



# SCAPPOOSE *Oregon*

TUESDAY, FEBRUARY 20, 2024  
CITY COUNCIL MEETING AGENDA  
REGULAR MEETING 7:00 PM  
COUNCIL CHAMBERS  
33568 EAST COLUMBIA AVENUE  
SCAPPOOSE, OREGON 97056

## ITEM AGENDA TOPIC

## Action

Call to Order

Pledge of Allegiance

Roll Call

Approval of the Agenda

**Public Comment ~ Items not on the agenda**

Please sign a speaker request form and turn it in to the City Recorder along with any written testimony.

**1. Consent Agenda ~ January 27, 2024 Council Retreat minutes; February 5, 2024 Council Work Session minutes; and February 5, 2024 City Council meeting minutes**

### New Business

**2. If I Were Mayor Contest**

Mayor Backus

**3. Resolution No. 24-02: A Resolution Declaring a Vacant Position on the City Council for the City of Scappoose**

**Approval**

City Manager Larry Lehman

**4. Ordinance 917 - Adoption of the 2024 Scappoose Parks, Trails and Open Space Plan and Associated Comprehensive Plan text amendments**

**First Reading/Public Hearing**

Community Development Director Laurie Oliver Joseph

**5. Mercury TMDL**

Public Works Director Dave Sukau

**6. Council Liaisons**

Mayor Backus

### Work Session

**7. Council Rules**

Legal Counsel Ashley Driscoll

**Announcements – information only**

**8. Calendar**

**9. Updates:** City Manager, Police Chief, Councilors, and Mayor

**Adjournment**

PLEASE NOTE: IF YOU WOULD LIKE TO SPEAK WITH CITY STAFF ABOUT A PARTICULAR AGENDA ITEM, PLEASE CALL CITY HALL at 503-543-7146, EXT. 224, NO LATER THAN 3:00 PM ON THE DAY OF THE MEETING.



SSW CONSULTING

## **CITY OF SCAPPOOSE: 2024 CITY COUNCIL RETREAT**

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**SATURDAY, JANUARY 27, 2024**

**8:30 AM TO 2:00 PM**

**OMIC TRAINING CENTER AT PCC COLUMBIA COUNTY CENTER,  
ROOM 114 34001 NE WAGNER CT, SCAPPOOSE, OR 97056**

Disclaimer: These minutes are intended to summarize the conversations that took place in this meeting rather than provide a full transcript. Anyone wishing to view the full conversation can find a recording of this meeting on YouTube at:

[www.youtube.com/watch?v=95QTyVMdVA8&t=274s](https://www.youtube.com/watch?v=95QTyVMdVA8&t=274s) and

[www.youtube.com/watch?v=zmdSM1S\\_V64](https://www.youtube.com/watch?v=zmdSM1S_V64)

### **WORKSHOP OUTCOMES**

- Build a shared understanding of the community and organizational context to inform the goal refinement process.
- Refined goals with clear actionable objective to guide the development of a work plan and budget aligned with capacity and resources.
- Identify what Council and staff need to be successful as a team to advance the goals through the city manager transition.

### **AGENDA**

#### **Arrival + Refreshments**

#### **Welcome+ Agenda Overview**

Mayor Backus welcomed everyone.

Present: Mayor Joseph A. Backus; Council President Megan Greisen; Councilor Tyler Miller; Councilor Jeannet Santiago; Councilor Kim Holmes; Councilor Andrew Lafrenz; Councilor Marisa Jacobs; City Manager Alexandra Rains; City Recorder Susan M. Reeves; Assistant to City Manager Isaac Butman; Public Works Director Dave Sukau; Community Development Director Laurie Oliver Joseph; Police Lieutenant Chris Fluellen; Finance Administrator Carol Almer; and Consultant Ashely Sonoff.

- **Agenda Overview + Guidelines for Success**

Ashley Sonoff went over the agenda and guidelines for success.

- **Team Warm-up**

Ashley Sonoff asked Council and staff to tell everyone what the best thing was they bought last year.

Council and staff went around and introduced themselves and said what the best thing they bought last year.

### **Scappoose Environmental Scan Review**

- **2023 Accomplishments**
- **Organization + Community Context**
- **Department Work Pipeline**
- **Themes for Goal Refinement**

### **Small Group Goal Refinement**

- **Review the Refinement Process**
- **Small Group Goal Refinement Activity**

Council and staff went over the 2023 Council Goals.

### **MORNING BREAK**

#### **City Council Goal Refinement**

- **Report Out Themes from Small Group Discussion**
- **Team Discussion of Refined Goals and Objectives**
- **Review Refined Goals**

### **LUNCH + CITY MANAGER SEND-OFF**

Everyone wished Alex Rains the best!

### **Leadership Transition**

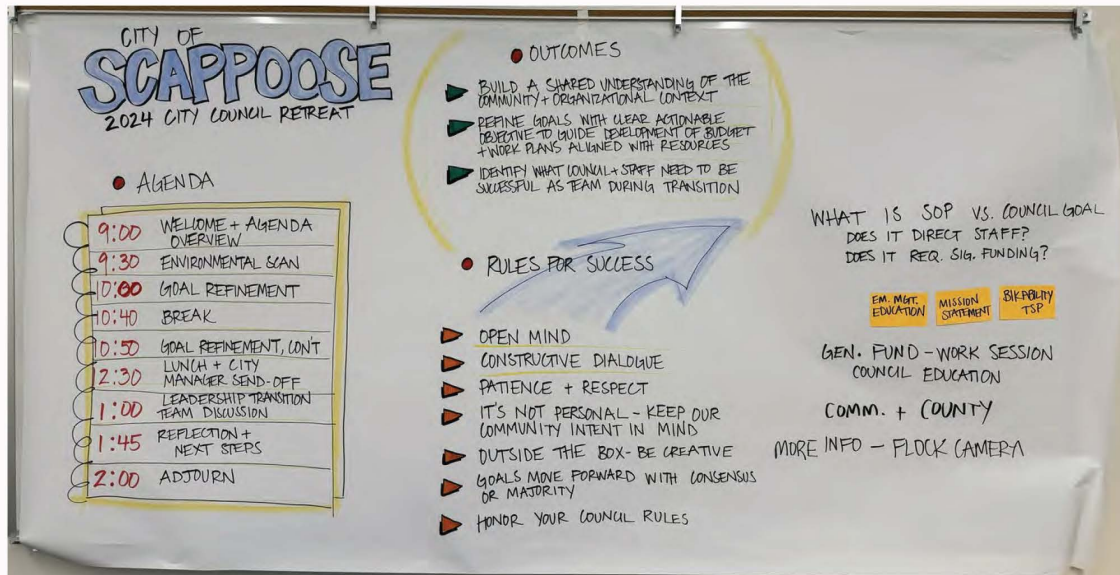
- **Council and Staff Discussion for Transition Success**

### **Reflection + Next**

Ashley Sonoff went over the process of what the next steps are from today's retreat. She went around the room and asked everyone for one word on how they feel about today's goals. The information below was provided from Ashley Sonoff.

## Scappoose\_2024 Council Retreat\_Graphic Summary Notes\_1

### AGENDA OVERVIEW



### PARKING LOT

What is standard operating procedure versus goal setting?

- Does it direct staff?
- Does it require significant funding?

Emergency management education

Organization mission statement

Bikability - bike lanes (where does this fit in the TSP and information on implementation)

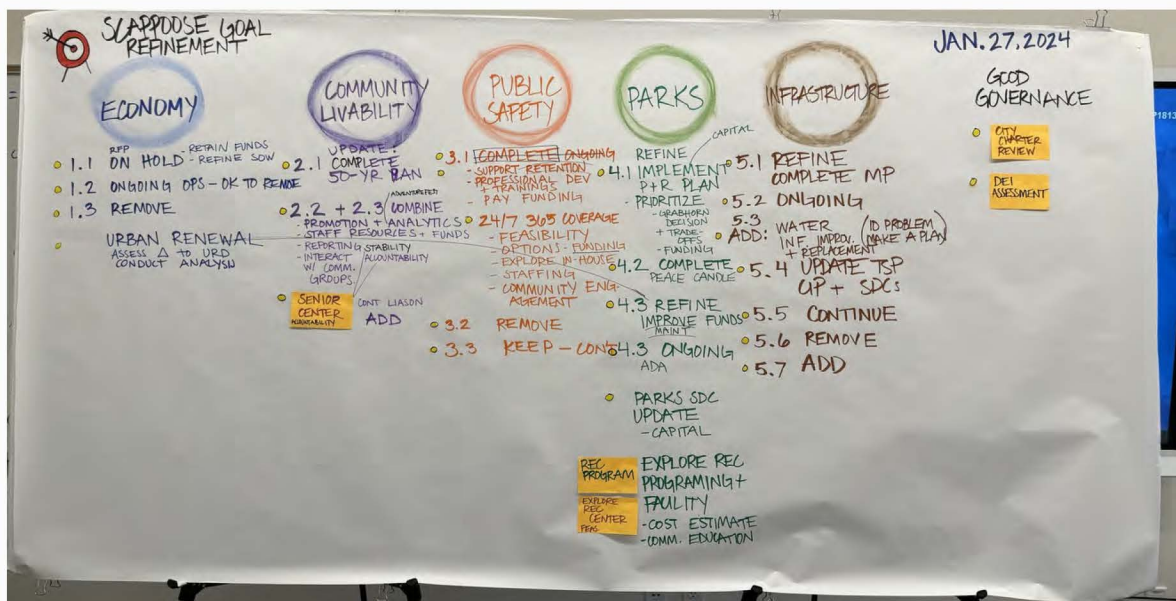
Council work session on the General Fund - how it works, what it covers, etc.

Communications with Columbia County

More information on flock camera for public safety



## ENVIRONMENTAL SCAN



## **Adjourn**

Council Retreat was adjourned at 2:02pm.

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Mayor Joseph A. Backus

Attest:

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City Recorder Susan M. Reeves, MMC



# SCAPPOOSE *Oregon*

**MONDAY, FEBRUARY 5, 2024**

**CITY COUNCIL WORK SESSION ~ COMMUNITY VIDEO (CGI) SHOWING, 6:30PM**

**COUNCIL CHAMBERS**

**33568 EAST COLUMBIA AVENUE**

**SCAPPOOSE, OREGON 97056**

Disclaimer: These minutes are intended to summarize the conversations that took place in this meeting rather than provide a full transcript. Anyone wishing to view the full conversation can find a recording of this meeting on YouTube at: [www.youtube.com/watch?v=-c7WGosplME](https://www.youtube.com/watch?v=-c7WGosplME).

**Mayor Backus called the work session to order at 6:30pm.**

**Present:** Mayor Joseph A. Backus; Council President Megan Greisen; Councilor Tyler Miller; Councilor Jeannet Santiago; Councilor Kim Holmes; Councilor Andrew Lafrenz; Councilor Marisa Jacobs; Acting City Manager Dave Sukau; City Recorder Susan M. Reeves; Assistant to City Manager Isaac Butman; and Associate Planner NJ Johnson.

**Remote:** Don Atwood; FAFO DDS; T. Bone; Terri Zahler; Michelle; Dan Thenell; Karen & Zac; Laurel; and an unidentified caller.

Associate Planner NJ Johnson shared the updated CGI community videos. He explained when the video is up and published it will have closed captions. He explained we are in a spot now where we have done seven revisions to these videos. He explained staff feels pretty good about the videos and where they are now.

Mayor Backus explained he is personally fine with the videos.

Councilor Jacobs thanked NJ for all his work on this and she appreciates him taking the feedback and incorporating it. She wondered if the bakery that is no longer in town could be switched out with Brown Butter Bakery; and if the Adventure Fest could just say Scappoose Festival.

Council President Greisen thanked NJ for communicating the updates with CGI. She asked what is the timeline when they circle back with the City and possibly do another video update, every three to five years?

Associate Planner NJ Johnson replied three to five years would probably be appropriate.

Mayor Backus asked about the video being in another language.

Associate Planner NJ Johnson replied he is not sure if they can do that, but he can ask.

Council thanked Associate Planner NJ Johnson.

### **Adjournment**

Mayor Backus adjourned the work session at 6:44pm.

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Mayor Joseph A. Backus

Attest:

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City Recorder Susan M. Reeves, MMC



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## **Call to Order**

Mayor Backus called the February 5, 2024 City Council meeting to order at 7:00 pm.

## **Pledge of Allegiance**

## **Roll Call**

Joseph A. Backus	Mayor	Dave Sukau	Acting City Manager
Megan Greisen	Council President	Chris Fluellen	Police Lieutenant
Tyler Miller	Councilor	Susan M. Reeves	City Recorder
Jeannet Santiago	Councilor	Isaac Butman	Assistant to City Manager
Kim Holmes	Councilor	Charlotte Baker	Public Works Contract Administrator
Andrew Lafrenz	Councilor		
Marisa Jacobs	Councilor		

**Remote:** Legal Counsel Ashley Driscoll; Legal Counsel Ashleigh Dougill; Interim Public Safety Director Brian Jensen; Don Atwood; T. Bone; Terri Zahler; Dan Thenell; Karen & Zac; Laurel; RK; Kimber Nacheke; Michelle; Mike; Beth Rajske; Carol Almer; Citizen; FAFO DDS; JS; Jill Horwatt; Timberly Shaffer; Kolten Howell; Chris; Charity Dunning; J Coats; Wela Negelspach; Toni Chaffee; JC; unknown caller; and Mike Maggi.

## **Approval of the Agenda**

Councilor Holmes moved, and Councilor Jacobs seconded the motion that Council approve the agenda. Motion passed (7-0). Mayor Backus, aye; Council President Greisen, aye; Councilor

Miller, aye; Councilor Santiago, aye; Councilor Holmes, aye; Councilor Lafrenz, aye; and Councilor Jacobs, aye.

## **Public Comment**

Brian Rosenthal, Scappoose, explained the Scappoose Police Department has always done wonderful for him and the businesses that rent from him over the last 20 years. He knows there has been some personnel issues. He explained in his corporate life he was involved in many outsourcing efforts, and they all ended up disastrously. He stated outsourcing is often problematic. Once you destroy infrastructure and the system you have it is very hard to put it back together, in fact he has never seen one put back together successfully as he has seen a few attempts. He stated he thinks Sheriff Pixley does a wonderful job, but he doesn't see how he could possibly cover this area. Also, we have a fairly low crime rate compared to many areas in the County and if we don't have our own police department those police officers are going to get called away. There is no way that you're going to keep that police officer here to do some community policing while there is a major event going on somewhere else where they could use the officer. He's not saying it is impossible, but he thinks it would be very difficult without our own police department for us to appear to be cohesive. He thanked Council.

Mayor Backus thanked Brian.

Pete McHugh and Joel Haugen, Scappoose, are here this evening to talk about the flyer for the Sheehan Chess Tournament that Joel Haugen handed out.

Joel Haugen explained they would really like to get a commitment tonight on whether the City will support the chess tournament on April 6. They are looking for a \$1,000 commitment to cover the cost of the equipment and the facilitator from Corvallis. He explained they do have the commitment from the School District for using the Middle School on April 6. He explained in addition to the \$1,000 they would like to have support from the City for putting the chess tournament information on the website and in the newsletter, and hopefully some memorabilia for the people that come to the event. He explained it is a good exposure for the community to have this and it's a very minimal cost.

Pete McHugh explained the last time they had this tournament was 2019 and 80% of the participants were from out of the area. He stated we would like to showcase our City and our schools and our parks. He explained Joel put together a really nifty map last time we did this that showed where each of those parks and schools are located. He explained last time they had the tournament a participant came back with his family to explore the Crown Z Trail because it was listed on the map that Joel had put together.

Joel Haugen stated tonight we are just asking for a thumbs up or thumbs down on a commitment to support this event.

Mayor Backus would like to look at this a little more and see what their options are in regard to the donation.

Council President Greisen explained the precedent that Council has set is not necessarily writing checks to people who come and ask for funds as they do have the Community Enhancement Grant program opportunity. She knows the timing isn't great for this, however, she cannot support providing a \$1,000 grant to pay for the tournament on behalf of the City of Scappoose because that's historically not something that they have done before.

Mayor Backus stated he personally doesn't feel comfortable writing a check for \$1,000 to sponsor this tournament at this moment.

Councilor Jacobs explained it is important for us to be fiscally responsible and we have to do it in the channels that we have in line. She is curious if maybe we could help support in terms of publicity in terms of utilizing our social medial channels and maybe getting it in the newsletter.

Mayor Backus doesn't like to think the City is the reason this doesn't go off because we didn't give you a thumbs up.

Council President Greisen explained she is in favor of what Councilor Jacobs suggested.

**Consent Agenda ~ December 11, 2023 City Council work session minutes; December 11, 2023 City Council meeting minutes; January 22, 2024 City Council meeting minutes; and January 27, 2024 Special City Council meeting minutes**

Council President Greisen moved, and Councilor Miller seconded the motion that Council approve the Consent Agenda ~ December 11, 2023 City Council work session minutes; December 11, 2023 City Council meeting minutes; January 22, 2024 City Council meeting minutes; and January 27, 2024 Special City Council meeting minutes. Motion passed (7-0). Mayor Backus, aye; Council President Greisen, aye; Councilor Miller, aye; Councilor Santiago, aye; Councilor Holmes, aye; Councilor Lafrenz, aye; and Councilor Jacobs, aye.

### **Old Business**

**Res No. 24-01: A Resolution Adopting Public Contracting Rules and Procedures and Repealing Resolution No. 23-14**

Public Works Contract Manager Charlotte Baker explained this was presented to Council on January 22 and staff was directed to go back and add some language directing staff to invite COBID registered businesses to bid on intermediate and large procurements. She explained staff, with the help of Legal Counsel, did add that language. She explained staff recommends



Council adopt Resolution No. 24-01: A Resolution Adopting Public Contracting Rules and Procedures and Repealing Resolution No. 23-14.

Councilor Santiago thanked Legal Counsel and staff for incorporating that. She asked if Legal Counsel Ashley Driscoll could just define practical or what an example of practical would mean, for the record.

Legal Counsel Ashley Driscoll explained it just means when possible or practical. It gives staff the ability to do it generally and then they can adopt specific policies on that matter.

Councilor Santiago moved, and Councilor Jacobs seconded the motion that Council adopt Resolution No. 24-01: A Resolution Adopting Public Contracting Rules and Procedures and Repealing Resolution No. 23-14. Motion passed (7-0). Mayor Backus, aye; Council President Greisen, aye; Councilor Miller, aye; Councilor Santiago, aye; Councilor Holmes, aye; Councilor Lafrenz, aye; and Councilor Jacobs, aye.

### **New Business**

#### **Interim City Manager Contract**

Mayor Backus explained as many of you know we are without a fulltime city manager at this moment and so in the interim while we go out and do an exhaustive search for a city manager, we are looking to hire an interim city manager. We did reach out to Larry Lehman and in front of Council is a contract that we want to extend to him, so we are looking for a motion to accept that contract.

Councilor Jacobs moved, and Councilor Santiago seconded the motion that Council accept the contract to be presented for the Interim City Manager position with Larry Lehman.

Council President Greisen talked about the termination of the contract. She asked if by chance we haven't filled the spot permanently by that time, would we then go back to Public Works Director Dave Sukau to step back in?

Mayor Backus replied we would look at that based on where we are in the process. He stated if it was a short term, then he would ask Dave, but if we are still months away then we would revisit because if Larry had some availability, we would look at that first and if not then we would have to look at other options.

Motion passed (7-0). Mayor Backus, aye; Council President Greisen, aye; Councilor Miller, aye; Councilor Santiago, aye; Councilor Holmes, aye; Councilor Lafrenz, aye; and Councilor Jacobs, aye.

Larry Lehman thanked Council.

### **Exploring Law Enforcement Options**

Mayor Backus explained we are here now looking at exploring law enforcement operation options. He explained he is very glad to see the turnout tonight. He thinks this is a very important discussion and he does really appreciate you all being here. It's an important discussion for our community. He explained kind of where this began for him was during his campaigning for Mayor, and he believes Councilor Holmes as well, they heard a lot of citizens talk about safety in our city, issues from speeding, to crime, to homelessness, to kids walking safely through our streets. Safety has been a very top priority for him and after a year in office, they felt it was time to revisit one of the things that came up a lot from what they heard and that was 24/7/365 coverage. He first wanted to define that, and he thinks they've defined it. What it means to them is two officers in the City, on duty, in City limits at all times. He stated then after that what he thinks was important was that they need to find out is what level of service to the citizens of Scappoose desire and expect from our police. Is 24/7/365 coverage what they want, and if it is what they want, are they willing to pay for it if it requires extra funds and takes time. He stated deciding to look at this, he believes, is our responsibility to our citizens to look at the options that we have to accomplish this goal, and one of those options, which was explore contracting through CCSO. He stated the other option is to look at keeping the local Scappoose Department Police as it is, make adjustments as needed and to try to attain this goal. He believed that we needed to look at both options. He thinks we're doing a disservice to Scappoose if they didn't do their due diligence and research our options. He stated right now they are in a discovery phase where they are gathering information so they can have the most accurate information as they try to compare apples to apples. Tonight, they will provide you with the information that they have gathered to date. They have many questions that were asked and are trying to answer, and he understands the audience will as well. Hopefully through this presentation some of your questions will be answered and maybe other questions will arise. He explained after the presentation, and Council and staff have a chance to ask questions, make comments, they will open it up to some public comments and questions and they will try to answer if they can, and in addition they will take notes and try to get back to everyone at a later time if they need to. He thinks the only decision that may come out of tonight's discussion is whether or not the information presented warrants another stage of exploration and if so, a second round of questions, comments and answers using staff, Council and the Scappoose citizens and other stakeholders we be involved. He stated Kim Holmes and Tyler Miller have done a lot of work on this, and they'll now present our findings to date.

