs that are primarily the state's responsibility, then the County will consider returning responsibility to the state for operating those programs.