

Work Session

WS

Milwaukie City Council

COUNCIL WORK SESSION

City Hall Council Chambers, 10722 SE Main Street
& Zoom Video Conference (www.milwaukieoregon.gov)

AGENDA

MARCH 1, 2022

Council will hold this meeting in-person and through video conference. The public may attend the meeting by coming to City Hall or joining the Zoom webinar, or watch the meeting on the [city's YouTube channel](#) or Comcast Cable channel 30 in city limits. **For Zoom login** visit <https://www.milwaukieoregon.gov/citycouncil/city-council-work-session-295>.

To participate in this meeting by phone dial 1-253-215-8782 and enter Webinar ID 897 8131 1965 and Passcode: 519687. To raise hand by phone dial *9.

Written comments may be delivered to City Hall or emailed to ocr@milwaukieoregon.gov. Council may take limited verbal comments.

Note: agenda item times are estimates and are subject to change.

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|---|----------|
| 1. Milwaukie Station Food Cart Pod – Annual Update (4:00 p.m.) | 1 |
| Staff: Joseph Briglio, Community Development Director | |
| 2. 2021 Volunteer of the Year Award Selection – Discussion (4:30 p.m.) | 5 |
| Staff: Jason Wachs, Community Engagement Coordinator | |
| 3. Housing Capacity Technical Committee Formation – Discussion (5:00 p.m.) | 7 |
| Staff: Laura Weigel, Planning Manager | |
| 4. Adjourn (5:30 p.m.) | |

Meeting Accessibility Services and Americans with Disabilities Act (ADA) Notice

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Servicios de Accesibilidad para Reuniones y Aviso de la Ley de Estadounidenses con Discapacidades (ADA)

La ciudad se compromete a proporcionar igualdad de acceso para reuniones públicas. Para solicitar servicios de asistencia auditiva y de movilidad, favor de comunicarse a la Oficina del Registro de la Ciudad con un mínimo de 48 horas antes de la reunión por correo electrónico a ocr@milwaukieoregon.gov o llame al 503-786-7502. Para solicitar servicios de traducción al español, envíe un correo electrónico a espanol@milwaukieoregon.gov al menos 48 horas antes de la reunión. El personal hará todo lo posible para responder de manera oportuna y atender las solicitudes. La mayoría de las reuniones del Consejo de la Ciudad se transmiten en vivo en el [canal de YouTube de la ciudad](#) y el Canal 30 de Comcast dentro de los límites de la ciudad.

Executive Sessions

The City Council may meet in executive session pursuant to Oregon Revised Statute (ORS) 192.660(2); all discussions are confidential; news media representatives may attend but may not disclose any information discussed. Final decisions and actions may not be taken in executive sessions.

COUNCIL STAFF REPORT

To: Mayor and City Council
Ann Ober, City Manager

Date Written: Feb. 17, 2022

From: Joseph Briglio, Community Development Director

Subject: **Annual Milwaukie Station Food Cart Pod Update**

ACTION REQUESTED

Council is asked to receive an annual update on the Milwaukie Station food cart pod.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

[August 2, 2016](#): Council entered a contract with Richard Johnson of the Johnson Group to manage and program the Milwaukie Station food cart pod.

[September 18, 2018](#): Staff presented to Council a first-year review of the food cart pod.

[March 5, 2019](#): Council approved a two-year contract extension with the Johnson Group.

[March 3, 2020](#): Council received an update from staff and the Johnson Group.

[March 2, 2021](#): Council received an update from staff and the Johnson Group.

ANALYSIS

The Johnson Group prepared an annual report summarizing food cart operations during the last year. See Attachment 1 for details.

BUDGET IMPACTS

None.

WORKLOAD IMPACTS

The community development director will continue to engage with the food cart pod manager to evaluate progress and provide resources as needed to ensure continued growth and success.

COORDINATION, CONCURRENCE, OR DISSENT

None.