Councilor Holmes stated thank you for that preface, Mr. Mayor, and also, she wanted to thank all of you that are present and online for spending your time with us this evening. She explained she does think the public process works best when the public is engaged, so it's nice to see everyone interested and available to provide some comment. She explained just one thing she wanted to also add and make clear is that this exploration is not in any way a commentary on our current officers. Through the course of this discussion over social media they have heard directly from the community how much they appreciate and value the officers and the

community involvement that they have, so she hopes that none of this is misconstrued in that way. Just to add a little more context to this, so small communities all across Oregon are struggling to figure out how to provide adequate coverage for their residents maintaining their own police departments. She was actually just at a League of Oregon Cities meeting for Region 1 on Friday out in Bay City and got a chance to talk to some of the smaller communities in our region about what they're doing, what their approach is and what their challenges is and Rockaway just transitioned also to a contract service arrangement and there are pros and cons and she thinks that's the reality of the decision making process is that no matter what we decide, there's going to be pros and cons. She explained they will talk about the budget, the general fund, how that works and why there are some constraints as to putting more financial resources towards our department so that we could get everything that we want. There are limitations, and so we'll talk about that. But also, just recognize that regardless of where we land on this, there will be pros and cons for each. She also wanted to say that there are administrative efficiencies and some cost savings that communities are also finding. So, if achieving 24/7 coverage is the top priority, that might be the most achievable way to get it without having to go out for an operating levy to add to our funding source for the department. So please do keep that in mind. She stated how they arrived at this packet of information as the Mayor discussed. Her and Councilor Miller put together kind of an initial set of questions because she thinks there are some primary and basic expectations that they would have either way, whether it's contracting with the Sheriff's Office or maintaining your own Police Department. The first thing they wanted to look at was cost. You will see there's a section with questions around cost. If the Sheriff's Office could not provide the level of service, we want at a price lower at or lower than what we are currently paying, that option is off the table. So that's what we tried to tease apart in that first set of questions. They wanted to make sure that the level of service that they expect would be practically achievable. You will see questions around that. They wanted to make sure that the contract terms would be reasonable. Are there ways for us to get out of the contract? If we were to get out of the contract, what type of assets would we bring back to the community? Would our officers be treated fairly and be taken care of. So those are the questions you'll see in the personnel section. Certainly, they would want to ensure that officers who are brought over to the County that all of their years of service are recognized and so you'll see those questions addressed in there as well. She explained all of the information that she is referring to is in the Council packet, which there are copies available. She explained the last question that they wanted to address in the section of questions, is it possible to maintain the level of community policing that our residents clearly enjoy and that is attending the events. She will say that if your contract is not structured properly, that is something you potentially can lose. Through these discussions too, trying to identify really what are the priorities, how do we balance all of those and if contracting is something that's pursued, how do we ensure that the contract is structured in a way that delivers what we are asking for and intend for the residents of Scappoose. She stated she just wanted you to know that these are all of the things that they are considering and if in this information any of my fellow Councilors feel that any of those questions are not well addressed or we don't feel that the level of service could be delivered, then I don't think it warrants further exploration. But if in this information we do think that, you know, there's a potential that contracted services could get us what we would need to get to 24/7 coverage and it's just worth another round of

exploration, that's the next step that we'll take. As Mayor Backus said, questions will come from Councilors, staff and they have already started to get questions from staff from the Police Department, which will be included and then certainly the questions that you all have and bring to us tonight. They won't be able to answer all of those questions, but they will certainly take those questions and consolidate them, so we all have answers.

Councilor Miller explained he wants to make clear based on some of the comments that he has seen on social media, that if the Council were to decide to contract with the Sheriff's Office, these would be additional positions that are dedicated 100% to the City of Scappoose. They would stay inside the city limits, that is what the contract would say, and that's what the expectation would be. The coverage that's on the outside and the rule areas of the County, it wouldn't be impacted that would stay as it is. The Deputies or Officers, whatever you want to call them, they would be dedicated to this contract. Of course, the expectation would be that there are 100% dedicated to the City of Scappoose and City limits. He stated one of the concerns that he had, and you'll see the question here is, well, how do we ensure that. There's some different tools that are available for us to be able to make sure that the performance of the contract, in other words the contract terms are being adhered to and that's GPS, AVL devices and that is one of the things that they asked Sheriff Pixley is if he would he be willing to have those devices in the vehicles that are associated to the Scappoose contract so that we can actually see on certain interval whether it be 60 days, 90 days or whatever that they actually did spend the time within the city limits because you can Geofence around the City limits. They can actually get reports on how much time and make sure that we did get what we paid for and what we expected. That was one of his concerns and because if that wasn't possible for him, that was going to be like, we don't really have any way to prove that we're getting what we're paying for so that would have been a no go.

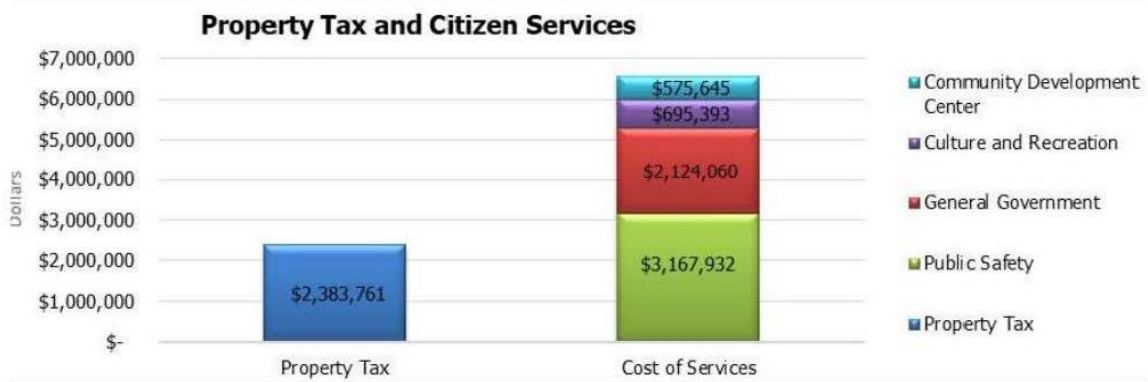
Councilor Holmes went through the packet. The first thing she reviewed was the 23-24 General Fund Budget overview.

## 23-24 General Fund budget Overview

City Council  
February 5, 2024

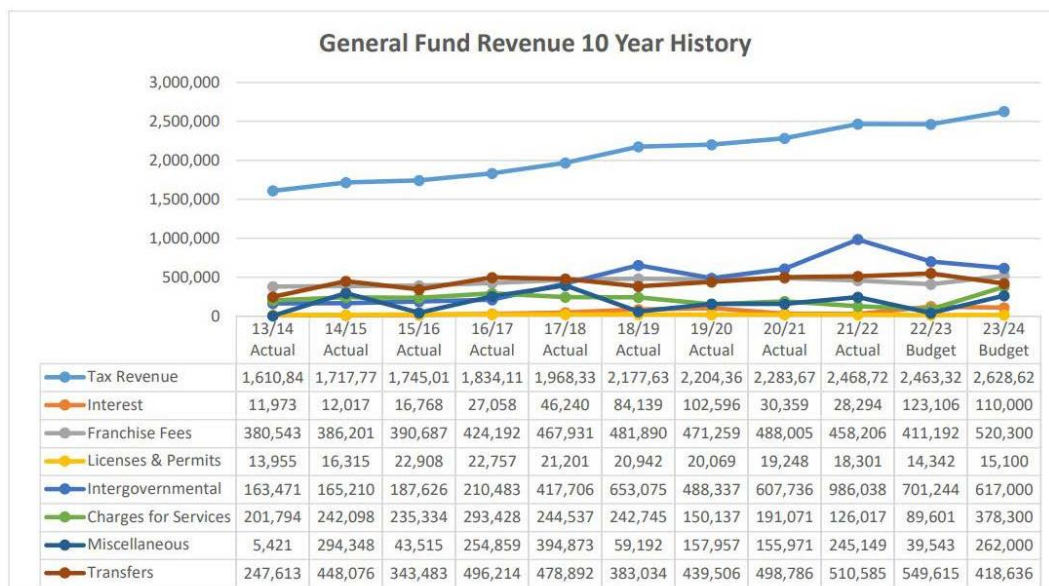


## 23-24 General fund distribution to services

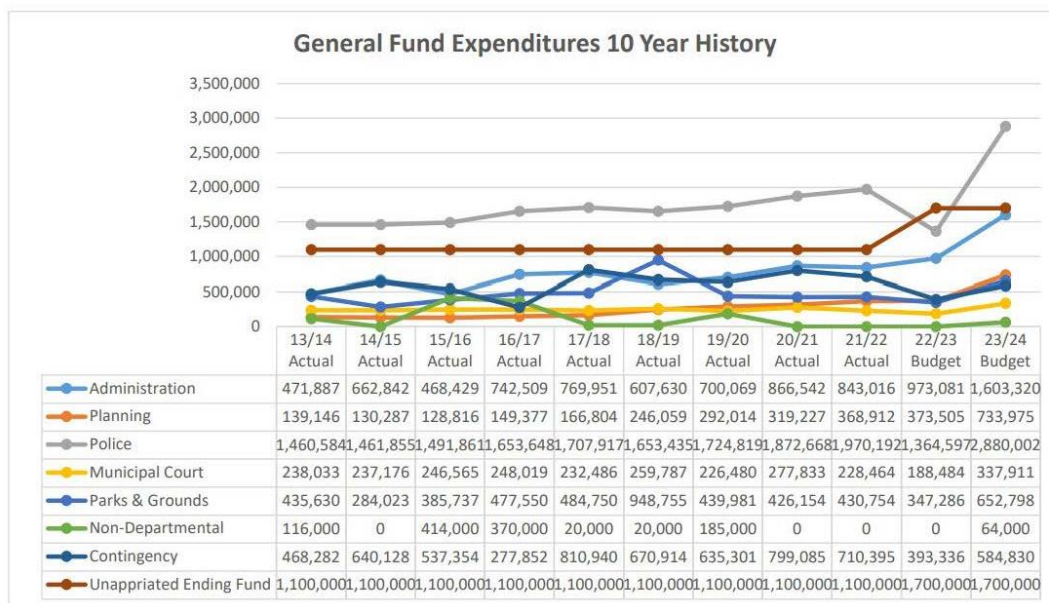
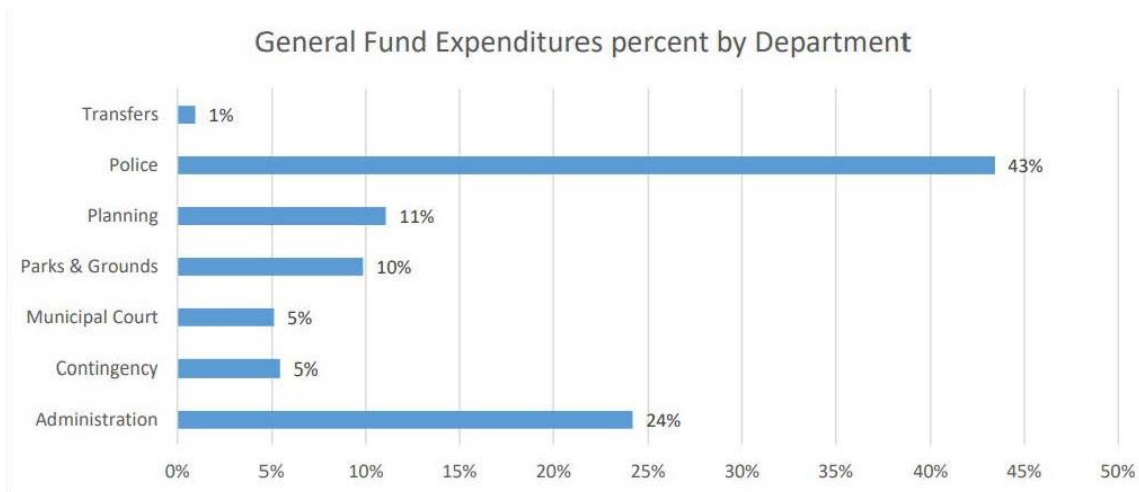


## General Fund revenue sources

- Property Taxes – \$2,383,761
- Franchise Fees – \$520,300
- Business license fees and permits - \$15,100
- Intergovernmental revenue - \$617,000 (alcohol and cigarette taxes, funding from county, etc.).
- Charge for services - \$ 173,300 (police, municipal court, planning dept.)
- Interest income - \$110,000
- Misc. Revenue - \$262,000
- Transfer Revenue - \$418,666 (transfers from dept. to general fund for administrative costs)







Councilor Miller went over what the City would potentially get. He also went over the City's current staffing. He explained he does have a concern about overtime. He explained his concern is, is that if our expectation is always to have a minimum of two on 24/7/365, obviously if there's vacations, training time, basically any sort of leave, he thinks we need to unpack the overtime to make sure that it would include the cost of making sure that we always have two on if a normally scheduled a deputy would be on leave, vacation, etc. He would like to get some more information about what all the overtime estimate includes and make sure that that is very thorough and is properly reflected in any sort of information we have here. There was another comment about fuel, and if the City maintained the fuel source that we have now. If the City buys in bulk, if the fuel cost would actually go down rather than have the County continue to use the card locks like they do now, which is a CFN. The cell phone hotspots AVL service, does include the GPS devices that he mentioned earlier. He explained one of the things that was noted here, BWC stands for body worn camera and to the extent that we can recycle or that we would want to recycle equipment that we already have. Obviously, that would be pertinent and

fiscally responsible, but \$11,700. He is curious if that's a onetime fee to buy additional cameras or if that's a recurring cost. He is guessing it's a recurring cost on some sort of a service contract. He stated under the CEO administrative costs, his question is if CCSO would be willing to have penalty type arrangements in the contract if they didn't meet the service expectations that the City would be paying for. It would be his expectation that if they didn't meet the service level that were contracting for that there would be some method for figuring out how much the next bill would be reduced or some sort of credit. For example, if a single deputies total cost with benefits is \$147,000 and that's divided by 2080 hours, which is a typical work time in a year, what would the cost per hour be and then would we get that back type of thing. He would want to see something like that in any sort of contract if Council decides that this is something they want to pursue. He stated also just making sure that under expenses here and under personnel that it includes everything; all necessary equipment, all the vehicles, everything, it's not really clear.

Councilor Jacobs stated that she is not as familiar with the organizational structures of a Police Department that perhaps someone on our Council is, in looking at the positions and the estimated cost for our city the question that comes to her mind is, is that enough staff? Are we too top heavy? Do we need more patrol. What should an optimal organizational structure look like for our city?

Lieutenant Chris Fluellen explained our Police Department is structured to have a chief, lieutenant, 2 sergeants, and 8 patrol officers. He explained ultimately when we had those positions fully staff the department can run within 24-hour coverage. He explained why there are two sergeants. Besides patrol there are a lot of administrative duties and by dividing up by two different sections and different shifts. Having two sergeants, he believes, is crucial just to make sure that workloads are being even distributed and if there's a critical incident, like a use of force or a pursuit that may happen, there will be a supervisor who can supervise those incidents.

Mayor Backus asked just by looking at a schedule and the hours with 1 chief, 1, Lieutenant, 2 Sergeants, 8 Patrol Officer, that is enough to cover those shifts.

Lieutenant Chris Fluellen replied it can be divided. He stated going back to what we talked about before, the City's going to continue to expand, and something to look at is having those additional officers, like we talked about before, the school resource officer and detective. He thinks that will also maybe help assist with keeping retention within the department as well, which he thinks is part of the issue.

Council President Greisen asked Councilor Holmes if they presented different positions and questions in terms of the lieutenant, sergeant, or did Sheriff Pixley come back and say this is what we could do or did you ask for a part time community service officer, did you list a seasonal resource deputy, K9, etc.? Did you approach Sheriff Pixley on all of the potential options?



Councilor Holmes replied yes. They asked what would it take to get us to that 24/7 coverage. Plus, if we were able to offer some of these additional positions and community services, what would that cost, and they included the canine because we had had some discussion previously with the last chief about potential canine units or just exploring what that would entail and cost.

Council President Greisen stated before we get too much farther, there is a discrepancy, and it was noted at the beginning of this conversation that there is two definitions of 24/7/365 coverage. One is being detailed as two officers in the city limits physically at all times. However, we currently do provide 24/7/365 coverage, just not with two officers in city limits, and that might look like someone on call, but someone that is available to respond.

Lieutenant Chris Fluellen explained the current process. He explained even though we don't have a person physically all the time, we do have officers who are on call.

Mayor Backus talked about the City recently signing a Memorandum of Understanding with Columbia County to help cover shifts if needed, but that is done in advanced.

Councilor Miller addressed the importance of 24/7/365 coverage on duty patrol.

Councilor Holmes went over the level of service section.

Mayor Backus stated that is going to be a big question, whichever route we do go, we're going to come to the community and say what level of service does the community want and expect and so it is important for us to get a sense of what do we want here in Scappoose.

Councilor Holmes explained Interim Public Safety Director Brian Jensen has, in his very short time, done some good things with our department. She explained Brian does have a vision for how the community could get there, but it could take likely a number of years and there may be a levy required on the back end of that to get us kind of up over the hump to that last staff position or two with that. But he is confident that it's attainable, but the community would need to understand what that timeline is and be patient.

Councilor Holmes went over contract terms. She explained we would probably be looking at a minimum of a five-year contract. She explained they would probably look to Clatskanie to kind of see how they've structured portions of their contract. Their termination clause seems pretty standard there. She explained they also wanted to understand kind of what would happen so all of our assets from the Police Department currently would be transitioned over to the Sheriff's Department for the officers to use all of that equipment still within our City. She explained there's a CIP (continuous improvement program), which is a timeline for which we would be purchasing new equipment and all of that and they've got the schedule, which she thinks it's a four-year replacement schedule for vehicles and equipment. If we were to terminate the contract, say prior to four years or about the three-year mark, whatever hadn't been rotated out of service would come back to the City. If we chose to write it out five years

and not renew the contract, we would likely not be getting any of that equipment back. So then when you're looking at rebuilding a police department, you could be looking at building it from scratch. So that is a big hurdle to some communities that have pursued contracting. But she does believe there is also a way to address that if we wanted to. If there is financial cost savings associated with the contracted services, we could dedicate funds year over year so that we do have some sort of reserve if we were to get ourselves into a position. So that's one thing that she would very much want to see if we were to pursue any sort of contracting option that we would have some sort of contingency fund to reestablish our police department if and when it was ever needed.

Council President Greisen feels a 5-year contract is pretty much null and void once you commit to kind of going over into something like this, it is extremely difficult to come back from. She explained she asked for some numbers on the vehicle costs for the Police Department since 2021 because there is listing here that we would just hand over everything that we have, and we've spent \$250,000 on our own vehicles in the last three years and that would just be given to them, and we would not get that back.

Councilor Jacobs asked Councilor Holmes and/or Councilor Miller if they have had a chance to take a look at other cities that have gone with the County and have any of those cities revert it back and brought their policing back? She stated if you haven't looked at that, maybe that's something we can at least try to look at and learn from.

Councilor Miller stated he wanted to remind everyone that this is just the first phase of what we intend to be multiple phases of discovery and obviously the very first thing was to establish cost, to see if we could even afford this. That made sense on that level before we could even go any deeper, and of course the personnel related issues, so this is just the first round of discovery, which he prompted multiple new questions in addition to dozens of questions he already had. He stated it makes sense to ask questions grouped, you know by topic and as things move along, if Council decides that they want to continue to pursue the discovery. He stated he is not quite understanding Council President Greisen's concern with the five year thing. He asked if she could explain that a little bit better. He stated when Clatskanie is five years and he is sure the agreement term could be whatever, but what he looked at in this is that there's a termination clause annually.

Council President Greisen replied she is just saying, when you make the decision to hand your department over to somebody else, it's extremely difficult to get that department back and rebuild it. She stated when you commit to something like this, it is not a commitment that should be taken lightly and if in five years you want to change the contract, that's fine, but she doesn't think that realistically looks like you're getting back what you once had before.

Mayor Backus replied he agrees. He definitely thinks that if this was to happen, it would be indefinite. You wouldn't be looking to bring it back; you might change the terms.

Councilor Holmes explained If we were not happy with the level of service, we could get out in year one, or year two, or year three and still get some of those back.

Councilor Holmes explained she got a chance to speak with Rockaway, who recently transitioned. She will be going through the list in the background document, as there is a list of a number of communities across Oregon that have contracted services. She will be reaching out to them, and she does know that Ashley Driscoll represents a number of communities that have switched, and she may be aware of some that have switched back.

Legal Counsel Ashley Driscoll explained this is a policy decision how the City decides to move forward here, but there are examples of police departments who have entered into intergovernmental agreements (IGA's), and she believes there are examples of police departments who have entered into IGA's and have unwound those. There is also a plethora of examples from across the state of different IGA's where a different government unit has taken over a certain service from the city and that that has been unwound. She explained so when you're looking at this, she would look both at police departments that contracted with county sheriff's departments, but also city fire departments that contracted with fire districts and have made the decision to come back as well as a variety other services that have been contracted and unwound, if you are going forward with this.

Councilor Holmes went over the personnel section. She explained as she said in the opening comments, we wanted to make sure that you know any of the Scappoose Police Department employees would transfer seniority, that they would be transferred over with equal if not higher pay grades and that is what you'll see addressed in this section. They also wanted to ask about some of the employees that currently serve the community here in the community, whether they would be retained here at this location so that the community would continue to have access to some of those record services and things like that.

Councilor Holmes explained the apples-to-apples comparison would be great for our next step of exploration, but she does want to make it clear this is not just about numbers, which partly is this into our last section before we have some public comment which is administration of services. She explained they want to make sure that there would be quality services being given to the City. They have asked a question about citizen complaints over the past two years and if they can have access to those complaints, which that would be a priority on her list to dig further into in the next round of discovery. What is the quality of service being delivered to the folks of unincorporated areas of Columbia County an if there are some problem areas, perhaps they will come up with citizen complaints. An expectation that they maintain a level of presence at Scappoose community events. We've had officers at movies in the park, presence at Earth Day. It's really important, she thinks, for both sides of the equation, the community and our officers, and this is a point that she thinks often does get overlooked in contracting arrangements. That would be another sticking point, at least for her personally, that we maintain a level of community policing here. Just reinforce that it's this is not all about the numbers, this is about making sure that personnel would also be treated well and that our community would be well taken care of on a number of levels if we were to pursue this.

Council President Greisen asked what are the implications regarding the liability of using the GPS tool to show the time spent within city limits, and how do you define what they are going outside of City limits for, and how do you justify that they've gone beyond the line?

Legal Counsel Ashley Driscoll explained she thinks that is something that we're going to have to give some time and consideration to. She explained we'd have to scrutinize it and how we're using it and ensure that it is used how we intend it, and we're capturing those events that are part of the officers routine duties to lead the City of Scappoose.

Dustin Hald, explained he spent twenty-four years in law enforcement and retired here in Columbia County. He explained the first four years was here with the City of Scappoose and twenty was with the Sheriff's Office. He explained he was part of the contract with Clatskanie PD when he was with the Sheriff's Office, and it definitely did not benefit the City of Clatskanie. He explained they knew drawing the contract that was going to cost too much money to for them to ever to come back and try to get their own police department back. He was not in favor of that as the Sheriff's Commander. He stated he thinks the City of Scappoose is making a mistake if you do this. He stated it sounds great having 24/7 coverage and officers in the city limits all the time. The reality of that is it's not going to happen. He explained your officers are going to turn into deputies, those deputies are going to go on calls up Vernonia Highway, they are going to be on Cater Hill, they are going to be in Chapman taking property crimes, and they're going to be filling schedules where there's a whole or a vacation or maternity leave or something around the entire County. He explained as part of his job as Commander with the Sheriff's Office, he spent a lot of time explaining to the city people in Clatskanie why their deputies were not in the city when they called 911. He stated Ms. Holmes has talked about comparing apples to apples and she brought up Rockaway Beach, that's not apples to apples. Rockaway Beach is a city of a little over 1,000 people and we have close to 9,000 people here in Scappoose now. He stated he urges the City to not go along with this program. It is not a good deal for the City. It's going to cost the City millions of dollars to get your Police Department back and knowing that as a Commander with the Sheriff's Office. He stated he doesn't know why Sheriff Pixley is not here. In his speaking opposed to this it is no slight at Sheriff Pixley at all, or anybody exploring this option. He is just telling the Council that you need to support your own officers, your own people. You have great people here right now that want to do a good job for you, and they need your support. He explained if you can give them more staff, more support, you are going to foster that, and they're going to stay here. They're going to want to be here, and they're going to want to work, and he knows that's a problem with the City as well as the County. It's not just a unique situation within the City of Scappoose, the Sheriff's Office has lost a bunch of people too. He stated so keep your people, support your people.

Mayor Backus stated if you do want to speak, please come up, as we want to try to get through this. He stated in regard to the loud noises and stuff if we could just keep those to a minimum.

Councilor Holmes stated just a quick point of clarification, we did not ask for Sheriff Pixley to come, so it is not on any decision of himself. They felt that this being our first public discussion, it was best for us to just go ahead and have that.

Drew Layda explained he lives off of Highway 30 just outside the City limits and their marina was in the promotional video that you guys are putting forward, so is the police sign twice. He stated the City having its own Police Department, is more than a matter of prestige, it is a matter of you guys having a say over the law enforcement services that are being provided. He stated Scappoose is in a pretty good position compared to some of the other cities he has visited in our district. He stated right now working with the City of Saint Helens to try and make sure that they can get their officers funded. St. Helens is actually in a whole lot heck of a worse position than you guys are right now and the conversation to replace their Police Department, and the Sheriff's Office has not even been broached. He stated they are in a worse position than you, and they understand the importance of maintaining their own municipal law enforcement. He stated it sounds like you have pretty close to 24 hour coverage already, and if he was Sheriff Pixley, he'd be kind of looking at this deal as a fortuitous thing. Step one is they acquire \$250,000 worth of equipment. The City of Scappoose owns that now, it is your department. He stated you have a department, and you have say over it and he has to be honest, as far as the departments go, he has a really high opinion of the officers serving in Scappoose to the point, if he remembers that he didn't lock his car door when he goes into Fred Meyer's in 2024, he doesn't freak out and run back out to the car to lock it because we live in Scappoose. It is one of the safest areas in our district and it's so largely because of the officers that have devoted their life in service to this City. He thinks it would be a major disservice to them to shut the City down and a major disservice to you in and any of your successors that have to manage this city in five years. He stated let's look at the Sheriff's bond, it expires 5 years from passage. He explained it is going to expire a year before your contract does and the previous speaker bless his soul, he's absolutely right. If you give the police department away, the chances of getting it back are less than getting struck by lightning, twice the same day, same city. He doesn't envy any of your positions. He understands that this is a very difficult decision, but he thinks that right now you have one of, if not the best Police Department in our district, the community engagement is fantastic, people feel safe here, and even if it means adding money onto a utility fee or introducing a levy, having your own law enforcement that answers to you is something he doesn't think you should be giving up.

Justin Stevenson, Scappoose, gave an overview of how we are where we are now. He explained this is his personal opinions only-not representing the city.

1. Introduction (Moved here Scappoose in 2013, 28 years of Oregon municipal policing experience-started with Scappoose in 2019 as sergeant, previously 7 years as lieutenant, patrol commander and captain) and longest sworn officer of Scappoose Police.
2. History- Why are we at this point? Since 2013, 25 sworn police staff have left at average cost to the city of \$175,000 each, so roughly \$4.4 Million in wasted funds. Poor leaders hired and retained, both in police management and city management (many examples of major problems brought to previous city managers but ignored until too late).

3. Extremely poor Collective Bargaining Agreement with police union- 5-year contract with an average of 2.3% COLA each of the 5 years when record high inflation and industry changes.

-Using 19 police agencies within average distance of 25 miles (officer positions)

- Average starting wage **\$72,387** but *Scappoose* is **\$58,989** (CCSO is \$58,074 & SHPD is \$78,166)
- Average top wages **\$94,726** but *Scappoose* is **\$75,275** (CCSO is \$85,072 & SHPD is \$95,242)
- Average top step officer/lateral with DPSST certification and/or education incentives (most held) **\$103,326** but *Scappoose* is **\$82,803** (CCSO is \$91,452 & SHPD is \$105,316).

This shows a MINIMUM of 25% behind the area average wages (does not include many additional missing standardized police benefits that will be negotiated in the CBA process)

#### **Sergeants-**

- Average base wage **\$91,513** but *Scappoose* is **\$75,150** (CCSO is \$93,808 & SHPD is \$89,397) \*Using 17 of the 19 area departments used for officer comparable.
- Average top wage **\$125,431** but *Scappoose* is **\$104,998** (CCSO is \$116,106 & SHPD is \$131,363)

This shows a MINIMUM of 19.5% behind the area average wages for sergeants (most are non-exempt positions, including Scappoose as of 2023)

#### **Lieutenant-** (or second in command as many use captains or lieutenant rank)

- Average wage scale **\$111,211 to \$135,960** but *Scappoose* is **\$83,967-\$117,042** (CCSO is \$103,626-\$131,706 & SHPD is \$106,740-\$130,704) \*Using 16 of the 19 area departments used for officer comparable.

This shows a MINIMUM of 16% behind the area average wages for the lieutenant position

4. What is needed to succeed as a city police force?

- Recommended police per 1k population per CIS and FBI is 2 officers, so we should be at 16 sworn staff (8,200 population). We are at 12 authorized positions but only have 3 officers, & one sergeant assigned to patrol coverage for the foreseeable future.
- We need 12 dedicated patrol assigned positions to obtain 2 on 24/7-365 days. There needs to be at least one sergeant supervising 3 officers, so 3 shifts with a sergeant and 3 officers is minimum. So, we need 2 additional staff for patrol, taking us to 14 sworn.
- We need a dedicated detective to investigate complex cases and being on the county major crime team.
- We need an SRO to support the schools and community (most likely largely funded by school district)
- We will be properly staffed at 16 sworn staff but will need 2 civilian positions over our 1.5 we have now.



Using the above wage related data, we know our police department is woefully underfunded. If we just look at the salary-based data (not other increased costs that will occur), we will need at least a 25% increase in our personnel services budget line item. Using the existing FY 23-24 budget of \$2,251,569, this would need to be \$2,814,461 (**increase of \$562,892**). However, the **ACTUAL 23/24 Personnel Services should be around \$1.8 Million**. So, if a 25% increase was made on the actual number, this would be about \$2.25 Million, which is within budget. This does not count for the obvious COLA based increases that all the comparable agencies will be applying on July 1, 2024.

To increase with another 4 sworn staff, we would need another roughly \$700,000 in personnel services. This would increase the overall line item to around \$2.95 Million. There will be an increase in materials & services, so if using an estimate of 25% increase, this would make out overall budget need to be around \$3.7 Million, meaning an **increase of about \$800,000**.

5. So, we need a huge increase in funding with no available existing funds. *The best option would be a local city police levy to obtain this rough estimate of \$800,000 needed to operate a professionally ran police department, to provide proper public safety services to our growing community.*
6. So, what about contracting with CCSO?
  - Indicates increase to 14 sworn (75% LT and 70% SRO) with existing non-sworn staff at a personnel cost of \$2,279,003 but we are at 12 sworn and same non-sworn staff at \$2,251,509.
  - Our existing staff are paid around 15% lower than CCSO and they will have to have their wages match CCSO wages if contracted, so where is this increase?
  - Losing 50 hours of dedicated command level management by losing chief (40 hours) and reducing lieutenant to only 30 hours per contract. How is the Sheriff and existing command going to absorb these additional 50 hours without increasing their staffing?
  - Using their 10% of contract price for “Administrative Costs”- what does this cover? Our existing budget has \$628,433 in all other expenses. Those will generally still be required.
  - No detective position in their plan. They only have one existing person/property detective position for the entire county and adding our whole city to their coverage will require another detective position. Who will pay for this?
  - Not interested in using our existing police station, or maybe just two offices? Part of the building costs the city needs comes out of each department’s budget, and the building will still be needed. Indicating city deputies would just use the SO to write reports, means they leave the city frequently to do that. SHIFT BRIEFINGS??
  - Capital outlay/recent purchases: in the past three budget years, we have purchased three new SUV patrol SUV’s and a chief’s administration car for \$240,000 and they are very low mileage vehicles with at least 3-4 years of use



left. There is also a 2019 patrol car that has probably 2-3 years of use left. We also purchased 7 Getac MDC in-car computers for \$35,000, new rifles for \$10,000, new Tasers under a multi-year payment contract, BOAL wraps, ballistic vests, other usable fleet for occasional uses, radar trailer, etc. The city has invested several hundred thousand dollars into the police equipment, and it appears it would have no value in the contracting by just transferring them to the SO.

- There is reference to take-home vehicles for each of the sworn staff. Their language indicated the city and SO would “cost share” these. We currently have 3 patrol vehicles and one administrative car (could be used by lieutenant) that could be used, so that means there is a need for another 10 vehicles to comply with this take-home requirement. At their \$73,000 per vehicle pricing, that means it would cost about \$730,000 to do this. This number is not detailed in the proposed cost estimates from CCSO.
- We would need at least three sergeants to supervise 11 officers/deputies (one sergeant to supervise 5 deputies is not effective, especially when there will be very inexperienced staff being hired to fill the vacancies). This would add another \$55,000 to their personnel estimates.
- The proposal indicates a suggested timeframe of one year to become fully staffed after the contract goes into effect. I don’t believe this to be obtainable. Their levy 7 positions were authorized to be filled starting in July 2023. After picking up two newly hired lateral Rainier PD officers, and one lateral from Vernonia PD, they are still trying to fill all their vacancies. There will be no more local PD officers to pick up and Scappoose will need several positions filled. Two Scappoose officers and the lieutenant were in the process to be hired by CCSO in December 2023 but withdrew once our chief and city manager announced their departure. This shows they preferred to not go to CCSO. There are at least 3 internal Scappoose Police staff that have indicated they will leave if the contract is made with CCSO as they have no desire to work for CCSO. So, there may be as many as 9 sworn positions to fill.
- If the county levy fails to renew, I am concerned about their response about how it would not affect Scappoose’s contract. When the contract is signed, the Scappoose officers would be placed in the CCSO CBA, based on their overall seniority in time. If several newer Scappoose deputies are hired to fill the vacancies, they would be at the bottom of the seniority. Generally, the least senior member of a union is laid off when layoffs occur. How would the sheriff keep his general patrol district covered by not using the Scappoose deputies? Regardless, there would be a major change to how the city would be patrolled (probably within some contract language that covers if/when something like this happens).
- Termination of the contract language- if the city was wanting to end this contract, it is nearly impossible without a huge amount of money and time. Scappoose will lose all the existing police equipment and facilities, and staff. If the city felt the contract was not working out and wanted to go back, it would

have to start over to create a full new city department. This means to me; the city will always have no bargaining power when issues pop up or a desire to look at ending the contract. It would probably take a few million dollars in up-front costs, and probably over two years to completely create a new police department with 14-16 cops.

- CCSO and their union CBA ends June 2025, so that means they will be starting negotiations at the end of 2024/start of 2025. They are still under paid for area comparable agencies, so they will not be attracting lateral staff and should be looking at another large pay increase to retain staff. This will be another financial exposure to the city for any large increase.
- Regarding training Scappoose staff using "FTEP", normally this system can be used to "wash" staff out if the agency believes they are not doing the job they expect. This is not something that should be used for staff absorbed into an agency vs a lateral applicant knowing this is possible if they chose to transfer to a new agency.
- With their statement about asking line staff their opinion about CCSO, that is a mixed result from mostly newer CCSO staff (they have had a lot of new hires in the past 2 years). The results are not concrete as a 'Great place to work' - but that is very subjective too.
- Municipal court is another major concern- violation citations would require citizens to do to Vernonia for simple tickets. What about the understaffed District Attorney's office taking on all the misdemeanor crimes that occur in the city of Scappoose, especially when there are 13 sworn staff creating more pro-active policing results? And our city ordinances with no municipal court and us wanting the local control over these city livability issues that are so important to this community.
- In reference to the comment about the \$85,000 fuel bill being moved to the city shops- well, the city still must pay for this fuel. This estimate is much higher than we currently use since we don't have 14 take home cars, paying those additional fuel expenses for staff that may live 25 miles from the county line.
- We cannot compare cities being contracted with huge county sheriff's offices. People are bringing up Cornelius, Banks, N. Plains (WCSO), Troutdale, Fairview (MCSO), Happy Valley and Wilsonville (CCSO), or Lane County and Deschutes County. Again, huge counties and budgets with patrol divisions in the hundreds.

The list of questions will go on and on. There must be municipal policing staff involved in any discussions to make sure the industry standards are being met with solutions. The existing contracts on multi-year equipment purchased, IT related, IGA's, other related contracts, etc. It does not appear these were asked at this early stage, but it could have a huge financial exposure to the city and/or county.

The reality is this city deserves a professional city police department. To obtain and maintain this, it will cost the taxpayers, just as it does in every other city. We have failed as a city to obtain this but are able to get it right this time. We will be hiring a new city manager, who in

turn will be hiring the new police chief. If we work on a permanent funding source to make our department competitive to the market, we have the right community to glean the success it wants and deserves. It boils down to TIME and MONEY to fix this problem. Commit to it and get the right leaders, and it will happen.

**\*\*end of Justin's comment\*\***

Dan Thenell explained he is the General Counsel for the Oregon FOP, and the Oregon FOP Labor Coalition is who represents your police officers Guild. Your Guild is part of 35 other police departments in this State that collectively bargain through the coalition of the FOP. He stated you need to know just for transparency stake that he also does the bargaining for the County and the City of St. Helens. He stated your police Officers Guild is absolutely against this proposal and he is going to point out, maybe bluntly for some of you, things that you've missed in bringing this initial exploratory to us. First of all, you will never rebuild a police department if you lose it. The startup costs in personnel, equipment and training you can't afford it and you will not be able to in our lifetime. If you give up your police department, you will not get it back. Secondly, in one of the things in the Sheriff's proposal, which unfortunately he only saw tonight, as it wasn't provided to the Guild in advance, is you need to ask the Sheriff if he's giving you the budget numbers based on his costs of his employees versus the costs in the St. Helens contract. As Justin very eloquently pointed out, your officers in the city are grossly underpaid. He wasn't involved in the negotiation of the prior existing collective bargaining agreement. There has to be major revisions to that and there has to be significant pay raises if you want to continue to keep people. In terms of retention, did you ask the Sheriff how many deputies have left the Sheriff's Office in the last five or six years, and why have those people left? You don't have that data in there.

Mayor Backus replied he does have that data.

Dan Thenell explained he is very frustrated that none of you have sought out the position of the Guild at this point before tonight. Your current employees do not want to become deputies of the Sheriff's Office. You presently have no one in the hiring process. You think you can do 24-hour policing with 12 people? You currently have five patrol officers., you've got a lieutenant, you've got one sergeant, you've got a chief that's not certified and is acting as a public safety director, and you have no one in the hiring process. It will take at least one year, if not closer to 18 months, to hire a brand new police officer, put them into the academy if you can get a close spot, put them through the DPSST Academy, put them through a fully compliant field training program, and if you need to add five or six people, he bets if you started with the Sheriff's Office tonight, you would not have a fully staffed police department in five years. Have you asked how many people in the hiring process does the Sheriff's Office have? Are they fully staffed? How long is the Sheriff's Office actually had 24/7 patrols? He doesn't think you've asked that question and he thinks you should. How many people could leave the Sheriff's Office before they would lose the ability to patrol the County outside of the areas 24 hours a day, seven days a week. Has anybody from this Council gone to Vernonia or Clatskanie to ask the small businesses and the teachers and the community members, are you seeing deputies enough? Are you seeing deputies as much as you've expected them under the contracts that

exist with the Sheriff's Office now, that hasn't been done from what I can tell. Some of you have thankfully talked about the bargaining relationship that exists between your current employees and what is going to happen if they go to the County. Are their vacation accruals going to be fair? Are they going to get credit for the years of service they serve with the City of Scappoose? Are they going to get credit for that longevity? Those are not guarantees. That's going to have to be bargained with the Sheriff's Deputies Association, who may or may not want to absorb these people. Has anybody from the Council reached out to the Deputy Sheriff's Association to see what their position is about incorporating potentially ten or twelve new employees into their Guild. That hasn't been done. As Justin pointed out, you've lost 25 police officers in 2014. He is sure some of you remember some of his prior statements on behalf of Guilds in the past. You've had bad leadership in the Police Department, which is attributed to that. If the City will get a good police chief and pay their officers close to market rate and stabilize their Police Department these issues will stop, but he thinks on behalf of the association, you're going to have to be brave and invest in your own Police Department. It's not going to work well if you try to contract with the Sheriff's Office.

Councilor Miller moved, and Councilor Holmes seconded the motion to extend the Council meeting past 9:00pm. Motion passed (7-0). Mayor Backus, aye; Council President Greisen, aye; Councilor Miller, aye; Councilor Santiago, aye; Councilor Holmes, aye; Councilor Lafrenz, aye; and Councilor Jacobs, aye.

Jeremy Hasenkamp explained he actually grew up in the area and went to Scappoose High School. He actually has been involved with the Police Department since about 1992, back when he was a cadet, and he came up through the ranks. What he has always noticed about Scappoose is that they've had a large majority of their police officers lived within the community and have participated in the community. There was a break, and then he went to the State Police, and he's seen that kind of change and when you look at the number of police officers that are left, it has been because of poor leadership and pay. There's a lot of guys that actually started in law enforcement in this area who have gone to metro agencies but still live in the area. He thinks had they gone back and the pay would have been commensurate and some of the opportunities that were there for Scappoose to be involved in other entities like there used to be in the days of the CENT Team and when we actually had drug teams, there would be a lot more longevity here in the department. He thinks there is a lot of repair to do to the Police Department. He thinks you have some very good staff here and he really thinks that before you go looking at other proposals, you should consider if Sheriff's Deputies are 15% above were Scappoose Police Officers, are he highly recommends paying them commensurate to that and seeing what you can build here with what you have. He explained he is in the private sector now and he thinks even his officers, that work armed security, are actually making more than your police officers with a lot less responsibility. He can't stress enough before you go looking at proposals, go within your Police Department, see what you can do to build a relationship there. You've got a lot of good staff there and he thinks now that some of the things have changed, you are going to retain more staff if you can fix the pay issue, you can also get a lot of folks who are trying to get out of the metro area to bring in laterals, to bring in more

experience, to help your officers that are out here.

Mayor Backus explained there was a study done on pay and it came back as comparable to other cities our size and we all understand that's not who we're competing with. We compete with Multnomah County, Columbia County, Washington County, St. Helens, and we get that. We understand that and we believe that that is a big issue. We also understand we have a budget and we're within it, but we want to do everything we can to fix that because retention is a big issue. He explained we heard a study that it's \$200,000 or more every time you lose an officer, and we get that we have had a lot of retention issues and pay. He explained we have over 80 plus police officers and safety living in our community that work elsewhere and they know it's a great area, and we get that as well. We want to build a strong safety police department that covers Scappoose. This was a discovery period of getting some information. We appreciate all the input. He explained we do read the Facebook comments also and see some input there, so we appreciate it. He explained he did hear a couple questions about getting at least some numbers from our local departments and just seeing. He asked Council if they are interested in any other information?

Councilor Holmes explained the ask would be is the information presented compelling enough to continue to go down this path of exploration, recognizing it does take our time and staff time to respond to these requests or do we feel we've learned enough and want to just focus on the PD right now, but also recognizing that we've got changing dynamics there as well. She explained she would like to know all of our options as we move forward, so she would be in favor of continuing to gather information just so we've got that option to fall back on if we would ever need it.

Mayor Backus stated to him this isn't just exploring whether we contract, it's exploring options for achieving. We have a bargaining coming up and if we do this, we have to figure out ways to improve our own department. Getting these numbers and finding out what it would take. We have a town meeting coming up and this is a possible subject, doing some surveys with the community, figuring out what the community is willing to pay for, because if we determine that they want that 24/7, then it is going to cost and then we would look within our budget, but our budgets only so thick that we are going to have to maybe look at a levy. He would be willing to listen to some more numbers and just seeing within our own department where we are, if there's ways that we can improve upon that.

Councilor Miller explained he thinks the phase two that we had always anticipated was to work with the Scappoose Police Department and get the numbers to see what apples to apples would look like so that we could do a side-by-side comparison to make sure that we're all on the same page, all talking about the same things. He thinks we do need to figure out though, like Council President Greisen said, what does 24/7/365 coverage mean. We need to define that. Does that mean that we have two on duty on patrol in the City limits at all times, or what exactly does that mean? Because that's going to shape our comparison and if we can do a side by side and get to 24/7/365 on duty coverage, whatever we define that means and then we can

put that out to everybody to see the side by side. He thinks that'll be the information that everybody needs to see to make an educated decision.

Mayor Backus would like to see 24/7/365 information. He would like to see within our budget and if our budget doesn't allow that, what will it take for us to get there?

Council President Greisen stated a couple different things just looking back at the 10-year timeline of the Police Department spending, it fluctuates that we are coming under by \$200,000 to sometimes \$1,000,000 on our spending. She thinks that if we can look at how we're projecting, she thinks that that can help us tighten up a little bit and figure out how we can offer more compensation consistently and not having those big fluctuations. She asked about the liability of it, the actual need for two officers physically working and not being on call. What does that mean in terms of safety for you or the need for that when responding to calls elsewhere. The reality doesn't seem to be everywhere and that's something that we're trying to make here. Is that really something that's doable if we do have this on call coverage or at least an officer is that as good as we can get, or should what more should we be?

Lieutenant Fluellen replied obviously if we have more officers three or four per shift, that would be great. To have more backup is not a bad thing. Going back to 24-hour coverage is a big thing. His calculation was incorporating himself and chief as working, you have pretty much three shifts on each side of the week from Sunday to Wednesday, that requires himself and the chief working, and also there's only three shifts from 7 to 7 for 24 hours that would get that coverage there. Definitely not ideal 100% when it comes down to it. He explained when you're talking about having an additional officer, an additional officer will give the opportunity when officers are tied up with a large criminal investigations such as the DUI that may take hours sometimes gives that officer opportunity to go ahead and have more officers still in the city while they process that criminal investigation, that makes sense and obviously having more backup with additional officers on scene is always a good thing for particular volatile situations that may change. He can tell you though for law enforcement from all across the country, it's challenged no matter where you go. He thinks in his personal opinion for being here over a year, retention when hiring good personnel to begin with he thinks we can start working towards that process to having good people service community here.

Councilor Santiago thanked everyone for their comments and stated this was very informative for her. She explained there's a lot of questions that came up and she thinks that was the purpose of the exercise, which is great. She is also hearing that we can invest in our own department, but there's a need for money. Whether we love our officers, it doesn't matter, it comes down to money. Do we have enough money to increase their pay 15%, 25% to 30%, because that's what she is hearing. She stated our officers have to make a living, she gets it, and we are competing with bigger cities and so ultimately, we need to figure out, which a comparison would be great, just to have the numbers. She explained for her it's just to make sure that we can budget an increase and invest in our department or to figure out what are the other options. She explained she is open to exploring knowing all of her options before making



a decision. She stated that we might have to go out for money/levy.

Councilor Lafrenz explained he appreciates the public coming out as it was very helpful getting that feedback. He wants to thank his fellow Councilors for exploring this option. He is not opposed to looking more into it, but just full disclosure this is not convincing enough to go in that direction. He would like to look a little bit more on how to support our current department.