STAFF RECOMMENDATION

Council is asked to receive this update and provide any necessary feedback and direction.

ALTERNATIVES

None.

ATTACHMENTS

1. Johnson Group Annual Report



JOHNSON GROUP LLC

2856 NW Wardway St, No. 4
Portland, Oregon 97210 USA

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JGroupPDX@gmail.com

Milwaukie Station Food Cart Pod Annual Report

February 2022

2021 REVIEW / COVID IMPACTS

Milwaukie Station had a much better year in 2021 compared to the Covid affected years of 2019 and 2020. Early in the year with the Covid restrictions still affecting indoor dining restaurants there was a surge in interest in food carts and open-air dining. Starting in the spring we were full and even had one more cart than we ever had before, which was an ice cream sandwich cart that didn't need the same utility hook-ups as other carts since they were not preparing any food in the cart.

By late summer we started to experience some of the indirect Covid related affects, initially in the form of labor shortages. Two of our new carts were employee dependent and after experiencing high turnover, or outright inability to hire, they closed shortly after opening.

Supply and inflation issues affected all our carts as certain food items were either difficult to find, experienced significant cost inflation, or both. These issues are impacting every business in one way or another, but are felt more keenly by low margin businesses. We currently have ten carts and two vacant spaces.

The labor shortage is affecting our service providers too, primarily our portable toilet servicer and our trash and recycling hauler Waste Management. We changed toilet providers from a national company that bought our former local provider to another local company and that was a big improvement.

Waste Management continues to be a challenge in that they provide poor service, are frequently missing and rescheduling pickups and are difficult to deal with. Any interaction requires a call to their national call center, navigating a phone menu maze and enduring extended hold times. We have no local representative we can call for immediate assistance, so it's difficult to resolve billing errors and missed services without wasting lots of time. It's frustrating not to have a choice of haulers, since Heiberg Garbage and Recycling, who we use for our Portland food cart pod, is totally reliable, easy to contact AND based in Milwaukie. Plus, they would be much less costly.

Other Covid related impacts include a marked increase in homelessness which has led to increased theft, primarily of propane tanks and overuse of our toilets, but also attempted cart break-ins.

Another new situation has emerged this year for the first time that is not necessarily related to Covid but involves a large group of truant and ex-students hanging out all day long, on most days, in the prime seating areas of the pod. This has a negative impact on customers, which in turn negatively affects the vendors. I have personally explained to them multiple times that Milwaukie Station is a business and they are having a detrimental effect on the business for all the cart owners there, who already experience a downturn in business in the winter months, but to no avail as they continue to pass their



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time there smoking, vaping, including openly smoking marijuana, and playing loud music. I have spoken to both Luke Strait and the SRO Mark Inman about this, but as of yet there has been no resolution of the situation even though officer Inman has spoken to them several times. I would like to see this one particular group (not all, or even most students) trespassed off the property, but there has been some reluctance to do that.

RECENT IMPROVEMENTS

New Canopy Cover

With assistance from the City of Milwaukie we had a big improvement to the customer seating area last year with the addition of a new metal canopy that more than doubled our covered table space. This is important for customer comfort both winter and summer for rain and sun protection. It is also much sounder structurally than our previous fabric canopies, so it will be able to withstand snow and wind loads. We also have fabric canopy sides made by Beckel Canvas in Milwaukie that help protect the tables from wind and windblown rain. Currently we have only installed one side because of the potential homeless issue and the students occupying that space, but plan to utilize both in the future.

Coded Toilet

We converted one of our toilets to a coded entry model and reserved its use for the food cart vendors. Our toilets are the only option in the area and receive a lot of use from Tri-Met riders, delivery people, workers, the homeless, etc. who are not food cart customers, so they would often become unusable for the vendors who have no other convenient option. When we first opened, we tried to restrict use to food cart customers only with a locking system that required customers to ask for a key, but they keys weren't returned and that method failed. We also tried to lock them at night to prevent homeless use, but they would either break in or just go anywhere in the general area, so we left them open as the least bad alternative.