Councilor Jacobs thanked everyone for coming out. She personally appreciates the public participation. It's what actually helps move government forward with the topic of tonight, so she is open for us understanding what our options are holistically. Being a member of this Council, we have a fiduciary responsibility to ensure that we are good stewards of our money and that we are adhering to public safety standards as well. She wants to understand what our options are if we were to contract so she is for exploring further based off input from the public as specifically a certain topics that Dan, who's with the Guild, had pointed out as well as a few others in the audience to just get more clarification, just to get more specific and we always did know that we need to do a side by side comparison and that we are at that point where we need to also do a comparison and understand where we currently are and where we need to go in order to be properly staffed and retain our Police Department here. She also understands that we need to come up with a definition of what 24/7 policing is and she thinks what she has heard is that there is a feeling that we would like to have two on shift to obtain 24/7. However, the reality in the profession is that that's not always the case. She would like to propose that we need to look at what a potential future would look like and what it would cost to have the ideal state of two on shift 24/7. What would that look like in terms of how long and what the cost would be versus what is more standard in the profession, what that looks like and how long it will take and how much that costs? She explained there is going to be a financial component and the community will be presented with what those financial components may or may not be and she looks forward to seeing the communities participation and dialogue when we present that because we are all in this together and we have to make the right decisions to get what we want. Thank you all for coming tonight.

Councilor Holmes stated she guesses if the general sentiment is to carry it forward, she would propose that she will go ahead and review the recording of the meeting and try to capture as many questions and additional points of information from Council discussion and everything that the public has brought here, she will work with staff to get that side by side comparison of kind of the max level of service and then maybe more practical level of service so that we can understand that. she would ask if her fellow Councilors have additional questions to maybe get those emailed to her by the end of the week. Her goal would be if the agenda allows the first meeting of March, that we would be able to make that additional round of information public and repeat this process and she hope the community can join us.

Acting City Manager Dave Sukau explained he has taken lots of notes. He thinks he understands the next steps. He thinks at this juncture this will be obviously City Manager Lehman and Interim Public Safety Director Jensen's work, but he is clearly hearing that we kind of want to



look at the coverage, how we can get there, and if we can't get there, what would they recommend that we do, what the cost of that would be so that you have a better understanding of that. We're coming into our budget season in the next few months, so those numbers will start to get pulled together. Clarity for timeline. He doesn't know what your next steps timeline are, if you're talking a couple months. He will say just speaking outside the box here he doesn't think that were going to be getting a chief on board with this current status. He doesn't know any chief who would have any desire to look this direction at the moment, but the CBA is another factor, and he is not 100% sure when that's coming in, but bargaining will affect costs and so once again that's another thing for us to consider. He stated there's a lot of moving parts, so he doesn't know how big of a hurry we are here, but he has lots of notes for them.

Mayor Backus recessed for a break at 9:19pm.

Mayor Backus reconvened the meeting at 9:31pm.

### **Grabhorn Park Discussion**

Public Works Director Dave Sukau went over the staff report. Prioritization of "Grabhorn Park" Development (note that Grabhorn Park has not been determined as an official name). In April of 2020, the City of Scappoose purchased a 9.54 acre parcel at 33306 NW E.J. Smith Rd. for the purpose of constructing a park facility. Upon completion of the real estate transaction, the City of Scappoose contracted with 3J Engineer's to design a conceptual plan of a park for the public to review. There were items included in the design that concerned some City Councilors and community residents. An Ad-hoc committee (GPAHC) was formed February of 2021 to review the design, determine the desired amenities and provide findings to the city's Parks and Recreation Committee and City Council. GPAHC completed their work in September of 2021. After presentation to Council, direction was given to staff to re-engage with the engineer to incorporate the feedback into the designs and provide phasing options for Council's consideration. In late September of 2022, city staff presented 3 optional designs to the Scappoose Park and Recreation Committee (SPRC) for their review. After many questions and answers between the SPRC and city staff, the committee presented a list of recommendations in May of 2023. In tandem with this project, the city has been working on a Parks Master Plan update with consultants from MIG. A component of the new master plan is to incorporate a design for the Grabhorn Park into the plan. Inclusion in the Parks Master Plan is a requirement for having a project be eligible for grant funding. On August 17th 2023, the Public Works Director met with the SPRC at one of their regular meetings to discuss an amenities list for all of the parks and finalize a design to incorporate into the new master plan. At the conclusion of that meeting, the attached exhibit was agreed upon as the baseline plan moving forward. Throughout the process of design and committee reviews, there have been some items of concern that will require additional levels of attention while moving through final design of the park. These items include but may not be limited to trees adjacent to the property, wetlands identified on the Northern portion of the parcel, need for utilities to pass through, floodplain restrictions, lack of desire by some for roadway connection to Veterans Park and funding

constraints. Immediate funding of this project will be a challenge for the city. While the property and preliminary designs have already been paid for, there are substantial costs necessary to complete the project. These costs include final design, wetland consultation services, wetland mitigation and construction.

The following is a combination of expenses occurred to date and estimates to complete the project:

- Land purchase \$730,000
- Title Fees \$14,220
- Preliminary design \$57,136
- Final design \$100,000
- Wetland consultant \$25,000
- Wetland mitigation \$177,000
- Construction \$3,272,519
- Total \$4,375,875

Funding for park construction is comprised of multiple potential sources. Those sources are the Park Fund, Parks SDC Fund, grants and loans. While the property and preliminary design have already been paid for, an additional estimated \$3.75 million will be required. Currently, the city only has approximately \$228,000 available for this project. The Local Government Grant Program (LGGP) would need to be utilized and a loan would be required to complete this project in the near future. The city has recognized the need for park funding and began a savings program within the Park Fund that sets aside \$50,000 per year for future park development. Park SDC's are received when new homes are constructed. Construction of new homes has been slow in recent years. This could likely be attributed to Covid, increased construction cost and increases in interest rates. It is also worth noting that the city depleted the funds when constructing Chief Concomly Park and is working to build these funds back. It has been widely discussed amongst City Council, staff and committees, that the city would like to utilize the LGGP for this project as was done to help fund Chief Concomly Park. This grant has a maximum request of \$1 million and would require a 40% match. There has been some urgency in getting the preliminary design and Parks Master Plan updated in an effort to meet a grant requirement for utilizing the purchase of the land as a grant match. This deadline must be met within 6 years of the purchase for eligibility. If this deadline cannot be met, additional fund matches would be required. The other consideration for completing this project is the potential need for a loan. If the city were successful in receiving a \$1,000,000 grant, an additional \$2.6 million +/- in loan funds would be necessary, based on the engineer's estimate of probable costs. An example loan of \$2,400,000 amortized over 20 years @ 5% interest would require an annual payment of \$195,000 +/- per year. It is also worth noting that baseball fields and other amenities have been discussed for future additions to this facility. These costs are not factored into the current budget and would be in addition to the previously presented financial scenario. City Staff is seeking Council's direction on next steps. Potential options for Council's consideration include:

Option A – Do nothing at this time and use the parcel as an open space park.

Option B – Move forward with final design of the park and continue to save money for construction.

Option C – Move forward with final design, apply for grant and pursue a loan for construction.

Option D – Redesign the park to utilize more economical amenities and reevaluate.

Option E – Other Council recommendations

Council and staff discussed Grabhorn Park and the possibility of applying for grants and taking on debt. They discussed all the options that were presented by staff.

Darlene Marquart, Scappoose, explained she heard staff and Council talking about a baseball area and a soccer area. She asked if they have thought of going to those organizations and asking them if they would donate to make those things happen?

Acting City Manager Dave Sukau replied those organizations have been brought into the discussion, but there is no commitment from them.

Councilor Lafrenz moved, and Councilor Santiago seconded the motion that Council approve Option A – Do nothing at this time and use the parcel as an open space park, until the Master Plan is complete. Motion passed (7-0). Mayor Backus, aye; Council President Greisen, aye; Councilor Miller, aye; Councilor Santiago, aye; Councilor Holmes, aye; Councilor Lafrenz, aye; and Councilor Jacobs, aye.

### **Announcements – information only**

#### **Calendar**

Mayor Backus went over the calendar.

### **Updates: City Manager, Police Department, Councilors, and Mayor**

Acting City Manager Dave Sukau thanked Council for trusting him with the honor of being interim city manager. He stated it has been fun and hopefully he brought some value. He went over the department reports and how they aren't formatted the same, as Council has talked about in the past.

Lieutenant Fluellen stated to Council thank you for having him here tonight. He knows it is a very difficult decision but thank you for considering a public safety and just doing the best for the Community. He stated it does not strike him as something that is an easy decision. He thanked Council for really thinking about that.

Councilor Jacobs thanked everyone who came out tonight. She thanked staff along with Dave for sitting in. She thanked Lieutenant Fluellen for being here and being professional throughout the course of this conversation and dialog. She really does appreciate him and how he shows up

to this difficult conversation. She thanked Councilor Holmes and Councilor Miller for exploring this difficult conversation and leading through this with courage.

Councilor Lafrenz thanked Lieutenant Fluellen and the Scappoose Police Department. He stated it is very clear seeing the community come out and voice their support for the Police Department and talk about how they do a lot of great things out there and they have a lot of support. He thanked the community members that came out as well.

Councilor Holmes thanked everyone for their time. She stated if they had put in all this work and nobody cared, that would really have been the disappointing thing, so she is glad they all are here. She did attend the League of Oregon Cities meeting. As she mentioned in Bay City, they have a quarterly meeting, and the next meeting will actually be the President's meeting and it will be held in St. Helens. She believes it's May 6<sup>th</sup> and it is usually over lunchtime between like 11am to 1pm, but she thinks there will be a good turn out and it is such a great opportunity to get together with other councilors, mayors, city managers, people from the planning commission at other communities that are dealing with very, very similar issues and challenges and opportunities as us. She would encourage those of you to mark your calendar and take advantage of it.

Councilor Miller thanked Lieutenant Fluellen for being here and answering the questions and dealing with the difficult conversation. He is looking forward to having a side by side to see what it would take to bring our Police Department to bring it to the same level 24/7/36, with two on duty in the City limits at all times and that that was always on a radar, phase two. He does think that it's important to have two on duty 24/7/365, and he does mean patrol in the City limits. He stated having done the job for six years and not having cover and working in rural county and making arrests when you're by yourself, it was a big no, no and he doesn't have to say, but it is for obvious reasons. He stated use of force goes up, liability goes up, when you're a solo officer trying to effect an arrest. It is not safe, so it is his expectation that this Council worked to try to figure out how we get 24/7/365 coverage on duty patrol inside City limits and great if it's keeping the current model, but we do need to do this exercise and see what both options look like. It's part of due diligence and hopefully we can find a way to keep it as is and be able to afford it to, but we do need to make it happen.

Councilor Santiago explained she would like to echo what all her fellow Councilors said. Thank you all to the community for showing up today and all of the testimonies were very informative, she does appreciate that. She is also for the two officers and she thinks it is also for safety and she was thinking if I was the spouse of a police officer that she would prefer that, and that would be one of her things to choose between this Police Department and the other police department knowing that they're getting paid the same, she would want her spouse to be safe and meaning that she would like them to have backup. That's why she would think having two officers on duty would be also a retention of officers as well. Hopefully we can get there, and it seems like the community is really for that and hopefully when it does come to coming up with the cost that we do get the support from the community as well. She does want to create a strong police department and she is looking forward to exploring what that looks

like, whether we keep it in or not, but we'll try to do best for our police officers.

Council President Greisen stated in regards to the police discussion she is very grateful that the next step is to look at what we currently have. It sounds like we need to do an internal reflection on our budgeting and how we can tighten that up and actually use the funds that were allotting towards the police department and how we can compensate in a better way, etc. She thinks that we have a big task with our bargaining coming up. She wished that we had looked internally before we looked to the Sheriff's Department. She thinks unfortunately we've set the tone in our community and with our Police Department that it might look like they're not doing a good job, or we don't care about them, etc., and that's hard to take back. Unfortunately, the phase two is now happening, but she is glad that it is. She stated it is not a surprise based upon her questions, she is very against contracting with the Sheriff's Department. She thinks that we need to hear from the voices of the people that currently are doing the job, and that voice has not been heard yet and she is hopeful that that voice will be tapped into in the future. She is grateful to the Scappoose Rural Fire District for partnering with the Scappoose School District during this January term to teach our students about fire protection and that industry and really promote that trade and having our students potentially go to school and learn how to do it and serve our own community here in Scappoose. She knows that the Police Department was once involved with that kind of a cadet program or early high school learners and she thinks that would be a great, lofty goal to have, but she is really, really grateful for the Fire District taking that on. She thinks one component that we've really missed in the police discussion is the potential of our Lieutenant and his ability to work himself up in the ranks and the mentorship that we have in terms of the opportunity with Brian Jensen. Unfortunately, Brian was on and off tonight, but he has a willingness and the ability as Councilor Holmes and Councilor Miller touched on his accolades last meeting, he comes with a plethora of knowledge and experience and if we can keep him here for some time, which he's willing to do, she thinks we can really rebuild internally and get to a really great place and that is her goal for the Police Department. She thanked Dave, as she did lean on him a couple of times in the last nine days, and he did an excellent job.

Council President Greisen read a letter she is submitting to Mayor Backus ~

"I am writing to inform you of my resignation from my position on the Scappoose City Council effective the 20th of February 2024, following the City Council meeting. Per the requirements of ORS 247.035, I will no longer be able to meet the condition of living within city limits. It has truly been an honor to serve on the council and represent our community for the last seven years. I would like to express my gratitude for the opportunities I have had while serving on City Council. It has truly been a privilege to work alongside our dedicated staff members over the years. I commend my fellow Councilors, past and present, for their commitment to improving the quality of life in our city. This position is certainly one that requires an abundance of responsibility. Thank you for the opportunity to serve the citizens of Scappoose. Please know that I am willing and able to support you and the Council in any capacity moving forward. I wish you all the best as you move through this once again transition. Sincerely,

Megan Greisen”

Mayor Backus thanked Megan for her service, and he appreciates her as she was a tremendous help over the past year. He thanked all the people that came and spoke tonight, it was really good to see that community involvement. He has been pushing that all year and, in every aspect, as he would like to see more involvement with our city. He stated to Lieutenant Fluellen that after hearing all the positive comments that people said about our Police Department, and they should be very proud of that.

### **Adjournment**

Mayor Backus adjourned the meeting at 10:15 pm.

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Mayor Joseph A. Backus

Attest:

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City Recorder Susan M. Reeves, MMC



“If I Were Mayor...”  
2023-24 OMA Student  
Contest  
**OFFICIAL ENTRY FORM**

Judging Criteria

(This form must accompany EVERY contest entry)

Judging of the local contest will be conducted by your city officials or other persons appointed by the mayor. A panel of Oregon mayors will judge the statewide entries. In selecting the winners, the judges will consider:

- ✓ *Creativity* – Does the student demonstrate curiosity and originality?
- ✓ *Clarity/Sincerity of Thought* – Is the submission well thought out and organized?
- ✓ *Proper Use of Grammar* – Does the submission contain proper spelling, grammar and punctuation?
- ✓ *Subject Relevancy* – Are the major points relevant to the role of a government leader? Does the student demonstrate an understanding of municipal government and the job of mayor?

*PLEASE PRINT CLEARLY - Fill in EVERY blank – One person per entry*

Student Name: Catania Fenstermaker Grade: 6

Home address: [REDACTED]

City/State/Zip: Scappoose, OR, 97056

School: Otto Petersen Sponsoring teacher: Emerson

Parent/Guardian Name: Virginia Fenstermaker

Email address: [REDACTED] Daytime phone: [REDACTED]

Signature of parent/guardian: (Required for students under age 18): [REDACTED]

Verification Statement: I hereby verify that the student whose name appears on this entry form produced the work submitted.

Signature of teacher or parent/guardian: [REDACTED]

Print name: Virginia Fenstermaker Relationship: Mom

Student's Last Name: Fenstermaker City Represented: Scappoose

Submissions must be accompanied by a completed entry form **and be received no later than:**

4:00pm on January 31, 2024

(LOCAL entry deadline date)

Send questions and/or electronic submission to:

sreeves@scappoose.gov or by calling 503-543-7146

(CITY email address to send entry to)

If I were mayor I would do a lot of things, but if I were to choose one, it would be to host a program with kids to help them learn about how their community works. The kids would travel to the sites around the town once a month to learn about that place, and how it influences the town. For example, they would go to the water facility, fire station, town hall, etc.

It would be a **6** month program. At the end of the program, they would meet up to talk about what they learned. The goal of this program is to introduce kids to the insights of how a town truly runs, and it would possibly inspire them to become a mayor or a leader one day.

When I was brainstorming, I thought of many unique ideas like a better dog park, improving the sporting fields, and more sidewalks. Then I thought, who would carry out the dog parks? Who would use the new sporting fields? Who would walk on those sidewalks? The next generation of kids!

So I thought to myself, why not make a program to boost the next generation into being good citizens and leaders. The kids would get to know the ins and outs of how the community they live in runs. I chose this over all of the other ideas because I truly want kids to be inspired by what they learn and feel like they can contribute to their town.

The program would be a **6** month program, where once a month **10-15** kids would visit a city site with their mayor and learn about how that site influences their community. [For example in Scappoose it could be going to the fire station one month then going to the library next.] To apply, you must fill out a form to give to you mayor. After the end of every **6** months, a new application process could begin.

The 6 sites that could be visited would be the Library, Fire/Police Station, Water Facility, Electricity Plant, City Hall, and a landmark/historic site of your choice. At the end, the kids would discuss together what they learned in the program. For example, in Scappoose, one month you could visit the water facility, and the next visit the library, and so on.

The targeted benefit is that kids feel like they know the characteristics of the city, and how they can contribute to the community. The other benefits are that the kids become leaders in their community, and to have a connection with the mayor of their town. That means the next generation will help shape a bright future for their town. Plus the fact that we would be able to see the next generation of citizens. The kids will hopefully bring the community together, not just now, but in a lasting bond.

In conclusion, I believe that this program will empower the next generation to become leaders, whether that's a mayor, a governor, and even a president. To my knowledge, there is no other program in Oregon like this. The power of just a **6** month program, once a month, can make a difference, not in just one life, but a community, a nation, and a world.



*"If I Were Mayor..."*  
2023-24 OMA Student  
Contest  
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- ✓ **Proper Use of Grammar** – Does the submission contain proper spelling, grammar and punctuation?
- ✓ **Subject Relevancy** – Are the major points relevant to the role of a government leader? Does the student demonstrate an understanding of municipal government and the job of mayor?

**PLEASE PRINT CLEARLY - Fill in EVERY blank – One person per entry**

**Student Name:** REMI LANE **Grade:** 6<sup>th</sup>

**Home address:** [REDACTED]

**City/State/Zip:** SCAPPOOSE, OR 97056

**School:** OTTO PETERSEN ELEMENTARY **Sponsoring teacher:** [REDACTED]

**Parent/Guardian Name:** TASHA THOMPSON

**Email address:** [REDACTED] **Daytime phone:** [REDACTED]

**Signature of parent/guardian:** (Required for students under age 18) [REDACTED]

**Verification Statement:** I hereby verify that the student whose name appears on this entry form produced the work submitted.

**Signature of teacher or parent/guardian:** [REDACTED]

**Print name:** TASHA THOMPSON **Relationship:** Mom

**Student's Last Name:** LANE **City Represented:** SCAPPOOSE

Submissions must be accompanied by a completed entry form and be received no later than:

4:00pm on January 31, 2024

(LOCAL entry deadline date)

Send questions and/or electronic submission to:

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(CITY email address to send entry to)

# If I Were Mayor of Scappoose

The Mayor of Scappoose helps with a lot of problems but there are still some that I think we could fix if we just work as a community. Some things that I think we could help with are deforestation, using less plastic, and having better habitats for animals. We could also add some fun events. If we work as a community we could start a tree planting group, or a trash pickup group. We can do so many things to help but we just don't realize that, if we plant one little bush or pick up one piece of trash it could help our community be healthier than it is today.

One thing that I really love is animals and I want them to have good healthy habitats. I think if we figure out a different way to make paper it would help so much, plus trees make lots of oxygen for us to live and animals. Another idea is if we block off certain areas where people can't cut trees or hunt lots of wildlife then that would be good for animals and would cause less deforestation.

Another way we could help Scappoose is using less plastic. Plastic gets everywhere such as the oceans, lakes, rivers, and just sitting on the side of the street. If we use less plastic then there would be less chemicals in the air that could make you sick. One example is to ban stores from using plastic bags that they still use in the produce section. Another example would be not making or selling so many one use water bottles. These things will also help animals from dying by eating the plastic or getting trapped in it. We can also get rid of paper bags and require the use of reusable bags because you need trees for paper and the more paper we make the more trees get cut down. We could also create a trash pickup group and that could happen once every month or two months.

One of the events that we could create in our community is a firework show for the Fourth of July. I think if we add a firework show everyone would have lots of fun, and it would get lots of the community together. Another event that we could add is a Holiday Decorating Contest for Christmas and Halloween. If we did that it would make our community more bright, festive, and it would get lots of the community together and involved in the holidays.

I think if we incorporated these things in our community it would make it better. They would make everyone feel more involved and connected. I think that it would make Scappoose feel and look so much brighter and a better place to live. That's what I would do if I were Mayor of Scappoose.



*"If I Were Mayor..."*  
2023-24 OMA Student  
Contest  
**OFFICIAL ENTRY FORM**

**RECEIVED**  
FEB 13 2024

Judging Criteria

(This form must accompany EVERY contest entry)

Judging of the local contest will be conducted by your city officials or other persons appointed by the mayor. A panel of Oregon mayors will judge the statewide entries. In selecting the winners, the judges will consider:

- ✓ *Creativity* – Does the student demonstrate curiosity and originality?
- ✓ *Clarity/Sincerity of Thought* – Is the submission well thought out and organized?
- ✓ *Proper Use of Grammar* – Does the submission contain proper spelling, grammar and punctuation?
- ✓ *Subject Relevancy* – Are the major points relevant to the role of a government leader? Does the student demonstrate an understanding of municipal government and the job of mayor?

**PLEASE PRINT CLEARLY - Fill in EVERY blank – One person per entry**

Student Name: Conrad Heiges Grade: 8<sup>th</sup>

Home address: [REDACTED]

City/State/Zip: Scappoose, OR 97056

School: Scappoose Middle School Sponsoring teacher: \_\_\_\_\_

Parent/Guardian Name: Alicia Heiges

Email address: [REDACTED] Daytime phone: [REDACTED]

Signature of parent/guardian: (Required for students under age 18): [REDACTED]

Verification Statement: I hereby verify that the student whose name appears on this entry form produced the work submitted.

Signature of teacher or parent/guardian: [REDACTED]

Print name: Alicia Heiges Relationship: mother

Student's Last Name: Heiges City Represented: Scappoose

Submissions must be accompanied by a completed entry form and be received no later than:

4:00pm on January 31, 2024

(LOCAL entry deadline date)

Send questions and/or electronic submission to:

sreeves@scappoose.gov or by calling 503-543 7146

(CITY email address to send entry to)

February 12<sup>th</sup>, 2024  
Conrad Heiges  
Scappoose Middle School

Greetings my name is Conrad Heiges, I am thirteen years old and I am in eighth grade. If I was the mayor of Scappoose, my top priority would be the community's safety and wellbeing. I am going to try to accomplish this with a few things that I feel would make the town look better, while also making it safer for the community.