FUTURE IMPROVEMENTS

Sewer Connection for Gray Water Disposal

To comply with Oregon Health Authority and DEQ requirements we must utilize a sewer connection for disposal of food cart gray water through a grease interceptor by the end of calendar year 2022. I have spoken to two contractors that are preparing bids, but the cost range estimates I have received are quite high and will make it challenging to amortize the cost over our short lease period. The final bid amounts have yet to be received, but contractors are very busy right now and not incentivized to offer reasonable prices for work.



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Heated Seating Area

Number one on the wish list of the food cart vendors is heat for the new covered seating area since lack of heat is the main factor affecting business in the winter time. Fortunately, the new canopy structure is robust enough to support overhead heaters, but we would still need to supply them with either electricity or propane, so some infrastructure modification would be required. We have no cost estimates for this, as this is a wish list item and the sewer is a mandatory requirement and thus number one to address.

Downtown Milwaukie Signage

The second most important item on our wish list is to have some signage visible on both McLoughlin Blvd. and highway 224 advising passing motorists in both directions that Milwaukie has a downtown area with shops, restaurants, food cart pod, etc. Our location is rather hidden and all of downtown Milwaukie could benefit from this type of signage, as many people do not know that there is in fact a nice downtown area in Milwaukie. We have investigated this possibility on our own, but due to ODOTs right of way and rules, it is virtually impossible for any private business to have signage if they are not located on those thoroughfares. We need community information signage that would drive traffic downtown and benefit all downtown merchants.

Plumbed Toilets

Depending on the long-term plans for our site, considering that we will have to excavate extensively and put in drain lines for our gray water disposal, as well as a new sewer connection since the property does not have one, this would also be an opportunity to consider more permanent toilets and/or handwashing sink connected to the sewer.

CONCLUSION

It is impossible to forecast what future impacts we, and every other business, may experience from future Covid outbreaks, or other events, but near term we are hoping for a good summer season and a return towards normal where we can host some community events as in the past. Longer term we hope to realize additional improvements to the property that will enhance the attractiveness, the customer experience and the patronage.

As always, we appreciate the support and assistance we continue to receive from the City of Milwaukie and the good working relationship we have with every city employee we deal with. That makes confronting these ongoing challenges so much easier than it would be in some other cities.

Richard Johnson
JOHNSON GROUP LLC

COUNCIL STAFF REPORT

To: Mayor and City Council
Ann Ober, city manager

Reviewed: Kelly Brooks, Assistant City Manager, and
Jordan Imlah, Communications Manager

From: Jason Wachs, Community Engagement Coordinator

Subject: **2021 Volunteer of the Year Award Nominations**

Date Written: Feb. 16, 2022

ACTION REQUESTED

Council is asked to review nomination forms and select a winner to receive the 2021 award.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

Staff opened the nomination process to the public on December 14, 2021. The nomination period closed on February 14, 2022.

Nine nominations were received. Nominees are listed below in the order that the nominations were submitted through the city's online engagement platform, Engage Milwaukie. Staff provided Council with nomination forms on February 16.

- Zac Perry
- Brandi & Tom Johnson
- Ray Bryan
- Stephanie Hollingshead
- Susanna Pai
- Linda Carr
- Samantha Swindler
- Terri Geier-Brindell
- Neil Hankerson

Nominees could include anyone who resides in Milwaukie or members of a non-profit organization/business that serves the Milwaukie community. The winner is chosen according to the following criteria:

- Longevity of service to the community,
- Volunteer service during calendar year 2021 within the nominee's total volunteer efforts, and
- Service within the city limits of Milwaukie.

The volunteer service for which the person(s) is nominated does not have to be specifically in a city volunteer capacity (i.e., board, commission, committee, neighborhood district association (NDA), etc.), however, some contribution to a city-related activity within the nominee's total effort is preferred.

The 2021 Volunteer of the Year, along with the winners from 2019 and 2020, are anticipated to be recognized at the 2022 Volunteer Appreciation event at a date and time to be determined.

BUDGET AND WORKLOAD IMPACTS

The venue and annual dinner for 125 people to recognize the winners, as well as the city's NDA officers and board and committee members, will cost approximately \$6,000. An existing wooden plaque is engraved with the winner's name and displayed in the lobby of City Hall at a minimal cost. The other budget impact is primarily staff time to obtain nominations and organize the volunteer appreciation dinner.

CLIMATE IMPACT

None.

COORDINATION, CONCURRENCE, OR DISSENT

City manager's and city recorder's office staff reviewed award nominee applications for accuracy, completeness, and compliance with program requirements.

STAFF RECOMMENDATION

Staff recommends that Council select a recipient of the 2021 volunteer of the year award.

ALTERNATIVES

Council could decline to name a recipient for the 2021 volunteer of the year award.

ATTACHMENTS

1. Nomination forms provided under separate cover.



2021 Volunteer of the Year Award

Background

- Volunteer of the Year Award began in 2012
- **Past winners:**
 - Hamid Shibata Bennett - 2020
 - Lisa & Stephan Lashbrook - 2019
 - Greg Hemer - 2018
 - Lisa Gunion-Rinker - 2017
 - Joel Bergman - 2016
 - David Aschenbrenner - 2015
 - Alicia Hamilton - 2014
 - Dion Shepard - 2013
 - Ed Zumwalt – 2012



2021 Nominations

- The nomination process for 2021 began on Dec. 14, 2021 and ended on Feb. 14, 2022.
- Nine nominations were received. Listed in the order they were submitted through Engage Milwaukie.
 - Zac Perry
 - Brandi & Tom Johnson
 - Ray Bryan
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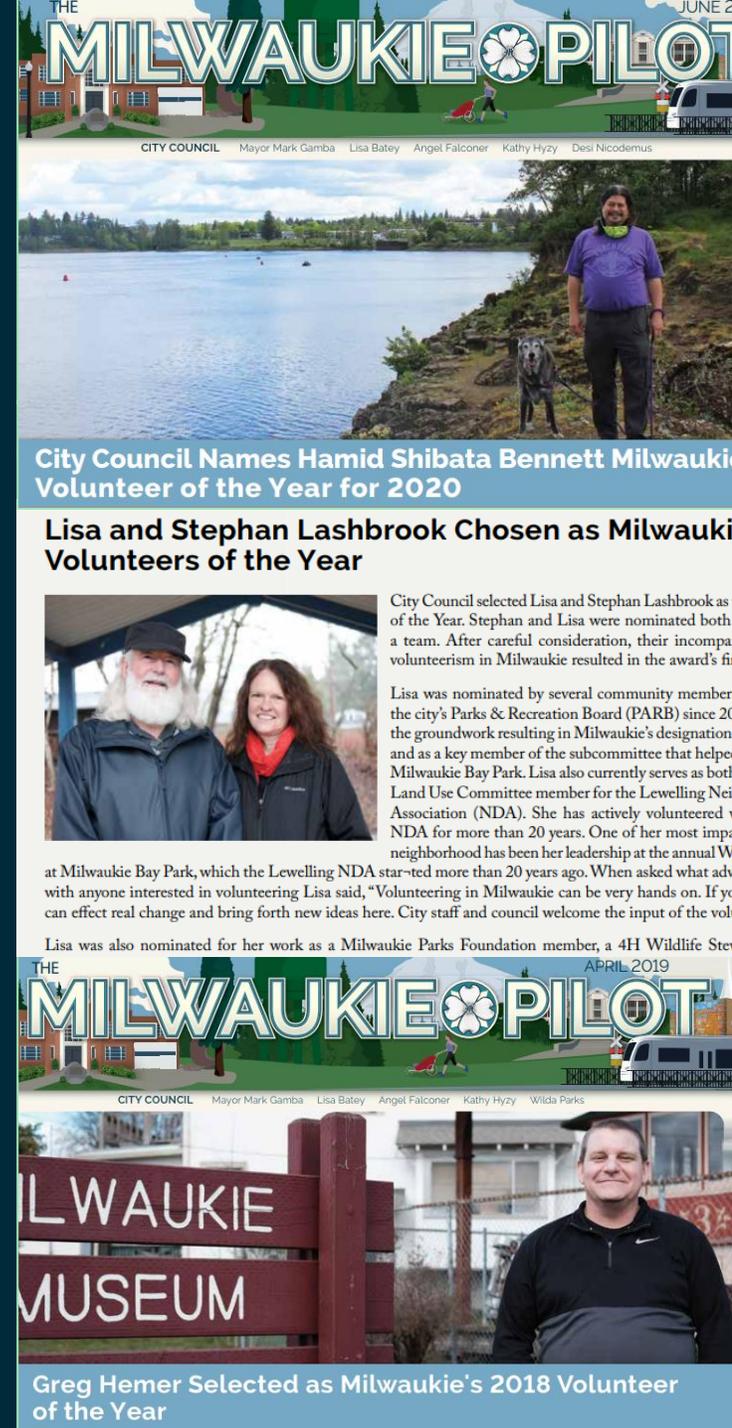