I feel that the sidewalks should still remain a priority. I would repair the sidewalks that are owned by the city and I would encourage land owners to build or repair the sidewalks on their land. I have seen firsthand in places that don't have sidewalks; they are more prone to slipping and people parking their cars, which makes it unsafe. One of those places is around the middle school, mostly because that is where kids are walking.

I know that water is very important, everyone needs it, and that is why I want to make sure that the water is clean and safe to drink. I have noticed that the water in Scappoose has been at the threshold for the contaminants found in the water for a year, according to the Scappoose Water Quality Report. I would like to improve it by removing more of the contaminants while also using the minimal amount of chemicals.

I would want to make sure that the city manager keeps track of concerns and complaints from the citizens with the intention of resolving the issue. For example, making sure all of the buildings have proper occupancy permits to help ensure the safety and well-being of the community. I would try to accomplish this by having people check on the buildings periodically to make sure that all of the buildings are in compliance. The purpose of an occupancy permit is to know the building has been inspected and complies with codes, regulations, and laws. It also tells you how many people can be in a building at once.

As a mayor, I would encourage some investors into building commercial buildings for small businesses or for businesses that are just starting out. I want to accomplish this because there aren't enough commercial buildings for businesses to operate and grow. If you want more money for the city, you need more businesses to bring in more people. Along the same topic, I would also want to add a strip mall that consist of a bunch of businesses. This would hopefully bring in more people as well as have more places for kids to hangout.

Overall, if I were the mayor of Scappoose, my main goals would be to improve the safety and well-being of the community, ensure clean and safe water for all, and encourage the development of more commercial buildings and businesses in order to help Scappoose grow as a community.



*"If I Were Mayor..."*  
2023-24 OMA Student  
Contest  
**OFFICIAL ENTRY FORM**

Judging Criteria

(This form must accompany EVERY contest entry)

Judging of the local contest will be conducted by your city officials or other persons appointed by the mayor. A panel of Oregon mayors will judge the statewide entries. In selecting the winners, the judges will consider:

- ✓ *Creativity* Does the student demonstrate curiosity and originality?
- ✓ *Clarity/Sincerity of Thought* Is the submission well thought out and organized?
- ✓ *Proper Use of Grammar* Does the submission contain proper spelling, grammar and punctuation?
- ✓ *Subject Relevancy* – Are the major points relevant to the role of a government leader? Does the student demonstrate an understanding of municipal government and the job of mayor?

*PLEASE PRINT CLEARLY - Fill in EVERY blank – One person per entry*

Student Name: Lila Ramos Grade: 4th

Home address:

School: Otto Peterson Sponsoring teacher: Ms Mitchell

Parent/Guardian Name: Angie Ramos

Email address: [REDACTED] Daytime phone: [REDACTED]

Signature of parent/guardian: (Required for students under age 18): [REDACTED]

Verification Statement: I hereby verify that the student whose name appears on this entry form produced the work submitted.

Signature of teacher or parent/guardian: [REDACTED]

Print name: Angie Ramos Relationship: Mother

Student's Last Name: Ramos City Represented: Scappoose

Submissions must be accompanied by a completed entry form and be received no later than:

4:00pm on January 31, 2024

(LOCAL entry deadline date)

Send questions and/or electronic submission to:

sreeves@scappoose.gov or by calling 503-543-7146

(CITY email address to send entry to)

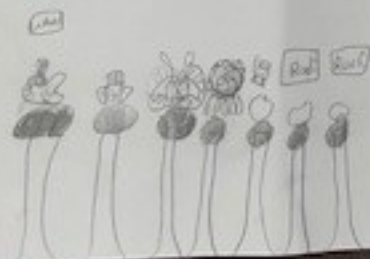
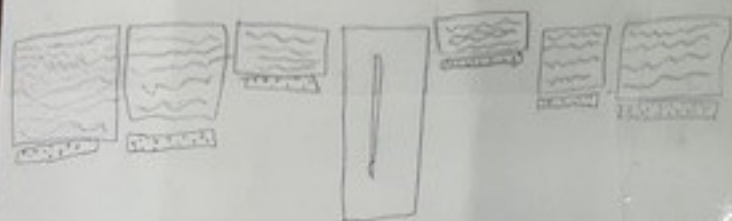
Dear mr mayor I have created and drawn out a scappoose history museum. It has a sea life section and is an art filed place.As you can see next to the informal words and paragraphs we have braille for blind people. I'd like you to know this is compleletly made up from my own fourth grade mind.As you can see on the bottom of the poster we have a real Indian bow. Which in my imagination we would ship in and frame in the museum. We would have many texts in the museum abut Grand Ronde tribe and how the tribe is located near Salem. We have many post in the museum that would hold completely off limits for touching statues.We could also have a couple paintings in the museum.In conclusion I believe that this museum would be a great addition to our community since I didn't know much about the grand Ronde tribes until I had the opportunity to learn about them.

Sincerely,

Lila Ramos  
Ms. Mitchell  
4th Grade

WELCOME

WELCOME



WELCOME

to the London Living

Museum!





**SCAPPOOSE**  
*Oregon*

**RESOLUTION NO. 24-02**

**A RESOLUTION DECLARING A VACANT POSITION ON THE  
CITY COUNCIL FOR THE CITY OF SCAPPOOSE**

**WHEREAS**, Council President Megan Greisen, resigned her position effective February 20, 2024, following the Council meeting, as an elected City Councilor; and

**WHEREAS**, the Scappoose City Charter, Section 25 - What Creates A Vacancy, states "the City Council shall declare an elective office vacant upon: ...(d) resignation"; and

**WHEREAS**, the Scappoose City Charter, Section 26 - Filling of Vacancies, states "Vacant elective City offices shall be filled by appointment by a majority vote of the remaining members of Council. The appointee shall serve immediately on appointment and shall continue until the beginning of the year following the next general biennial election occurring more than 100 days after the appointment. At that election, a successor shall be elected to fill the unexpired term, if any, of the predecessor in office of the appointee";

**NOW THEREFORE BE IT RESOLVED:**

**Section 1:** Council accepts Council President Megan Greisen's resignation.

**Section 2:** Council declares Megan Greisen's position vacant and that it shall be filled by appointment as provided by law.

**Section 3:** This Resolution shall take effect upon its passage and approval.

**PASSED AND APPROVED** by the Scappoose City Council and signed by me, and the City Recorder, in authentication of its passage this \_\_\_\_ day of February, 2024.

**CITY OF SCAPPOOSE, OREGON**

\_\_\_\_\_  
Mayor Joseph A. Backus

Attest: \_\_\_\_\_  
City Recorder Susan M. Reeves, MMC

## City of Scappoose

### Council Action & Status Report

---

**Date Submitted:** February 13, 2024

**Agenda Date Requested:** February 20, 2024

**To:** Scappoose City Council

**From:** Laurie Joseph, Community Development Director

**Subject:** Ordinance 917 - Adoption of the 2024 Scappoose Parks, Trails and Open Space Plan and associated Comprehensive Plan text amendments

**Type of Action Requested:**

[     ]	Resolution	[   X ]	Ordinance
[     ]	Formal Action	[     ]	Report Only

**Issue:** The City is proposing adoption of the 2024 Scappoose Parks, Trails and Open Space Plan and associated Comprehensive Plan text amendments (CPTA1-23). On February 8, 2024, the Planning Commission held a public hearing on the request and voted unanimously to recommend approval of the legislative land use application to City Council.

**Analysis:** Over the past year, the City of Scappoose has developed an update to the adopted 2017 Parks Trails and Open Space Plan based on a technical analysis of the park system and community and stakeholder feedback. The planning process consisted of five phases; evaluation of existing conditions, identification of park needs, updates to policies and projects, creation of an action plan, and lastly, development and adoption of the Plan. The 2024 Parks, Trails, and Open Space Plan will be the Parks and Recreation element of the City's Comprehensive Plan and prepares Scappoose to address its parks and recreational needs within its urban growth boundary over the next 20 years.

As stated in the Plan, the Parks, Trails, and Open Space Plan sets a renewed direction for the City of Scappoose's parks and recreation system. This Plan presents the long-term

vision and strategy for the future of parks, trails, open space, natural areas, recreation facilities, programs, and related services.

The City last updated its Parks, Trails, and Open Space Plan in 2017. Since then, parkland acquisitions, shifts in funding and staffing levels, changing demographics, aging recreation amenities, and new emerging community priorities require focused attention and a guiding framework.

Specifically, this plan update:

- Provides an updated inventory of parks and facilities, as well as a review of the existing strengths and weaknesses of the system.
- Describes the planning context, including a demographic profile and current levels of service.
- Identifies new or emerging park needs and opportunities for the park system, particularly those resulting from a growing community.
- Recommends projects and actions to meet community needs and create efficiencies across the system.
- Prioritizes a set of recommendations to guide future implementation.

Scappoose residents were directly involved in identifying system-wide needs and suggesting ideas and priorities to carry out the Plan. The community engagement process involved a variety of activities designed to understand community preferences and needs. Outreach included several pop-up events during the Fall of 2022, a citywide online survey, and an interactive work session at the Spring 2023 Annual Town Meeting. The Scappoose Parks and Recreation Committee (SPRC), Planning Commission, and City Council also provided input throughout the planning process and guided development of the Plan.

Adoption of the Plan would also be accompanied by amendments to the Comprehensive Plan text, which can be seen in **Exhibit B** of Ordinance 917. The most significant of the text amendments is the replacement of all of the existing Parks, Trails and Open Space goals and policies, which are proposed in order to better reflect the vision that Scappoose has for its park system.

The Planning Commission held a public hearing regarding this request on February 8, 2024. The Commission unanimously voted to forward a recommendation of approval to the City Council. An ordinance to enact these changes is attached for the Council's consideration.

**Fiscal Impact:** There is no fiscal impact associated with adoption of the Plan and the Comprehensive Plan text amendments. Execution of the Plan would involve future



expenditures related to improvement of existing parks or construction of new parks; however, the cost and timing of those expenditures is unknown at this time.

**Options:**

1. Approve the application, adopt the findings in the CPTA1-23 Planning Commission staff report dated February 1, 2024, and adopt Ordinance 917, as proposed or as amended.
2. Adopt findings demonstrating that the application does not comply with the Scappoose Municipal Code and deny the application.

**Recommendation:** Staff recommends that the Council approve the application and adopt Ordinance 917, as presented.

**Suggested Motions:**

1. I move that Council adopt Ordinance 917, approving the application, and adopt the findings in CPTA1-23 Planning Commission staff report, dated February 1, 2024.

*(if the first motion passes, make the second motion below)*

2. I move that the Council adopt Ordinance 917, as presented.

**Please find attached:**

Ordinance 917, with exhibits:

Exhibit A: 2024 Scappoose Parks, Trails, and Open Space Plan

Exhibit B: Proposed Comprehensive Plan Text Amendments

Exhibit C: Planning Commission staff report, dated February 1, 2024 (Please note that the exhibits to this staff report are not included again since they are provided as exhibits to the ordinance already)

## **ORDINANCE NO. 917**

**AN ORDINANCE ADOPTING THE 2024 SCAPPOOSE PARKS, TRAILS AND OPEN SPACE PLAN; AMENDING THE INVENTORIES SECTION OF THE SCAPPOOSE COMPREHENSIVE PLAN; UPDATING THE PARKS, TRAILS AND OPEN SPACE GOALS AND POLICIES OF THE SCAPPOOSE COMPREHENSIVE PLAN; AND REPLACING APPENDIX K OF THE SCAPPOOSE COMPREHENSIVE PLAN**

**WHEREAS**, the City of Scappoose last updated its Parks Master Plan in 2017; and

**WHEREAS**, the proposed 2024 Scappoose Parks, Trails and Open Space Plan will be the parks and recreation element of the city's Comprehensive Plan and prepares Scappoose for accommodating recreational needs within its urban growth boundary for the next 20 years; and

**WHEREAS**, the development of the 2024 Scappoose Parks, Trails and Open Space Plan included citizen involvement in the form of five meetings of the Scappoose Parks and Recreation Committee who served as the Advisory Committee for the Plan update, several pop-up events during the Fall of 2022, an interactive work session with community members at the 2023 Annual Town Meeting, a community wide survey, and two joint work sessions with City Council and Planning Commission; and

**WHEREAS**, appropriate legal and public notices have been provided as required by law; and

**WHEREAS**, the Planning Commission held a hearing on the application on February 8, 2024, and the City Council held a hearing on the application on February 20, 2024; now therefore,

### **THE CITY OF SCAPPOOSE ORDAINS AS FOLLOWS:**

**Section 1.** The Scappoose Parks, Trails and Open Space Plan dated January 2024, a copy of which is on file with the City Recorder and included as Exhibit A to this ordinance, is hereby adopted as Appendix K of the Scappoose Comprehensive Plan.

**Section 2.** The Scappoose Comprehensive Plan text is hereby amended as indicated in Exhibit B, attached hereto and hereby incorporated by reference.

**Section 3.** The City of Scappoose adopts the findings and conclusions contained in the Planning Commission staff report dated February 1, 2024, attached to this ordinance as Exhibit C, and hereby incorporated by reference, as the basis in support of this ordinance.

**Section 4.** In the event that any provision of this ordinance is determined by a court of competent jurisdiction to be invalid, or unenforceable, such invalid provision shall be severed and the remaining provisions of the ordinance that have not been held invalid or unenforceable shall continue to be valid and enforceable to the fullest extent permitted by law.

**PASSED AND ADOPTED** by the City Council this \_\_\_\_ day of March 2024, and signed by me in authentication of its passage.

**CITY OF SCAPPOOSE, OREGON**

---

Mayor Joseph A. Backus

First Reading: February 20, 2024

Second Reading:

Attest: \_\_\_\_\_  
City Recorder Susan M. Reeves, MMC

DRAFT





EXHIBIT A

CITY OF SCAPPOOSE

# Parks, Trails, & Open Space Plan

Hearings Draft  
January 2024





# Acknowledgments

This Plan reflects the values and future vision of the Scappoose community. We appreciate the guidance and involvement of the Scappoose City Council, Planning Commission, Parks and Recreation Committee, Project Management Team and City staff, and all the involved and engaged community members who shared their time, energy, and ideas for this Plan.

## City Council

Mayor Joe Backus

Megan Greisen, Council President

Peter McHugh, Councilor

Tyler Miller, Councilor

Jeannet Santiago, Councilor

Kim Homes, Councilor

Andrew LaFrenz, Councilor

Marisa Jacobs, Councilor

## Planning Commission

Scott Jensen, Chair

Bill Blank, Vice Chair

Bruce Shoemaker, Member

Rita Bernhard, Member

Monica Ahlers, Member

Ty Bailey, Member

Harlow Vernwald, Alternate Member

## Parks and Recreation Committee

JJ Duehren

Ian Holzworth

Paul Fidrych

Michael Sykes

Bryan Hammond

Terry Brooks

Elizabeth Meinke

Cara Heinze (*former*)

## Project Management Team

Dave Sukau, Public Works Director

Charlotte Baker, Public Works Contract Administrator

Alexandra Rains, City Manager

Isaac Butman, Assistant to the City Manager

Huell White, Assistant to the Public Works Director (*former*)

## Prepared By



[migcom.com](http://migcom.com)



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Appendix A. Park and Facility Inventory

Appendix B. Public Outreach Results

Appendix C. Capital Improvement Plan

Appendix D. Funding Opportunities

Appendix E. Proposed Vision, Goals, Policies & Actions

# INTRODUCTION

This Parks, Trails, and Open Space Plan (the Plan) reaffirms the direction for the City of Scappoose’s system of parks, recreation facilities, and open space. The Plan provides a cohesive vision, with goals, strategies, and objectives based on community input and analysis. The Plan inventories existing parks and facilities, identifies community needs, and directs funding and investment over the next twenty years.

## Purpose of the Plan

The Parks, Trails, and Open Space Plan sets a renewed direction for the City of Scappoose’s parks and recreation system. This Plan presents the long-term vision and strategy for the future of parks, trails, open space, natural areas, recreation facilities, programs, and related services for the next 20 years.

The City last updated its Parks, Trails, and Open Space Plan in 2017. Since then, parkland acquisitions, shifts in funding and staffing levels, changing demographics, aging recreation amenities, and new emerging community priorities require focused attention and a guiding framework. Specifically, this plan update:

- Provides an updated inventory of parks and facilities, as well as a review of the existing strengths and weaknesses of the system.
- Describes the planning context, including a demographic profile and current levels of service.
- Identifies new or emerging park needs and opportunities for the park system, particularly those resulting from a growing community.
- Recommends projects and actions to meet community needs and create efficiencies across the system.
- Prioritizes a set of recommendations to guide future implementation.

## Planning Process

Over the past year, the City of Scappoose has developed an updated Plan based on community and stakeholder input and a technical analysis of the park system. The planning process consisted of five phases.

Figure 1-1: Planning Process



The Plan update kicked off in the summer of 2022 with an inventory and analysis of the existing park system. This included a strengths, opportunities, weaknesses, and challenges analysis and an update of the parks and

open space inventory to include acquisitions and developments that have been added since the last plan update. Phase two included an online community-wide survey to gain insights on the recreation opportunities and needs in Scappoose. This was combined with a technical analysis of the existing level of service and park access to document gaps in the system. Phase three work included identifying the vision, goals, and objectives that make up the framework of the Plan and drafting specific site recommendations based on community and decision-maker input. Recommendations for the City's park sites informed an action plan that includes a capital improvement plan along with a framework for prioritizing future improvement and strategies for funding and implementation. The final phase of the Plan process includes the development, review, and adoption of the Plan.

Scappoose residents were directly involved in identifying system-wide needs and suggesting ideas and priorities to carry out the Plan. The community engagement process involved a variety of activities designed to understand community preferences and needs. Outreach included several pop-up events during the Fall of 2022, a citywide online survey, and an interactive work session at the Spring 2023 Annual Town Meeting. The Scappoose Parks and Recreation Committee (SPRC), Planning Commission, and City Council also provided input throughout the planning process and guided development of the Plan.

## **Related and Concurrent Plans**

The Parks, Trails, and Open Space Plan is not a standalone document, but rather an effort to integrate park planning with many other Citywide visions. The Plan works in concert with both Citywide and site-specific efforts to achieve shared goals. Updating the Plan fulfills one of the City Council's main goals as the community works to establish a long-term vision for Scappoose. Planning for the parks system supports other Council goals, including promoting and supporting county-wide tourism and supporting public art. The Plan is intended to be complementary to achieve the goals and vision set forth in the following guiding plans and documents:

- City of Scappoose Comprehensive Plan (2018). The City of Scappoose Comprehensive Plan, adopted in 2018, is a guide for land use, transportation, infrastructure, and other investments within the City.
- Transportation System Plan (2016). As the transportation element of the adopted Comprehensive Plan, the TSP embodies the community's vision for an equitable and efficient transportation system. The TSP outlines strategies and projects that are important for protecting and enhancing the quality of life in Scappoose over the next 20 years.
- Housing Capacity Analysis (2023). Forecasts housing needs within the City of Scappoose over the next 20 years.
- The 50-Year Plan, the long-term community vision for how Scappoose will grow in the future. The analysis and outcomes of the Parks Plan were considered a part of this multi-phase project that is expected to conclude in Fall 2024.
- The Crown Zellerbach Trail Development Concept Plan (2007), which establishes that the Crown Zellerbach (Crown Z) Trail will be jointly development and managed in partnership between Columbia County and the cities and agencies that own and/or manage lands that the trail crosses.
- The Grabhorn Property site conceptual plan. The City's process for developing a site plan for this new park helped identify a final design for the future park site, which is now incorporated into the Parks Plan.
- Vista Park Conceptual Plan (2019) was developed with assistance from a National Parks Service Rivers, Trails & Conservation Assistance Program grant. This conceptual plan lays out steps to develop a "trail park" and informed discussions around desired improvements.

The City also collaborates with the Scappoose Bay Watershed Council (SBWC) on restoration projects on a five-mile stretch of South Scappoose Creek that flows through the City. This creek segment was identified as a priority for further assessment due to local concerns about erosion and flooding and the opportunities to enhance conditions for salmon and other organisms that rely on a high-quality aquatic habitat. Restoration projects are detailed in the 2009 South Scappoose Creek Assessment and Restoration Plan and include riparian plantings, fish passage projects, and controlled public access.

## Plan Overview

**Chapter 1. Introduction** outlines the purpose of the Plan, how it relates to other City efforts, the planning process, and Plan organization.

**Chapter 2. Scappoose's Park and Recreation Assets** provides an overview of the existing parks and recreation facilities managed by the City.

**Chapter 3. Needs Assessment** incorporates extensive community engagement, presents unique opportunities for system enhancements, and reviews the park and recreation system needs.

**Chapter 4. Recommendations** conveys the park system vision framework, goals, and policies established by the community and presents the future vision for existing and proposed parks and trails in Scappoose.

**Chapter 5. Implementation** discusses the 10-year capital improvement plan and a 5-year action plan for priority short term projects, as well as prioritization criteria, funding strategies, and other implementation considerations.

**Appendix A. Park and Facility Inventory** summarizes and classifies existing park and facility data.

**Appendix B. Public Outreach Results** presents the full results from community outreach activities.

**Appendix C. Capital Improvement Plan** introduces planning level cost estimates and phased implementation for identified projects.

**Appendix D. Funding Opportunities** provides options for implementing the desired system improvements.

**Appendix E. Proposed Vision, Goals, Policies & Actions** includes guiding policy language and related actions the City can take to achieve the desired future embodied in this Plan.





# COMMUNITY ASSETS

Scappoose's park system currently has a collection of trails, developed parks, and open space that provide basic recreational services to the community. Parks complement neighborhoods with places for people to connect with family, friends, and neighbors. They provide safe places for children to play and learn, they support healthy living, and they promote civic engagement and tourism.

This section of the Plan serves to identify and describe developed park spaces, and to identify property with the potential to become part of the Scappoose Park System. These properties could be used for a variety of uses based on their location, attributes, and size. Potential uses for the properties should be evaluated based on location and available amenities at other surrounding parks.

## Parks and Trails

Scappoose residents have access to several different types of parks and natural areas that contribute to community livability and identity, as well as a host of environmental and natural system benefits. All of these sites provide various types of recreational opportunities for the community with different types of amenities. Appendix A provides a complete inventory of the system.





## Park Classification

The City of Scappoose classifies parks to distinguish them by their function. A park's classification considers the purpose or intent of the site, factoring in characteristics such as size, use, service area, and available amenities and facilities. Categorization helps park planners make decisions about the right amount of development, types of facilities, and levels of park maintenance and programming based on the purpose for each park type. The City's previous classification system has been updated to divide Scappoose's parks into five classifications.



**Community Parks.** These are mid-size parks that support sports, specialized facilities, group gatherings, and programmable space for the entire community or a portion of the city.



**Neighborhood Parks.** Provide essential close-to-home recreation opportunities within walking and biking distance for nearby neighbors without crossing major thoroughfares.



**Linear Parks and Trails.** A linear park/trail is a trail corridor, trailhead, or greenway corridor that may parallel other linear features, such as rivers, streams, roads, highways, and utility corridors. These sites primarily support trail-related recreation, and secondarily may support other benefits such as supporting ecological functions and wildlife habitat.



**Special Use Sites.** These sites are stand-alone or single-purpose sites that support unique recreation opportunities or specialized recreation facilities serving all or most of the Scappoose community.



**Undeveloped Parkland.** Acquired land intended to be developed as a park in the future. These sites are not currently maintained to support park use.