Criteria for Choosing the Winner

- Anyone who resides in Milwaukie or members of a non-profit organization/business that serves the Milwaukie community.
- Longevity of service to the community
- Some contribution of volunteer service in 2021 within the nominee's total volunteer efforts
- Service within the city limits of Milwaukie
- Some contribution to a city related activity within the total effort is preferred (i.e. board, commission, committee, NDA, etc.), but not required

Thanking and Honoring the Winner

- Recognized at the Annual Volunteer Appreciation Dinner
 - All members of boards, commissions, committees, and NDA officers are invited
 - No dinner was held in 2020 or 2021 due to Covid-19
 - 2019, 2020, and 2021 winners will be honored at next dinner to be held on a date to be determined
- Press release distributed to local media
- Featured in the Pilot newsletter
- Social media posts
- Added to the Volunteer of the Year plaque in the City Hall lobby
- Revered and honored with the title of Volunteer of the Year forever!



Next Steps

- Questions/discussion about history or criteria
- Paper ballots distributed to choose winner
- Staff will return to the April 19, 2022 Council Meeting to officially announce the winner and thank them
- Winner will be featured in the May Pilot Newsletter
- 2021 Volunteer of year honored alongside winners from 2019 and 2020 at a date to be determined



2021
VOLUNTEER
of the
YEAR

Please vote for one volunteer to receive the 2021 Volunteer of the Year Award.

- Ray Bryan
- Linda Carr
- Terri Geier-Brindell
- Neil Hankerson
- Stephanie Hollingshead
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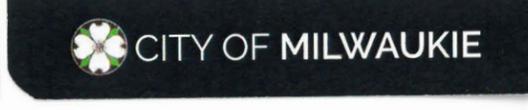
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COUNCIL STAFF REPORT

To: Mayor and City Council
Reviewed: Ann Ober, City Manager, and
Joseph Briglio, Community Development Director
From: Laura Weigel, Planning Manager

Date Written: Feb. 14, 2022

Subject: Formation of the Housing Capacity/Production Technical Committee (HCTC)

ACTION REQUESTED

Council is asked to provide direction regarding the formation of a Housing Capacity / Production Technical Committee (HCTC) and provide feedback as to which Council member will serve as liaison to the committee.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

[June 23, 2016](#): Council discussed the 2016 draft Housing Needs Analysis (now the called the Housing Capacity Analysis) which lead to new Comprehensive Plan polices and the development of the Milwaukie Housing Affordability Strategy (MHAS).

[July 17, 2018](#): Council adopted the [MHAS](#).

[June 15, 2021](#): Council approved a resolution supporting the submission of a Housing Capacity Analysis (HCA) and Housing Production (HPS) grant application to the Oregon Department of Land Conservation and Development (DLCD).

[December 21, 2021](#) Council adopted a resolution accepting a grant award from the DLCD to develop the HCA, also known as the Housing Needs Analysis (HNA) and HPS.

BACKGROUND

Statewide Planning Goal 10 details the required components of the HCA, which include an assessment of current and future (20 year) demand for housing units across a range of prices, rent levels, locations, housing types, and densities. The HCA must then compare these needs with the community's 20-year supply of buildable residential land as calculated by its Buildable Lands Inventory (BLI). If the HCA demonstrates that the city does not have adequate land supply to meet the full spectrum of anticipated housing needs, policies and actions to help meet this demand must be adopted in the HPS. The HPS is a new state requirement adopted in 2019 that is designed to pick-up where the HCA leaves off. The HCA portion of this project is a highly technical exercise that is prescribed through Statewide Planning Goal 10. The HPS is also a technical exercise and outlines a variety of options jurisdictions can explore to meet a jurisdiction's specific needs.

The HPS must outline the specific tools, actions, and policies that the city plans to take to address the housing needs identified in the HCA and the city's plan and timeline for adopting and implementing each strategy. DLCD will review and approve each city's HPS based on the adequacy of strategies to meet all identified housing needs, the appropriateness of strategies to

facilitate the production of needed housing, and how well the strategies, taken as a whole, will achieve fair and equitable housing outcomes.

The city has already spent many years developing policies, tools and actions to address the city's housing needs. The MHAS identifies three main housing goals along with 31 action items to implement those goals. The city is already in the process of implementing some of the 31 identified actions. The HPS should reconcile the updated HCA with the MHAS and identify any missing actions the city could reasonably undertake to address the housing gap with the identified need. The HPS should not be seen as an entirely new action plan, but as an opportunity to refine the already honed MHAS with new guidance from the state.

The project must be complete by June 2023.

DISCUSSION

Advisory Committee/Involvement Strategy

The HCA and HPS are both highly technical documents that require technical review by people working in the housing field locally and regionally, as well as community members who are versed in the Milwaukie community. Staff recommends the formation of an HCTC for the duration of the project. It is envisioned that this group will be involved with the review of all technical information in the HCA and the strategies considered in the HPS to ensure that public concerns and aspirations are consistently understood and considered throughout the development of each document. The Planning Commission will also review the documents and Council will ultimately be responsible for the adoption of both documents.

Staff's recommendation for the make-up of the HCTC is outlined below:

- Up to 12 members, plus rotating subject matter experts.
 - One City Council member
 - One planning commissioner
 - One Housing Authority of Clackamas County (HACC) representative
 - One DLCD representative
 - One Metro representative
 - One affordable housing developer
 - One local relator
 - One renter
 - One member of the city's Equity Steering Committee (ESC)
 - Three Comprehensive Plan Advisory Committee (CPAC)/Comprehensive Plan Implementation Committee (CPIC) members

Staff will identify subject matter experts who will be asked to join the committee for their specific topics. Subject matter categories include affordable housing, housing development, people with disabilities, houselessness, low-income, and others when appropriate.

As proposed, the HCTC will be a relatively large committee to ensure different voices are heard on this complex topic. Staff will contact other government/non-profit organizations, CPIC/CPAC, and other potential technical advisors who can fill the roles identified above. An individual may be able to serve multiple roles. For example, a CPIC representative may also be a renter.