## COMMUNITY PARKS

Facilities that provide a variety of both active and passive recreation opportunities such as group picnic areas and large shelters, sports fields and courts, children's play areas, pathways, green space, event space, restrooms, on-site parking, and similar support amenities for longer site visits. These sites often include unique recreation features such as skateparks, community gardens, splash pads, and dog parks. They may include specialized facilities such as community centers, swimming pools, or adjacent museums, libraries, and city offices.

Community parks serve multiple neighborhoods within approximately 15 minutes driving time and ideally should be easily accessible to the entire community. They typically accommodate large numbers of people and require additional facilities like off-street parking and restrooms. They may also meet neighborhood needs for residents that live within walking or biking distance.

**Typical Size:** 10+ acres

**Typical Service Area:** 2 miles

**Examples:** Veterans Park, Heritage Park

## NEIGHBORHOOD PARKS

Playground, sports court or other active use facility, multi-use open grass areas, picnic tables, neighborhood and family gathering space. Some sites may potentially include other small-footprint recreation features.

**Typical Size:** 2-3 acres

**Typical Service Area:** ¼ to ½ mile (5 to 10-minute walk)

**Examples:** Miller Park, Creekview Park, Chief Concomly Park

## LINEAR PARKS / TRAILS

Soft- or hard-surfaced paths, single-purpose or multi-use paths that support recreation, park access, connectivity, and active transportation. Trailheads may include restrooms, bike racks and repair stations, benches, picnic tables and parking but amenities and services will vary.

**Typical Size:** Varies depending on length of trail and width of corridor.

**Typical Service Area:** 1/2 mile or walking/biking distance from linear parks (trail corridors); 2 miles driving distance from trailheads.

**Examples:** Crown Z Trail, Trtek Trailhead

## SPECIAL USE SITES

Stand-alone major facilities and buildings, river access facilities, urban plazas, dog parks, etc. Amenities and services will vary across sites. These may be programmable sites. Some special use sites may also meet neighborhood needs for residents that live within walking or biking distance.

*Typical Size:* Varies depending on use.

*Typical Service Area:* 2+ miles to citywide

*Examples:* Chapman Landing



## UNDEVELOPED PARKLAND

These sites do not typically contain any facilities. Site may have natural features and facilities associated with non-park uses (e.g., water towers). These sites will be reclassified when developed based on their future park function.

*Typical Size:* Depends on purpose of acquisition.

*Typical Service Area:* Depends on purpose of acquisition.

*Examples:* Vista Property, Commerce Drive Property, Grabhorn Property



## Park and Trail Summary

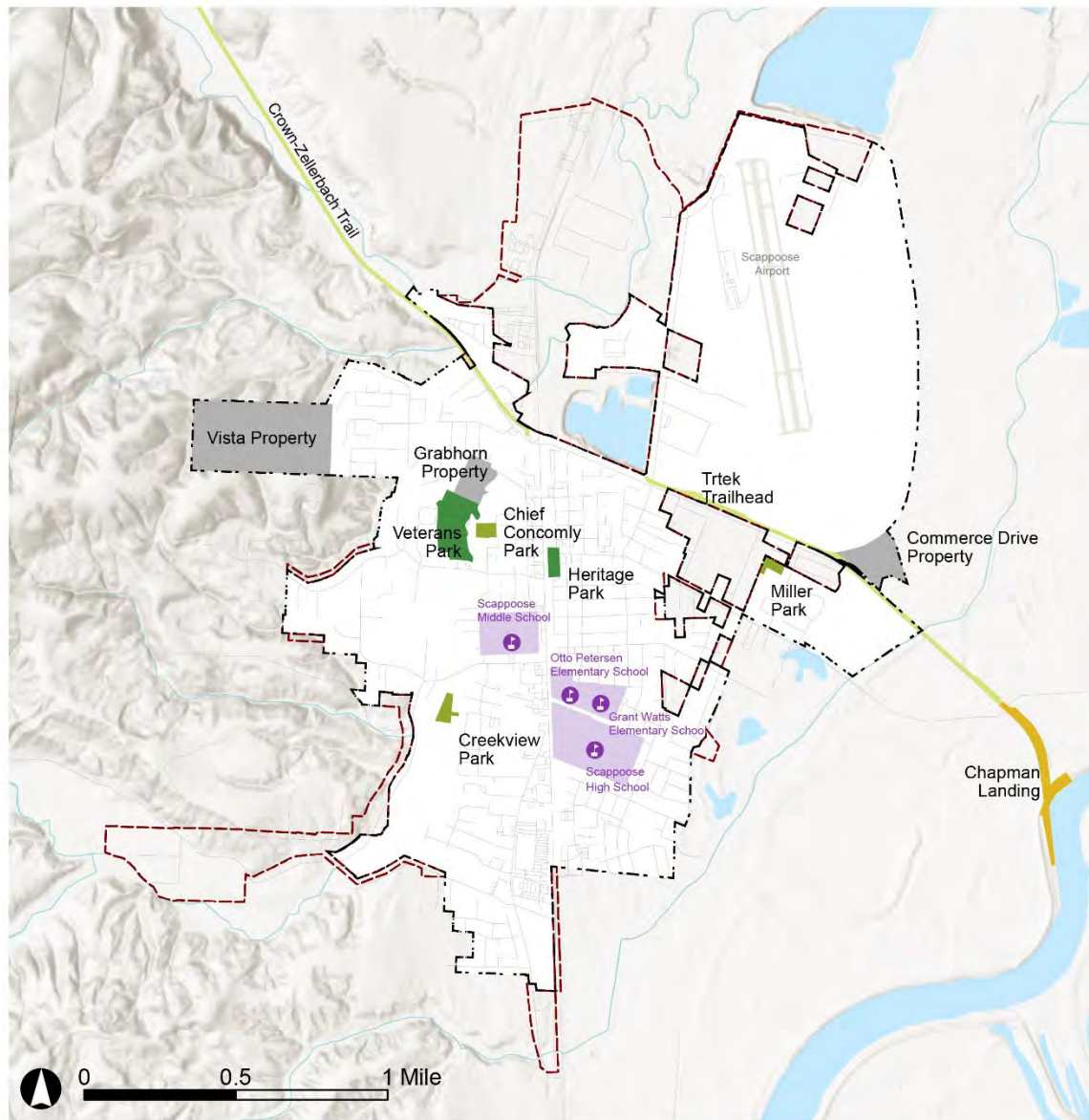
The City of Scappoose owns approximately 144 acres of park land at 10 sites, including more than 1.3 miles of trails. The City categorizes existing parks as “developed” or “partially developed.” Additional land not yet developed for park use is categorized as “undeveloped.”

- **Developed or Partially Developed:** All or a portion of the site provides amenities, landscaping, and/or infrastructure to support some type of park use. This category includes minimally developed sites such as Creekview Park (grass and benches) and Chapman Landing (trailhead along with other natural features).
- **Undeveloped:** The entire site is not currently maintained or developed for park use.

Five of these parks, totaling close to 27 acres, are developed and provide places to play, gather, and experience nature. The City has over 100 acres in undeveloped parkland. Figure 2-1 shows the location of existing parks and trails. Table 1 presents the existing park inventory by classification.



Figure 2-1: Existing Park System



**Park and Recreation Facilities**

- Community Parks
- Neighborhood Parks
- Linear Parks / Trails
- Special Use Sites
- Undeveloped Parks

**Base Map Features**

- Streets
- School District Property
- Water Bodies
- City Boundary
- Urban Growth Boundary



**SCAPPOOSE**  
*Oregon*

**Parks, Recreation &  
Open Space Plan**

**M I G** Source: City of Scappoose, 2022

Table 2-1: Scappoose Park Lands by Classification

Classification	Number of Sites	Total Acreage	Parks
Community Parks	2	16.9	Veterans Park, Heritage Park
Neighborhood Parks	3	9.7	Miller Park, Chief Concomly Park, Creekview Park
Linear Parks / Trails	2	11.2	Trtek Trailhead, Crown Z Trail
Special Use Sites	1	15.9	Chapman Landing
Undeveloped Parks	3	100.7	Commerce Drive Park, Grabhorn Property, Vista Property
Total	11	154.4	

Developed park land in Scappoose ranges in size from 0.7 acres, an area that hosts Trtek Trailhead, to almost 16 acres at Chapman Landing. As illustrated in Figure 2-1, community parks are located in the central area of the City and provide opportunities for outdoor recreation and athletic activities. Smaller neighborhood parks add more open spaces to serve their adjacent neighborhoods.

Crown Z Trail provides walking, hiking, or biking experience along with access to natural areas starting at Chapman Landing. Trtek Trailhead offers parking, public restrooms, picnic tables, and a bicycle repair station for visitors.

## Recreation Facilities

The community can enjoy a variety of recreational experiences and opportunities offered within the City's existing park types. The facilities provided in each of the City's parks are captured in Appendix A, the Park and Facility Inventory; the number of facilities by type is shown in Table 2-2. Community Parks are represented more than other types of parks in the City, offering a variety of recreational facilities and opportunities for outdoor recreation and sport activities. Despite a lack of athletic facilities, Neighborhood Parks provide places for outdoor recreation and community gatherings. Due to their nature, Linear Parks / Trails and Special Use sites do not offer as much in terms of amenities, but they add unique values such as educational experiences and access to natural landscapes.

Notably missing in the inventory are pickleball and tennis courts, soccer fields, and disc golf courses. Assessing how facilities in this inventory meet the identified community needs, including those informed by survey responses and public outreach feedback, provides insights on addressing unmet park and recreation needs.



Table 2-2: Existing Recreation Facilities Inventory (by numbers or by sites where present)

Recreation Facilities		Community Parks	Neighborhood Parks	Linear Parks / Trails	Special Use Sites	Total
Athletic Facilities	Baseball Field	2	0	0	0	2
	Bocceball Court	2	0	0	0	2
	Basketball Court	1	2	0	0	3
Outdoor Recreation	Playground	3	3	0	0	6
	Off-Leash Dog Area	1	0	0	0	1
	Hard Surface Trail	0	0	2	0	2
	Skate Park	1	0	0	0	1
	Open Turf	2	3	0	0	5
	Spray Fountain	1	0	0	0	1
	Water View	1	1	0	1	5
Amenities	Picnic Shelter	3	2	0	0	5
	Picnic Table	2	2	1	1	6
	Bench	2	2	2	1	7
	Trash Receptacles	2	3	1	1	7
	Drinking Fountain	2	1	1	0	4
	Restroom (Permanent)	5	3	2	0	10
	Restroom (Portable)	0	0	0	1	1
	Dog Waste Station	1	2	2	0	5
	Bike Rack	0	1	1	0	2
	Off Street Parking (Spot)	61	35	22	0	118
	Community Library Box	0	2	0	0	2
	Interpretive Signage	2	0	0	0	2
	Public Art	1	0	0	0	1

\* For shaded rows, the figure(s) listed indicate the number of sites where the item exists, not how many exist in each park





## Recreation Programs and Events

The City does not currently manage any recreation programs. However, it provides the facilities that other providers, such as local sport clubs, sport leagues and non-profits to provide league play, classes, events, and activities. Historically the City has hosted several community events including:

- **Scappoose Adventure Festival (Veterans Park):** The free community festival held in the fall celebrates the outdoors and brings the community together through performances and activities. The festival includes a fundraiser run, musical performances, movie night, nighttime beer garden, and all-day-long kids' zone.
- **Earth Day (Heritage Park):** The Parks and Recreation Committee hosts an Earth Day celebration with activities promoting the community's connection to nature. Activities include scavenger hunt, trash pickup, guided nature walk and kids Earth Day activities with the Scappoose Library.
- **Annual Lighting Event (Heritage Park/Watts House):** The Scappoose Historical Society and Scappoose Community Club host holiday lighting and events at the Watts House including tree decorating, Santa clause visiting, and Holiday Market.

## Operations, Management, and Funding

Scappoose's Parks Department is overseen by the Public Works Director with administrative support from several City staff members and Utility/Park workers who are responsible for maintaining City parks and trails. Scappoose's parks and recreation system is funded through the following sources:

- **General Fund.** Park and recreation services are funded within the City's General Fund, which receives its revenue primarily from property taxes, but also includes grants, fees, and charges. The General Fund is the primary source of funding for ongoing parks maintenance and operations.
- **System Development Charges (SDCs).** SDCs are fees collected when new development occurs in the City and are used to fund growth-related park improvements. These fees are vital to providing adequate levels of service for City parks and recreation services. Current SDC rates are calculated by the number of dwelling units in a new development.
- **Grants.** Grant programs existing for various capital related projects through the Oregon Parks and Recreation Department. The City has historically used grant funding for improvements to some park sites.



## **Other Parks, Open Space, and Recreation Resources**

Scappoose residents also have access to some recreational areas and sites that are either not maintained or owned by the City or are outside city limits. In addition to City parks, the following providers own and manage additional recreation space and facilities.

### **School District Facilities**

The athletic facilities located on Scappoose High School and the Scappoose Middle School and the playgrounds at the Grant Watts and Otto Petersen Elementary Schools provide additional recreation resources that help address the community's recreational needs. The Scappoose High School campus includes two diamond baseball fields and a track with an inner artificial turf field for soccer or football; the Middle School has two diamond baseball fields, two tennis courts, and a track with an inner field for soccer or football. The High School's large open space is frequently used by local sport leagues for soccer. School campuses and facilities are open and available for very limited public use.

### **Nearby Communities**

Scappoose is located near the City of St. Helens which provides a variety of parks and recreation facilities including an aquatics center and an assortment of recreation programs. Scappoose Bay Marine Park, just south of St. Helens and operated by the Port of Columbia County, offers a public boat launch with access to the Columbia River and a separate dock for launching kayaks, canoes, and stand-up paddle boards. Scappoose residents are able to use these parks, programs, and special recreation facilities. Sauvie Island, located to the southeast of Scappoose in the Columbia River, includes a popular wildlife refuge, recreational beaches, and opportunities for bicycling and water sports.

### **County and State**

Columbia County operates several parks near Scappoose including JJ Collins Marine Park, which offers nature trails, wildlife viewing, picnic areas and campsites for boaters, as well as the Scappoose RV Park, which offers six RV spots, as well as tent and bicycle camp sites. Just north of Scappoose is Fisher Park, an undeveloped site that includes a segment of Scappoose Creek. Less than 7 miles from Scappoose is Wapato Access, a 170-acre day-use park on the western edge of Sauvie Island that is part of the Willamette River Greenway system of parks owned and operated by the State of Oregon.

## System Observations

Several observations emerged early in the planning process based on a review of the inventory, a park tour, and meetings with SPRC and staff.

- **Well maintained.** Parks and recreation facilities in the City are clean and well maintained.
- **Unique features.** Many sites have unique characteristics and features. The trail corridor also supports recreation and non-motorized transportation, with connections all the way to Vernonia.
- **Enhanced by Partnerships.** Several partnerships enhance aesthetics and/or recreation opportunities. However, many recreation opportunities are only available through school facilities which have limited access.
- **Limited or Aging Amenities.** Most parks lack shade and there are some functional issues at several sites.
- **Lack of Opportunities.** There is a lack of diversity in recreation options and experiences offered in Scappoose parks. This includes challenge opportunities (e.g., outdoor exercise equipment, climbing walls, zip lines, obstacle courses) or other recreational facilities for teens and adults.
- **Gaps in the System.** There are few recreational facilities in the south of the City and no parks in the southeast. While the existing trail corridors are assets to the system, Scappoose lacks an interconnected bike and pedestrian network.
- **Opportunities to Expand.** Some sites have the potential to offer space for new facilities while undeveloped park properties present opportunities to expand the system.





# NEEDS ASSESSMENT

The Scappoose community believes that great parks, connected trail network, and variety of indoor and outdoor facilities and programs are important to their quality of life. This chapter highlights community needs for parks and recreation, as well as opportunities for future enhancements as identified during the planning process.

## Scappoose Community

Socio-demographic characteristics impact parks and recreation needs and preferences. Understanding these characteristics provides a solid foundation for developing a responsive parks and recreation plan. The following information comes from U.S. Census Bureau and American Community Survey (ACS) data, and a demographic analysis conducted by Johnson Economics for the City's Housing Capacity Analysis in Spring 2022.

### Growing Population

Recent estimates show a population of 8,878 residents within the Urban Growth Boundary (UGB) by 2023. Scappoose has experienced steady growth in population within the UGB, growing an estimated 66% since 2000. In contrast, Columbia County and the State of Oregon experienced population growth of 22% and 25% respectively during that same period. While residential development is expected throughout the City on vacant or partially vacant lots, areas west of Highway 30, particularly in the southwest, have greater potential for future residential development.

### More Households

The Scappoose UGB will be home to an estimated 3,491 households in 2023. Scappoose's average household size of 2.54 people, with 69% family households, is roughly equivalent to the Columbia County average of 2.6 and the statewide average of 2.5. Household sizes have declined as birth rates have fallen, more people have chosen to live alone, and the Baby Boomers have become "empty nesters." These new households are also expected to have incomes that are higher than those in Columbia County or the state as a whole. Scappoose's estimated median household income also grew between 2000 and 2020 which is not the case in many other regions or nationally, where income growth has not kept pace with inflation.



**Estimated Population of 8,878 in 2023**



**69% of total households are family households with an average size of 3.3 people**



**Non-white share of the population increased from 9% to 16% in the last decade**



**Estimated median household income of \$79,375 as of the 2020 Census was 27% higher than the Columbia County median of \$62,300**



## Younger Population

Overall, Scappoose has a younger population than Columbia County, with a greater share of young and middle-aged cohorts, and a smaller share of those aged 55 to 64 years. Compared to state and national averages, Scappoose also has a slightly higher share of households with children.

## Growing Diversity

The community grew more diverse between the 2010 and 2020 Census, with the white share of the population falling from 91% to 84%. In comparison, the share of the non-white population is a lower 7% in Columbia County as a whole but is roughly equivalent at 17% statewide.

## Community and Advisory Group Outreach

Throughout the initial phases of the planning process, community members and stakeholders provided their input and ideas for the future of parks and recreation in Scappoose. Comments about the existing system, desires for improvements, and funding options were shared through a variety of methods, including a community survey, two “pop-up” events, a series of stakeholder and small group interviews, and an interactive work session at the Annual Town Meeting. A summary of these events and conversations are in Appendix B, Public Outreach Results.

The process was guided by the Scappoose Parks and Recreation Committee (SPRC), who served as a technical advisory board and met at key points in the development of the Plan. The project team also presented to the Planning Commission and City Council at three work sessions during the planning process. The City promoted community engagement opportunities through its established media channels including emails, newsletters, and social media posts. Engagement activities were also promoted on the City’s website. These efforts resulted in a robust set of public engagement results that provide insights into the needs and priorities for specific facilities, activities, programs, and improvements.

Scappoose residents indicated they are appreciative of the City’s unique natural attributes and the access they have to nature through the Crown Z Trail and existing parks. The overarching themes captured here were derived from gathered responses and survey data and describe aspirations, priorities, and needs from the perspective of Scappoose residents and stakeholders.

### Outreach Snapshot

- 2 in person Pop Up events
- 1 online survey with 903 respondents
- 1 interactive work session at the Annual Town Meeting
- 2 joint work sessions with City Council and Planning Commission
- 5 presentations and work sessions with SPRC



- **Access to nature.** Scappoose residents value the City's unique natural assets and would like more opportunities to connect with nature in parks.
- **Connected trails for walking, biking, and running.** People are interested in more trails and pathways, including ones that can link parks and can connect Scappoose to the rest of the region.
- **Plan for growth.** Residents see the need for improving existing parks – both developed and undeveloped park land – and enhancing access to parks for a growing population.
- **More facilities for active use.** Community members would like to enjoy more activities in Scappoose Parks, including pickleball and tennis, as well as have City facilities for soccer, baseball, and softball. They are also interested in having indoor space to gather and recreate, such as a community or events center.
- **Expanded programming.** Community members are interested in additional recreation and educational programs, including more opportunities for children and youth.
- **Building community with events.** People in Scappoose recognize the community-building that can take place in parks and would like to have more community-wide events to bring people together.

### Survey Results

- 900+ people interacted with the survey
- 63% indicated relaxing or enjoying nature is important close to home
- Trails and trail activities topped the lists in multiple question responses
- The City should focus on Teens and Young Children (49% and 48% of respondents) through more community-wide events (56% support)

Along with aspirations for new and additional park amenities and programs, the issue of funding has been prevalent in community conversations. Many have commented on the City's limited funding for parks, the need for additional staffing, and a desire to focus limited resources on maintaining existing parkland (rather than on the acquisition of additional land). Community members are also concerned about equity and accessibility, citing a need to ensure that everyone feels included and safe in parks and that those with disabilities or mobility challenges can enjoy these public spaces.

From community conversations and survey findings, it is clear there is a desire to add more nature trails and areas to enjoy nature, as well as to develop courts and fields to accommodate sports. The findings indicate there should be an emphasis on outdoor activities, trails, and nature-based recreation features. Most of the identified needs can potentially be addressed through site renovation and new site and trail development. Beyond that, the updated Parks Plan should factor in needs for universal play,<sup>1</sup> dog parks, community gardens, and larger pavilions for group use.

<sup>1</sup> Universally designed parks or playgrounds provide facilities that engage every child, regardless of ability. Universal design refers to creating environments applicable to the needs of all people, regardless of age, size, ability, or disability.

## Park Access

A spatial analysis of park and recreational assets shows how accessible parks are to residents across the City. The level of service analysis describes the amount and quality of park and recreation facilities that are needed to serve the community. Both provide information on existing conditions and inform current and future parkland needs.

### Park Access and Gap Analysis

In addition to the number of parks and amount of park acreage, cities aim to distribute parks throughout their jurisdictions to ensure access for all residents. Research shows that residents that live within walking distance of a park are more likely to visit parks. Where parks are located is a key determining factor of park access.