It is important for the HCTC to understand its role during this project. Staff consulted the International Association of Public Participation (IAP2) “Spectrum of Public Participation” (see Attachment A) and based the technical nature of the project and the level of work the city has already c staff recommends using the “Consult” level of participation as outlined by IAP2.

Public Participation Goal:

To obtain public feedback on analysis, alternatives and/or decisions.

Promise to the Public:

We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.

Additional Community Involvement

In addition to the involvement of the HCTC, the city will facilitate additional engagement throughout the project with housing consumers, including direct outreach to individuals through interviews, focus groups, or other means; contacting community-based organizations and service providers to connect with those they serve; and/or hosting events (virtual or in-person). This engagement will prioritize underrepresented communities within the city, including renters, low-income households, Hispanic/Latinx residents, other racial and ethnic minorities and immigrant or refugee communities, veterans, people with disabilities, seniors, agricultural workers, and formerly and currently houseless people. The city will employ a variety of engagement methods including public forms, open houses, virtual open houses, on-line surveys, and a technical advisory committee.

Question for Council:

- Are you comfortable with the proposed approach for forming the HCTC?

BUDGET IMPACTS

Staff does not anticipate a significant budget impact associated with the HCTC recruitment. The planning department is currently at appropriate staffing levels to support the HCTC.

WORKLOAD IMPACTS

Staff anticipates that supporting the HCTC will require a significant dedication of staff time and resources in 2022 and the first half of 2023.

COORDINATION, CONCURRENCE, OR DISSENT

The city manager, assistant city manager, community development director, city recorder, planning manager, and the development project manager have coordinated this effort to-date.

STAFF RECOMMENDATION

Staff recommends the proposed approach for selecting committee members.

ALTERNATIVES

Staff is seeking general direction. No alternative approaches have been explored.

ATTACHMENTS

A. IAP2 Spectrum of Public Participation

IAP2 Spectrum of Public Participation

IAP2's Spectrum of Public Participation was designed to assist with the selection of the level of participation that defines the public's role in any public participation process. The Spectrum is used internationally, and it is found in public participation plans around the world.

INCREASING IMPACT ON THE DECISION 					
	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision making in the hands of the public.
PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

**WS 3. 3/1/22
Presentation**

HOUSING CAPACITY TECHNICAL COMMITTEE

City Council Work Session

March 1, 2022

Laura Weigel, Planning Manager



HOUSING CAPACITY ANALYSIS

- Statewide Planning Goal 10 Requirement
- Assessment of current and future (20 year) demand for housing units across a range of
 - prices
 - rent levels
 - locations
 - housing types
 - densities



HOUSING CAPACITY ANALYSIS

- HCA compares identified needs with the community's 20-year supply of buildable residential land
- If the HCA demonstrates that the City does not have adequate land supply to meet its anticipated housing needs, policies and actions to help meet this demand must be identified



HOUSING PRODUCTION STRATEGY

- Specific tools, actions, and policies
- Timeline for adopting and implementing each strategy
- DLCDC review and approves
 - Adequacy of strategies to meet housing needs
 - Appropriateness of strategies to facilitate the production of needed housing
 - How well the strategies will achieve fair and equitable housing outcomes



ECONORTHWEST - CONSULTANT

- Worked on developing HPS framework
- Worked/working on Regional Housings Need Analysis Project (now the Oregon Housing Needs Analysis)



TECHNICAL COMMITTEE

- City Council member
- Planning commissioner
- Housing Authority of Clackamas County representative
- DLCD representative
- Metro representative
- Affordable housing developer
- Local relator
- Renter
- Equity Steering Committee member
- Three Comprehensive Plan Advisory Committee /Comprehensive Plan Implementation Committee members



PROJECT DELIVERABLES

- HCA – Draft in October this year
- HPS – Draft in March 2023
- Project Complete June 2023



- Council liaison to the committee?



QUESTIONS?



IAP2 Spectrum of Public Participation



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	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision making in the hands of the public.
PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.



PROJECT SCHEDULE