#### 10-MINUTE WALK

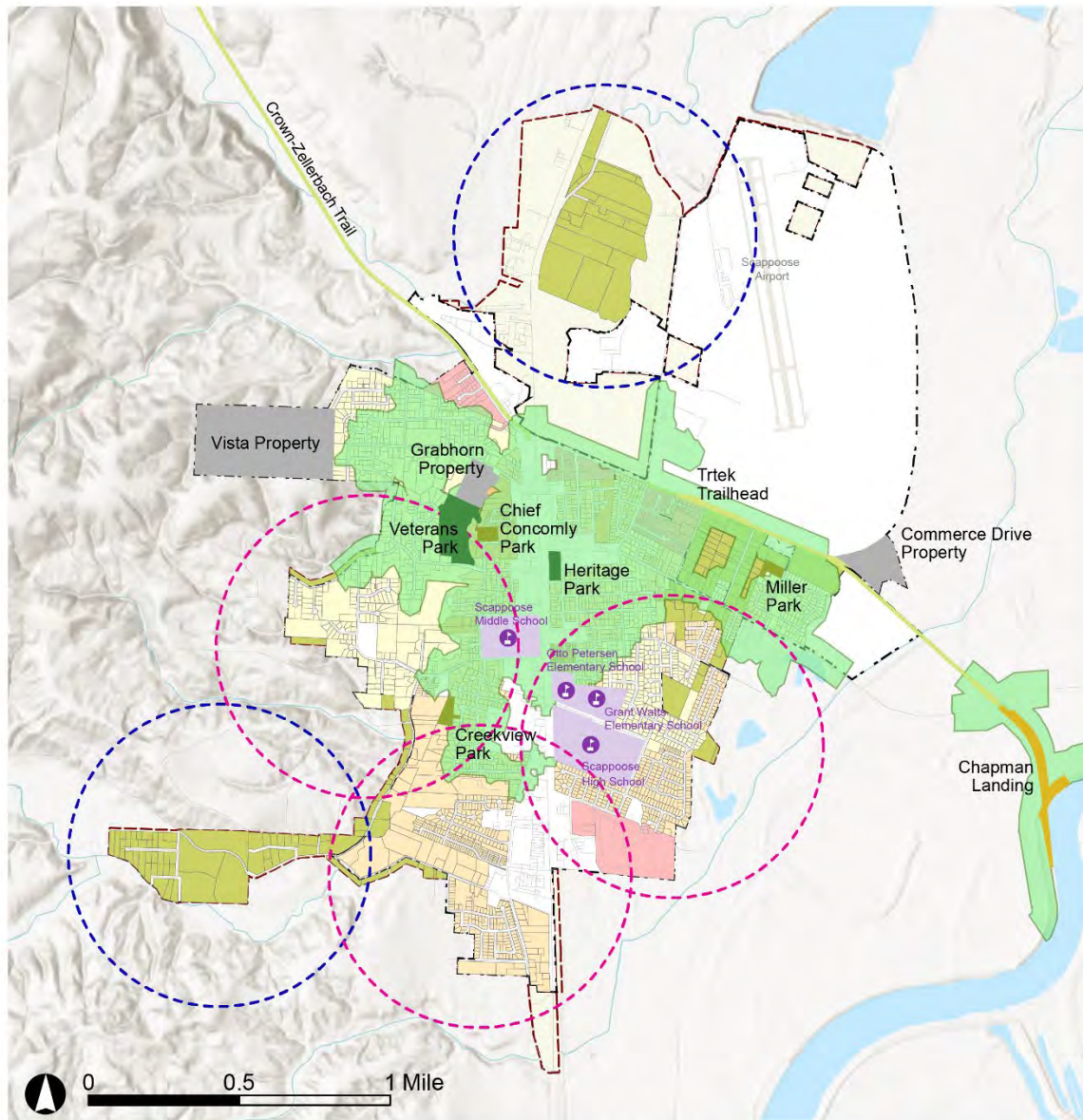
The 10-minute Walk refers to an industry standard established to ensure that everyone in the United States lives within a ten-minute walk to a high-quality park or green space. The concept has been supported by several community-based nonprofit organizations including the Trust for Public Land, the National Recreation and Park Association (NRPA), and the Urban Land Institute. A ten-minute walk is commonly considered to be half a mile, which is the distance that most people are willing to walk to reach a destination, as defined by the Center for Disease Control (CDC). Actual park access points, locations where pedestrian and bicyclists can enter a park, and walkable streets in the City were used to calculate maximum reachable areas within a 10-minute walk.

Figure 3-1 evaluates all developed City parks in Scappoose to determine which residential areas are located within a 10-minute walk. It shows that existing parks serve the City's central areas, but not the southern portion.

There are three identified areas within city limits that do not have close access to parks and recreation opportunities. These include residential areas along SW Keys Road; southern areas of the City, south of SW Sequoia St to the southern city limit; and areas east of Scappoose High School and Grant Watts Elementary School. There are two additional residential areas within the UGB where future residential developments are expected that do not have walkable access to parks - the residential areas along Dutch Canyon Rd and areas north of the current city limits.

The residential gap analysis also indicates that the Grabhorn property, once developed, will provide enhanced park access to residents in the northwest corner of the City. The two other undeveloped park properties, Vista and Commerce Drive, are not well connected with residential areas within a 10-minute walk due to their locations and lack of proper street connections to the properties. While these sites are not well positioned to meet residential needs, their development should be considered in the context of meeting other park land and facility needs.

Figure 3-1: Parks Access and Residential Gap Analysis



**Park and Recreation Facilities**

- Community Parks
- Neighborhood Parks
- Linear Parks / Trails
- Special Use Sites
- Undeveloped Parks

**Park Access and Residential Gap Analysis**

- 10-Minute Walk to Developed Parks (1/2 mile)
- Low Density Residential Zone
- Moderate Density Residential Zone
- High Density Residential Zone
- Manufactured Housing Zone
- Suburban Residential (UGB)
- Residential Gap Area
- Potential Gap Area

**Base Map Features**

- Streets
- School District Property
- Water Bodies
- City Boundary
- Urban Growth Boundary



**Parks, Recreation & Open Space Plan**

## Level of Service

Park Level of Service (LOS), typically expressed as a ratio of acres per 1,000 residents, is frequently cited as a key metric in measuring the sufficiency of park land. The 2017 Scappoose Parks Recreation and Open Space Plan adopted a park LOS standard of 5.4 acres per 1,000 residents.

Table 3-1 evaluates the existing LOS for each type of park in Scappoose. It shows how the City's park system performs as compared to the adopted LOS standard, as well as proposes new 20-year LOS guidelines for discussion based on future population needs. The proposed new LOS is described in two categories:

- **Proposed Minimum LOS:** These proposed numbers are based on funding realities and considerations of what parks may be developed in the next 20 years. It recognizes that several proposed new sites, as well as the Vista and Commerce Drive Properties, may not be developed as functioning parks within the next 20 years.
- **Proposed Desired LOS:** These proposed numbers are based on the desired level of service expressed by some residents and community leaders. It factors in the neighborhood parks needed within a 10-minute walk.

Net future need for parks (minimum and desired) subtracts existing park acreage to identify the acreage deficiency, the current and future need in each park category, based on the proposed LOS guideline. For the purposes of this calculation, the analysis counts Creekview Park and Chapman Landing as developed parks, even though a significant investment in facility development is still needed. The analysis also distinguishes between developed and undeveloped parks. It identifies which undeveloped properties likely would be developed to meet identified recreation needs in the next 20 years.

Currently, the City provides a lower LOS in all park classifications than the adopted LOS Guideline. However, the City provides linear parks and trails that were not taken into account in 2017. It also holds in reserve another 94.6 acres of undeveloped park land that - if developed - would more than triple the existing park LOS.

Given the population growth expected within the UGB over the next twenty years, the analysis supports improving selected undeveloped park properties as well as planning for new Neighborhood Parks and implementing the Scappoose Creek Trail<sup>2</sup> to meet increasing parks and recreation needs as the City's population continues to grow.

Over the last several years, the City has explored different options to develop undeveloped properties to meet needs. This includes reviewing and refining conceptual plans for the Grabhorn property, which is anticipated to be developed as a Community Park. The Vista Park Conceptual Plan articulated options for trails and improvements on the Vista property since a project summary for a Regional Park/Nature Park was included in the 2017 Parks Plan. The City has not yet undertaken a formal planning or design process for the Commerce Drive Property.

<sup>2</sup> A conceptual alignment of the Scappoose Creek Trail, proposed as a paved shared-use path, is included in the 2016 Transportation System Plan.

Table 3-1: Park LOS Guidelines and Needs in Scappoose (2023-2043)

Park type	Existing Park Acres	Adopted LOS Guideline (acres per 1,000)**	Existing LOS (acres per 1,000)	Proposed Minimum LOS (acres per 1,000)	Minimum Future Net Need (acres) in 2043 (11,329)	Recommended Acquisition or New Site Development in 20 Years Site (acres)	Desired LOS (acres per 1,000)	Desired Future Net Need (acres) in 2043 11,329	Recommended Acquisition or New Site Development Beyond 20 Years Site (acres)
Community Parks	16.9	2.00	1.9	2.3	9.5	Grabhorn (9.5 acres)	2.3	9.5	
Neighborhood Parks*	9.7	1.25	1.1	0.9			2.2	15.5	5 new Neighborhood Parks (approx. 3 acres each) & PUD Property (0.4 acres)
Linear Parks / Trails	11.2	-	1.3	1.0			1.0		
Special Use Sites*	15.9	2.10	1.8	1.4			9.5	91.7	Commerce Property (14.14 acres) & Vista Property (77 acres)
<b>Developed Parks Subtotal</b>	<b>53.7</b>	<b>5.35</b>	<b>6.0</b>	<b>5.6</b>	<b>9.5</b>		<b>15.0</b>	<b>116.7</b>	
Undeveloped Parks	100.7		11.3	8.1		Grabhorn will be developed			All undeveloped sites will be developed

Note: Acquisition needs are highlighted in green.

\* Creekview Park (a Neighborhood Park) and Chapman Landing (a Special Use Site) are counted as existing City parks, even though they are only partially developed.

\*\* Parks have been reclassified since standards were last adopted. The adopted standards for Neighborhood Parks combine the standards for both neighborhood and pocket parts from the 2017 plan. Special use parks standards combine urban plaza parks and nature parks.



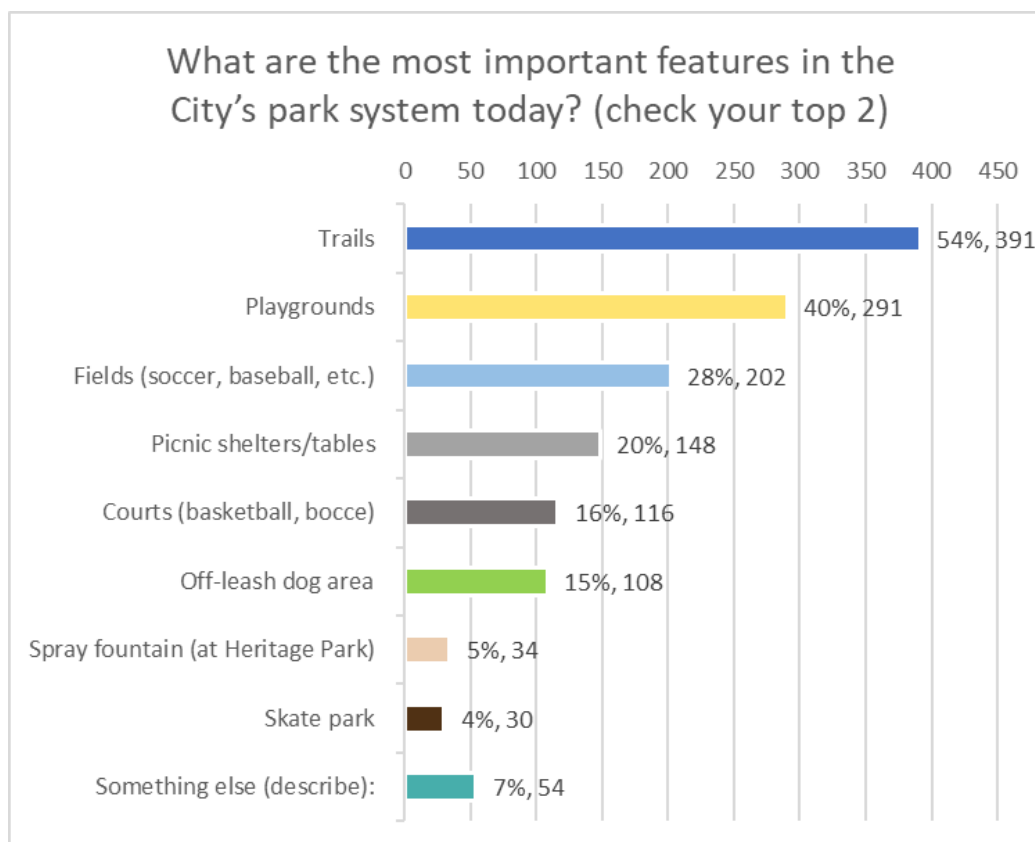
## Recreational Needs and Opportunities

Community needs for parks, recreation facilities, trails, events, programs, and services are driven by a variety of factors. Some of these factors include evolving community expectations, changing recreation trends, residential and business growth, the availability of funding/resources, existing deficiencies in the park and recreation system, condition of existing assets, the demographic diversity of the community, and even the role that partners play in providing parks and recreation opportunities.

Needs in Scappoose's parks and recreation system were analyzed based on available information regarding the number and distribution of parks and trails in the City. The park land and facility analyses draw on relevant public input findings and recreation trends.

Community survey results indicate that trails and playgrounds are the two most important features in the City's park system. From community conversations and survey findings, it is clear there is a desire to add more nature trails and areas to enjoy nature, as well as to develop courts and fields to accommodate sports. The findings indicate there should be an emphasis on outdoor activities, trails, and nature-based recreation features. Most of the key additional features noted in Figure 3-2 can be addressed through existing park site enhancements and new trail development. Beyond that, the City should consider opportunities for activities attractive to youth (bike skills, climbing), needs for universal (accessible) play, dog parks, and indoor recreation.

Figure 3-2: Important Park Systems Features - 2022 Survey Response



## Trail Needs

Trails for non-motorized transportation and recreation continue to grow in popularity. Nationally, trail-related activities such as trail running, hiking, and mountain biking) are among the most popular outdoor recreation pursuits and are the top-rated recreational activities across all socio-economic and cultural groups. Oregonians in particular spend more recreation time participating in these activities than the national average. This creates a greater demand for safe and interesting trails in park systems.

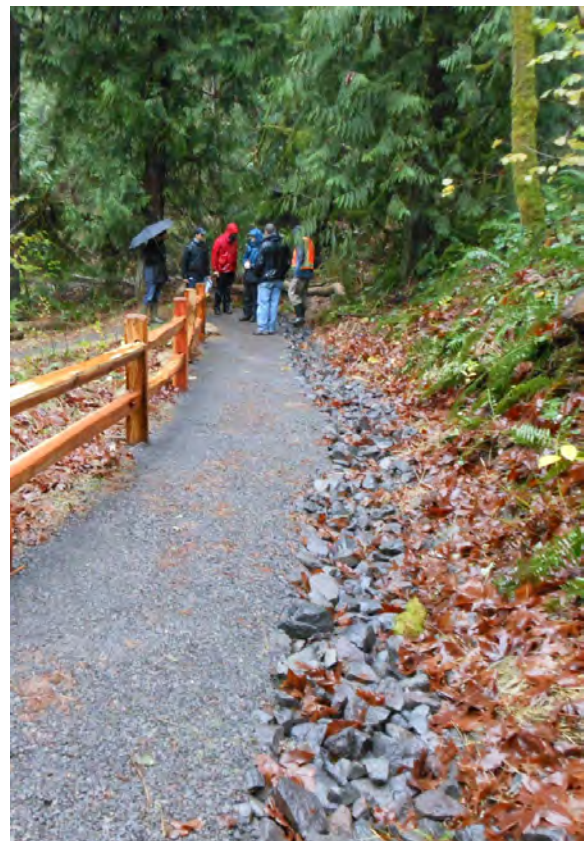
During the 2017 Parks Plan process, the community identified the need to create a well-connected community, both in terms of connections to parks and regional trails and connections to schools and community centers.

The 2016 Scappoose Transportation System Plan includes a conceptual Scappoose Creek Trail alignment that connects Creekview, Veterans, and Chief Concomly parks. Through this update process, there has been an emphasis on both access to parks and natural areas, as well as a desire to better connect neighborhoods, parks, and natural assets through a more expansive trail network. Particularly in parks that are underdeveloped or not yet improved, there is also an opportunity to create loop trails within parks to better facilitate walking, running, rolling (mobility devices, roller skating/blading) and cycling.

Scappoose provides access to the regional trail network through the Crown Z Trail and is well-situated to extend connections to the Rocky Point area and, further south, to Portland's Forest Park, and west to the Banks-Vernonia trail.

### Key Opportunities

- Create safer walking connections to access parks and trailheads.
- Connect key sites in the City including school sites and Downtown Scappoose.
- Continue to coordinate with neighboring jurisdictions on regional trail connections.
- Develop trails through or near natural areas.
- Add signage, interpretive maps, and wayfinding features.



## Park Land Needs

As the City grows, new parks will be needed to serve new residential areas and additional residents in existing neighborhoods to provide greenspace and recreation space. Future decisions can make progress towards a walkable park system, where every resident has access to a park within a 10-minute walk. All three undeveloped park properties are located in the northern part of the City, while most currently unserved residential areas are to the south. New residential development opportunities are largely in the southwestern and northernmost areas of the current UGB. Those areas, which are expected to urbanize over the next 20 years, as well as existing residential neighborhoods in the southern part of the City, have limited access to parks and there is no current plan to provide parks in those areas. Of the City's undeveloped park land, the Grabhorn property is particularly well positioned to support access from residential areas. Strategically locating parks in areas that are underserved will help the City address the current accessibility imbalance and prepare for the expected population growth.

School District properties provide some recreational opportunities in proximity to southern parts of town. While school age children have access to school facilities, these facilities are managed by the School District and are not always available to the general public.

The type of park land needed should also be a consideration in future land acquisition and park improvements. The level of service indicates that the need for additional Community Parks, Special Use Parks, and trails can be accommodated by developing park lands currently in the City's inventory. It also clearly shows that the City will need additional Neighborhood Parks to serve expected population growth.

### Key Opportunities

- Acquire land in the north and southern areas of Scappoose to ensure underserved neighborhoods have access to parks.
- Consider existing gap areas at the edges of Scappoose city limits when locating or developing parks in growth areas.
- Consider incorporating small-scale neighborhood park amenities in City-owned natural areas in conjunction with trails, in areas that lack 10-minute walk access.
- Explore establishing joint use agreements and possible implementation of school park improvements in areas that lack 10-minute walk access.



## Facility Needs

The City of Scappoose provides a mix of facilities to support outdoor recreation, sports play, access to nature, and community activities. Appendix A shows this diversity, but also documents that the City currently does not have some key facilities, such as tennis or pickleball courts, or soccer fields.

### TRAILS

Besides the Crown Z Trail, there is a notable lack of improved trails in the City. Community feedback indicates that nature trails or areas to enjoy nature are the most important features to add to Scappoose's park system.

### SPORTS FACILITIES

Scappoose residents value organized team sports and the availability of athletic fields and courts when recreating. City parks and School District facilities are heavily used by local community sports leagues and school sports programs. Most sports fields and courts are located at School District sites. Notably, soccer leagues need to use School District or private, church-owned facilities, as there are no City-owned soccer fields.

Community conversations and survey responses also emphasize the need for more youth sports facilities, in particular soccer fields and ballfields for baseball and softball. Survey responses indicate that the City could be better serving young children (12 and under) and teens, which also supports City investment in more sports-focused facilities. As the City grows, additional sports fields and courts will be needed and may need to be located within City parks.

### INDOOR RECREATION

The City currently lacks public indoor recreation and gathering spaces. This type of facility could be a large, multi-purpose community or recreation center or a specialty recreation facility, a space designed to serve a specific program area or age group. Some specialty facilities are targeted to serve specific age groups, such as preschoolers, teens, or older adults. Others are targeted to support a specific program area that requires specialized facilities, such as an arts center, a botanical garden, a stand-alone aquatics center, or a nature center. These types of recreation facilities can be city- or privately owned, or owned by a non-profit organization, such as the YMCA.

## Key Opportunities

- Improve access to / develop Chapman Landing.
- Add facilities and amenities to minimally developed neighborhood park sites, like Creekview Park.
- Enhance access to nature by establishing trails in undeveloped (Grabhorn, Commerce) or underdeveloped (Creekview) parks.
- Develop the Scappoose Creek Trail and explore trail alignments that can create a connected parks system.
- Determine the optimal mix of facilities and recreational opportunities at Grabhorn Park.
- Consider incorporating outdoor facilities and accommodating activities not currently available into new Neighborhood Parks.
- Prioritize facility needs to establish near-term and longer-term improvements and property acquisition.



Based on community input there continues to be interest in an indoor recreational facility for programs and community gatherings. Survey responses show an interest in better serving older adults, a demographic that can derive health benefits from indoor recreation. The City will need to consider pursuing an indoor facility, weighed against other parks and recreation priorities, and given the public expenditures needed for even a smaller specialty facility.

## CONNECTIONS TO NATURE

Across the country, there is a movement to reconnect children and adults with nature and the outdoor environment. Since close-to-home access is critical, providers are protecting nearby natural areas, integrating natural elements into developed parks, and providing programs to introduce people of all ages to nature and wildlife. Some agencies are introducing “naturehood parks” in lieu of the traditionally manicured neighborhood parks.

Maintaining natural ecosystems and Scappoose’s natural assets is a notable community value inextricably linked to the parks system. Many of Scappoose’s parks have natural areas within them and Scappoose’s creeks, streams, wetlands, and natural areas offer the potential for interaction with nature. The desire for more natural parks and areas was apparent in the development of the 2017 Parks, Trails, and Open Space Plan which resulted in recommendations to develop nature parks at the Vista Property, Creekview Park, and the County-owned Fisher Park. Community input for this Parks Plan update process has continued to highlight the need for recreation in, and access to, natural areas. Community feedback indicates that nature trails or areas to enjoy nature are the most important features to add to the park system.

## Key Opportunities

- Preserve and enhance sensitive habitat in partnership with the Oregon Watershed Enhancement Board and Scappoose Bay Watershed Council.
- Plan for specialized maintenance for natural areas.
- Formalize trails through, and to provide access to, natural areas.
- Highlight natural features within parks.
- Offer spaces for interpretation and environmental education.
- Offer natural play areas.





## Staffing Needs

The Parks Department is overseen by the Public Works Director with administrative support from several City staff members and seven Utility/Park workers. The budget funds a total of two (2) Full-Time Equivalent (FTE) positions. However, 1.6 FTEs are responsible for all parks and utility work. The number of FTE positions has not increased over the past five years.

New parks, enhanced facilities, and any recreation services offered will require more staff when brought online or developed to support operations, park and facility reservations, cleaning of reservable facilities, year-round maintenance, and management. As indicated in current designs, it is anticipated that Grabhorn Park will be developed for more active use, further emphasizing the heightened need for maintenance.

## Funding Needs

All cities need sufficient funding to maintain, operate, sustain, and expand parks, facilities, and recreation services. Funding for parks and recreation is typically broken into two categories:

- Operational expenditures address the ongoing costs associated with staffing, labor, materials, utilities, and minor expenses associated with preventative and routine maintenance, building janitorial care, programming and services, administration and management, communications, technology, and facility operations.
- Capital expenditures represent one-time costs to acquire, develop, build, substantially repair, renovate, or purchase park infrastructure, landscaping, equipment, and features.

It is important to acknowledge these different types of funding, because funding sources may be restricted in use for operations or capital projects.

The City of Scappoose derives most of its Parks Department budget from the City's General Fund, which also supports other City services and needs. The General Fund consists of revenue collected from property taxes, franchise fees, license and permit fees, intergovernmental revenue, charges for services, interest income, transfers, and other miscellaneous income sources. The City relies on these General Fund dollars to support both operations and capital projects, including the maintenance,

### Key Opportunities

- Add staff to support park maintenance and operations.
- Before developing new parks and facilities, ensure that the City has sufficient maintenance staff for the caretaking and stewardship of existing and new assets.

### Key Opportunities

- Increase existing funding for parks and recreation where feasible.
- Identify new funding sources for capital projects and ongoing operations.
- Balance the community's desired level of service with funding realities.



administration, planning, improvements, and development of City parks and recreation facilities. Funding for Park Maintenance comes solely from the General Fund and competes with other needed services.

For fiscal year 2023-24, the Parks Department budget totaled \$652,797 (Table 3-2). This figure represents all annual expenditures, including personnel services, material and services, and funds transferred to the Administration Department. It also includes \$172,000 to support capital expenditures, such as the Peace Candle restoration, the purchase of asset management software, purchase of Parks Department vehicle, and park enhancement projects identified by City Council and Staff. This budget is substantially lower than the operations budget alone for most jurisdictions with less than 20,000 residents, according to NRPA Park Metrics data. As shown in Table 3-2, this total budget has fluctuated substantially over the last four years. General Fund dollars clearly are insufficient to support the level of service described in this document—including new parks, new facility development, existing facility repair and replacement, and the ongoing stewardship of these assets.

**Table 3-2: Scappoose Park Operations and Maintenance Budget**

	Actual FY 19-20	Actual FY 20-21	Actual FY 21-22	Budget FY 22-23	Estimated FY 22-23	Budget FY 23-24
Personnel services	\$241,858	\$242,866	\$251,137	\$278,094	\$259,725	\$289,630
Materials & services	\$58,822	\$54,305	\$84,120	\$145,760	\$114,420	\$174,655
Capital outlay	\$115,519	\$97,493	\$73,075	\$250,000	\$169,000	\$172,000
Transfers	\$23,782	\$31,490	\$22,422	\$21,539	\$21,539	\$16,512
<b>Total Expenditures</b>	<b>\$439,981</b>	<b>\$426,154</b>	<b>\$430,754</b>	<b>\$695,393</b>	<b>\$564,684</b>	<b>\$652,797</b>

The City also relies on System Development Charges (SDC's) to help fund new park and facility development. In general, SDCs are a one-time fee imposed on new development or the expansion of existing development and assessed at the time of development approval or increased usage of the system. SDC's are intended to offset the impacts of new residential growth and are restricted to supporting capacity enhancement projects (e.g., *new* parks and facilities) to serve new residential areas. SDC's may not be used to repair, replace, or maintain existing facilities. The City's SDC's also are insufficient to support all the new parks and facilities needed in Scappoose.

## Partnerships

Meeting the needs of a growing population will require multiple strategies and cannot solely rely on buying and developing park land. The City will want to look for ways to serve more people and new development by using existing park sites. This will be particularly important at Community Parks and the facilities that serve the larger City population. The City should also think creatively about the locations for new types of facilities, including considering sites shared with other community partners where facilities would be publicly accessible, but not the City's sole responsibility.

The School District properties play an important recreational role in the community. There may be an opportunity to coordinate the City's recreation needs with the School District's objectives and projects in line with the District's long-range facility planning efforts.

County-owned park land and public utility land (e.g., substations) may also present opportunities to meet community park land needs. Columbia County is also a key partner, implementing regional goals and objectives

around parks and recreation as guided by the Columbia County Parks Advisory Committee. Implementing shared objectives for the Crown Z Trail, including access, improvements, and signage, is an example of successful City/County cooperation. County-owned property within the City UGB includes Fisher Park – an undeveloped 8.76 acres, located near West Lane Road/Columbia River Highway. Scappoose Creek runs through the park, and it is used by residents for primitive camping and swimming. There is an opportunity to coordinate with the County to improve access to this park and better serve recreational needs in the northern part of the City. In addition, the demonstrated partnership with projects such as the Crown Z Trail, as well as coordinated new opportunities and long-range parks planning, will improve chances for future State grant awards.

Staff time is needed to develop community support, coordinate with partners and volunteers, and to write grant applications and cultivate sponsorships to support the park and recreation system. While the City does not need to take the leadership role in all partnerships and in all these efforts, being a good partner will require relationship management time and attention to articulating and implementing the priorities of each partnership. The City has a committed core of volunteers in the Scappoose Parks and Recreation Committee but coordinating and facilitating this group and other volunteer activities also requires City funding and staff support.

### Key Opportunities

- Engage with the School District to explore formalizing community use of school properties and potential partnering opportunities.
- Continue to coordinate with the County to enhance park and recreation opportunities, particularly in urbanizing areas.
- Ensure staff support and capacity to pursue new and maintain ongoing agency collaboration and partnerships.

# RECOMMENDATIONS

This chapter reflects the insights of residents, stakeholders, elected officials, advisory groups, and staff and defines the City's vision, goals, and policies for parks, recreation facilities, trails, programs, open space, and related services. The community's vision and goals serve as the foundation for the City's Parks, Trails, and Open Space Plan. They guide decisions as the City of Scappoose continues to enhance park and recreation experiences over the next twenty years and are the framework for systemwide recommendations.

## Plan Framework

The framework is organized by one overarching vision, six goals, and subsequent policies that provide the community, stakeholders, and decisionmakers with a clear picture of the desired Scappoose park and recreation system. Appendix E includes proposed actions under each policy that describe how the City will accomplish goals and policies. Figure 4.1 illustrates the relationship between the City's vision statement and the goals, policies, and actions that can make it a reality.

Figure 4-1: Policy Framework



## Goals and Policies

The City of Scappoose strives to achieve this vision through the following goals for parks, recreation, trails, and open space:

1

**Provide quality parks.** Provide well-distributed, well-developed parks for all Scappoose residents.

2

**Take care of what we have.** Manage, maintain, and create parks, facilities, and open space that support safe, attractive, and engaging recreation and green space.

3

**Serve all ages and abilities.** Diversify recreation opportunities by providing a variety of inclusive, accessible park facilities and experiences.

4

**Connect residents to the natural environment.** Strive to protect and enhance natural areas, understanding the health and wellness benefits to the community when connected to nature.

5

**Create a connected system.** Prioritize trail connections that support active transportation and recreation, connecting key parks and City destinations.

6

**Support and expand local collaboration.** Leverage resources through strategic and deliberate partnerships to provide community supported facilities, programs, events, and services.



## 1 Provide Quality Parks

- 1.1 Strive to identify, acquire, and develop new Neighborhood Parks within a 10-minute walk of all residents.
- 1.2 Provide a variety of park types throughout the City.
- 1.3 Design and develop quality park facilities and amenities.
- 1.4 Balance the need for new parks, facilities, and improvements with investments in existing parks and facilities.

## 2 Take Care of What We Have

- 2.1 Develop and apply consistent design standards and maintenance practices for the parks system.
- 2.2 Actively address deferred maintenance needs.
- 2.3 Develop a stronger volunteer system that builds ownership and support for Scappoose's parks, facilities, trails, open space, and programs.
- 2.4 Dedicate funds to maintain current parks, trails, and open space and anticipate funding needed for the expanded system.

## 3 Serve All Ages and Abilities

- 3.1 Engage park users of different ages, genders, income levels, cultural backgrounds, abilities, and interests.
- 3.2 Work to meet the community needs for high-quality athletic and fitness facilities.
- 3.3 Increase accessibility and inclusivity of Scappoose parks, facilities, trails, public open space, and other amenities.

## 4 Connect Residents to the Natural Environment

- 4.1 Steward and manage passive recreation areas, open space, and natural areas for the enjoyment and health of community members.
- 4.2 Enhance access to and use of open spaces and natural areas while balancing resource management needs.
- 4.3 Promote the development of park and recreation facilities that minimize impacts to natural areas and habitats, especially those that are environmentally sensitive.

## 5 Create a Connected System

- 5.1 Promote and provide multi-use trail connections to parks and recreation facilities.
- 5.2 Provide a variety of trails and trail amenities within parks and open space to support trail-related recreation and connectivity.

## 6 Support and Expand Local Collaboration

- 6.1 Coordinate with other public and private organizations, and private developers, to provide a wider range of facilities and programming within Scappoose to avoid the duplication of services.

## Site Recommendations

This section describes existing conditions and a vision of the future for each of the City's parks, along with desired amenities consistent with this vision. Described improvements are aspirational; while the recommendations are intended to guide development for each site consistent with community desires, full implementation is not expected within the planning horizon based on existing City resources.

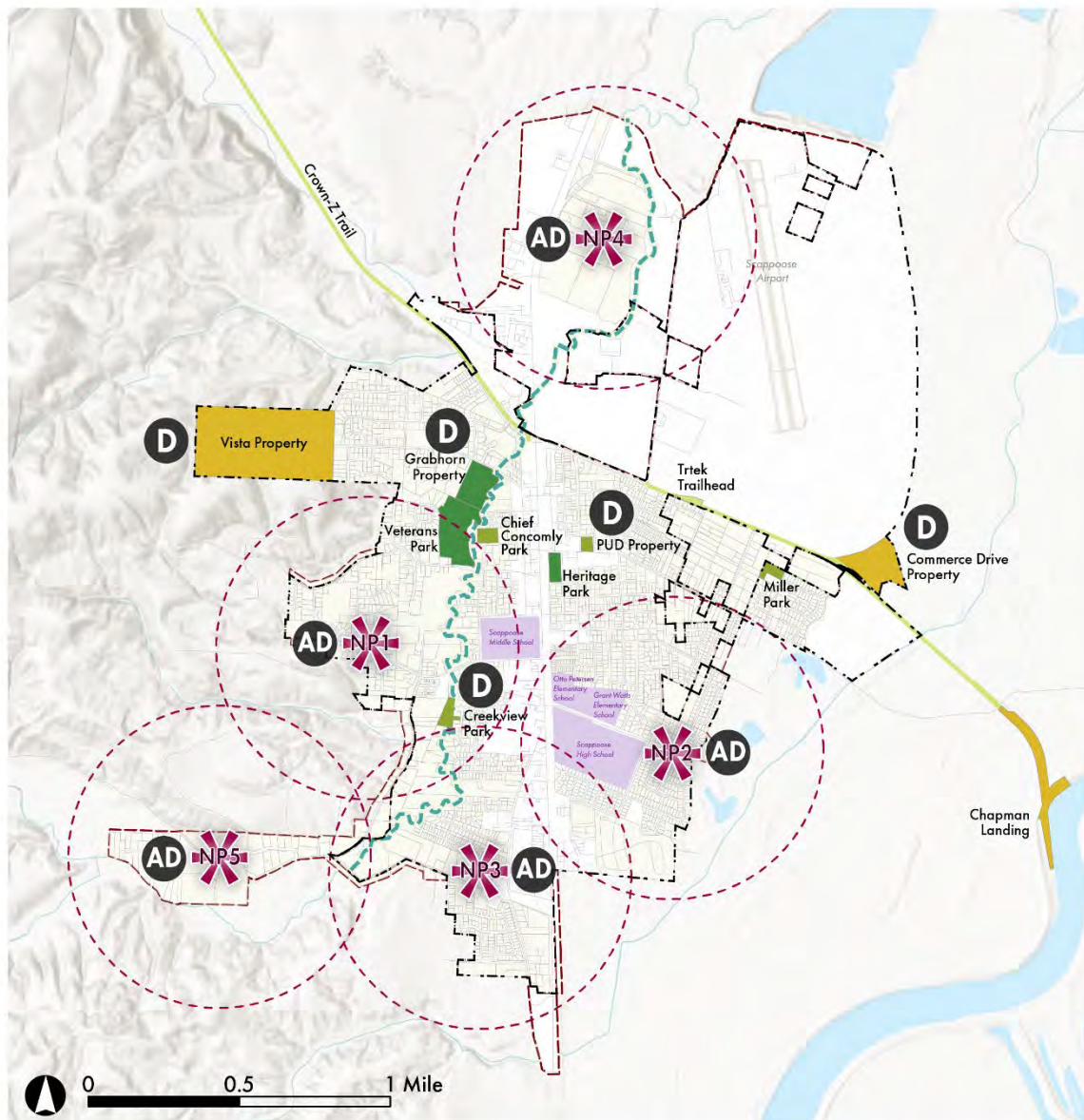
### Park Visions

The future vision for each site was developed based on:

- Results from the Park Tour and Condition Assessment (2022), which were reviewed and discussed with City staff;
- Community engagement findings, including an online survey (2020-21), pop-up events, and stakeholder interviews;
- The technical analysis of citywide community needs (2021), which identified ways that individual parks sites and trail corridors contribute to overarching park and recreation needs based on their locations and unique characteristics;
- Scappoose Parks and Recreation Committee member comments and direction; and
- The foundation provided by the 2017 Scappoose Parks, Trails & Open Space Plan.

The vision for each park is presented by park classification for existing and proposed parks and trails. Following some general information about each park, the descriptions are divided by existing site character and future vision. Figure 4-2 illustrates the proposed park system, including existing and proposed parks and trails by classification. Proposed parks are numbered for reference only. The numbers do not indicate priorities for acquisition or development.

Figure 4-2: Recommended Parks System Map



#### Potential Parks and Trail Development, 20+ Years

- Proposed Neighborhood Park
- Acquisition and Development of New Parkland
- Development of Existing Undeveloped Parkland
- Proposed Shared Use Paths
- Residential Gap Area

#### Existing Parks and Trails

- Community Park
- Neighborhood Park
- Linear Park / Trail
- Special Use Site

#### Base Map Features

- Streets
- Residential Zones
- School District Property
- Water Bodies
- City Boundary
- Urban Growth Boundary



#### Parks, Recreation & Open Space Plan





Community Parks

HERITAGE PARK

Park Classification	Size (acres)	Development Status
Community Park	2.5	Developed



EXISTING SITE CHARACTER

Heritage Park in Scappoose is one of the unifying features of the Scappoose civic center, which includes Scappoose City Hall, Scappoose Public Library, as well as the Watts House Museum. The park is accessible via sidewalks and pedestrian paths. It is located within the Downtown Overlay planning area, close to both historic residential neighborhoods and local businesses that are both located in the immediate vicinity of the park. Off-site parking along SE 2nd Street includes EV charging stations and is available to visitors arriving by car. There is also a parking lot at Scappoose City Hall that provides parking for 25 vehicles, including two ADA-compliant spaces. The Scappoose City Hall parking lot also hosts the Scappoose Farmers Market vendor booths during summer months. Parking facilities for bicycles are not available at this location.

Among the many unique features of this park are the Scappoose Veterans Memorial, a gazebo, and a fountain that was designed by world-renowned local artist, Michael Curry. In addition to the skate park located in the northwest corner of the park, there is also a playground and picnic tables near the public library which are both popular attractions in the park. ADA accessible paving and tables are included in the park, as is a gender-neutral ADA accessible restroom.

FUTURE VISION

Heritage Park will continue to serve as a “city square,” a central gathering place for active play, enjoyment of open space, and outdoor programming. Capitalizing on the activation of the existing skate park, this site will become an active hub for tweens, teens, and young adults with additional amenities for these age groups. Public art and enhanced landscape elements will welcome people to this space and encourage them to stay and stroll



the grounds. Heritage Park will act as the City's front-facing yard where it formally presents itself to the public. It will also continue to provide close-to-home recreation opportunities for neighbors within a 10-minute walking distance.

- Continue to program creative park uses, including bringing in pop-up events that include food and beverage vendors during lunch times and on weekends.
- Seek opportunities to enhance programming in cooperation with the Scappoose Library, City Hall, and the Watts House.
- Provide more active and passive elements for tweens, teens, and young adults. Consider game tables, ping pong, small group stadium seating, foosball, and chess tables.
- Introduce public art and lush, formal plantings to create interest, encourage strolling, provide shade and comfort, and enhance habitat diversity.
- Provide more picnic and seating areas in proximity to the Electric Vehicle (EV) charging stations.



## VETERANS PARK

Park Classification	Size (acres)	Development Status
Community Park	14.4	Developed



### EXISTING SITE CHARACTER

Veterans Park is a popular multi-use park located along South Scappoose Creek with access from Southwest JP West Road. The park has a parking lot at the rear and there is a large, unmarked field on the west side of the park that is occasionally used for overflow parking. There are no bicycle racks available.

The park offers a range of amenities that appeal to a wide variety of park users of all ages. A number of recreational facilities are available at this park, including two baseball fields, two bocce courts, two covered picnic tables, and a playground. At the north end of the park is a fenced off-leash dog park. There is a central building with amenities for the convenience of users, including drinking fountains, two gender-segregated restrooms, and a vending area for drinks and food. At the south entrance of the park, there is a large, unmarked field that is frequently used for soccer games.

Veterans Park shares its eastern boundary with Chief Concomly Park and its northern boundary with the undeveloped Grabhorn property. There is a creek running along the eastern boundary of the site, known as the South Scappoose Creek. This section of the creek has been improved by the City, in partnership with the Scappoose Bay Watershed Council, in order to reduce flooding and erosion and restore critical salmon habitat.

### FUTURE VISION

With its large, open spaces and variety of facilities, Veterans Park will be part of the “Crown Jewel” of Scappoose’s Park system. Coordinating this park’s features with those at the Grabhorn Property and Chief Concomly Park will create a trifecta of outdoor spaces that act as the central park in Scappoose. With expanded opportunities for



sports, games, walking, picnicking, play, and large community gatherings, Veterans Park will continue to be one of the most popular community parks in the City.

- Develop a site plan design that leverages the unique aspects of Veterans Park, the Grabhorn property, and Chief Concomly Park while providing a seamless, connected experience between the three sites.
- Provide additional sports game experiences for various group sizes by adding facilities such as pickleball and, if planned with the Grabhorn property, a practice or 9-hole disc golf course.
- Enhance the play experience by increasing the size and complexity of the existing play area and make it accessible to users of all abilities. Consider nature play as a driving play type to provide open-ended play experiences that connect people to the park and the creek.
- Provide new paths along the creek as an amenity and connection to Chief Concomly Park. Landscape with a variety of trees and plants to enhance park users' experiences.
- Enhance the park's comfort features with additional amenities such as seating options, picnic tables, shade trees, shade structures, rain cover, drinking fountains, etc.
- Collaborate with local artists, vendors, and event planners to offer regular community gatherings and cultural experiences to residents.
- Construct a sidewalk on SW JP West Road to connect Veterans Park to the pedestrian network and provide access to the neighborhoods east of Scappoose Creek.
- Pave and stripe the existing informal parking area and provide signage and pedestrian crossing markings to improve vehicular flow and secure pedestrian safety during peak seasons and events.
- As one of the City's most visible parks, ensure that there are funds on hand to maintain or replace picnic tables, benches, and amenities as they age and wear.



## GRABHORN PROPERTY

### Park Classification

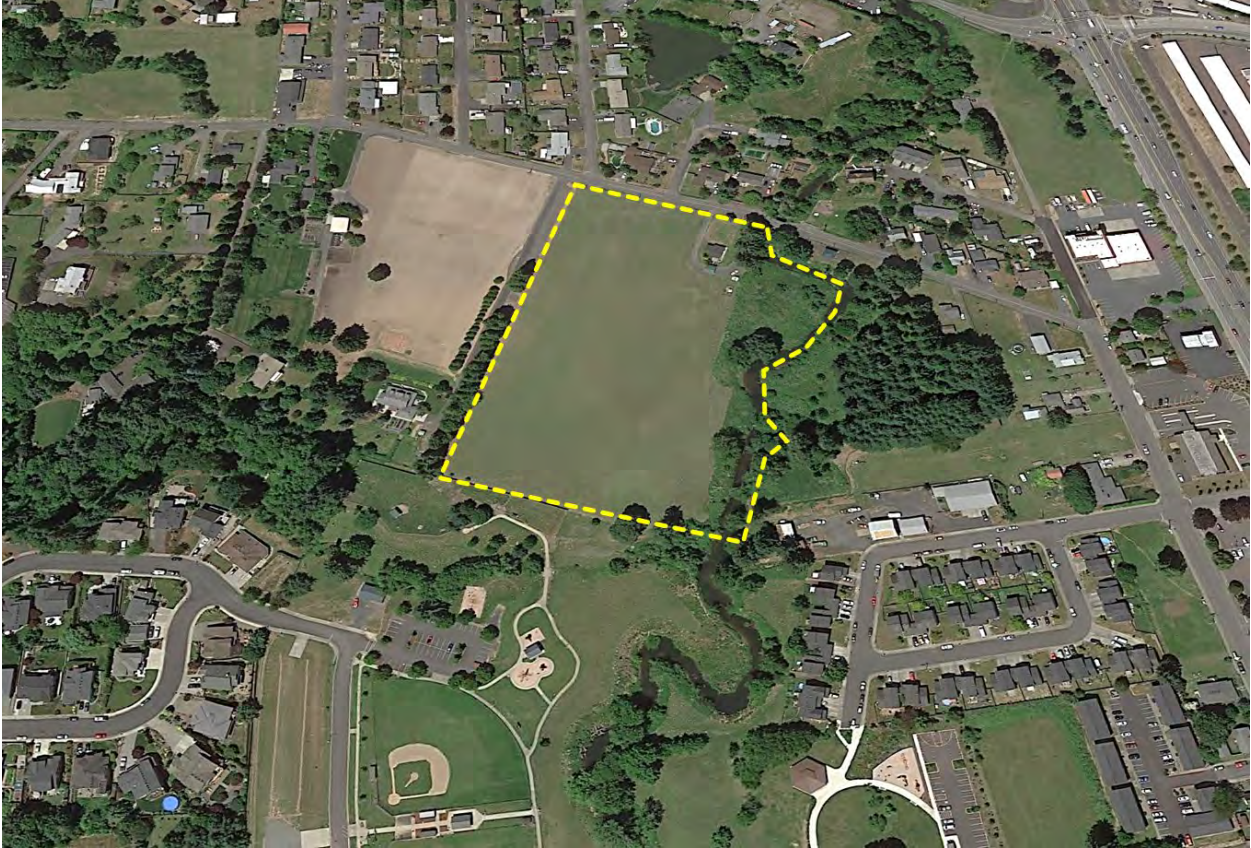
Community Park

### Size (acres)

9.5

### Development Status

Planned for Development



### EXISTING SITE CHARACTER

The Grabhorn property abuts Veterans Park and South Scappoose Creek. The site was purchased and added to the City's park inventory in 2020. With its spacious size of 9.5 acres and adjacency to nearby parks and the creek, this park land has the potential for various recreational opportunities and facilities.

### FUTURE VISION

Grabhorn is a vibrant and active community park for sports, games, play, and creek-related activities. Together with Veterans and Chief Concomly parks, the Grabhorn property will become a third of Scappoose's "central park" – a large, contiguous green space that encourages community gathering, active living, and a connection to nature.

- Incorporate sports fields/courts to expand the available activities at Veterans Park and fill gaps in the overall system. Provide additional sports game experiences for various group sizes by adding facilities such as pickleball and a disc golf course.
- Consider planning for a paved pump track and covered basketball courts to provide activities for youth.
- Create a walking loop around the perimeter of the site and a creek-side trail that connects Grabhorn to Veterans and Chief Concomly parks.



- Open views and access to the creek.
- Add shade, trees, and landscaping across the site for comfort, aesthetics, increased habitat.
- Develop a disc golf course that spans both the Grabhorn property and Veterans Park.





## Neighborhood Parks

### CHIEF CONCOMLY PARK

Park Classification	Size (acres)	Development Status
Neighborhood Park	5.0	Developed

An aerial photograph of Chief Concomly Park. A yellow dashed line outlines the park's boundary, which includes a large grassy field, a winding creek, and a paved path. To the left of the park is a baseball field. To the right is a residential area with houses and parking lots. The park is situated near a road intersection.

#### EXISTING SITE CHARACTER

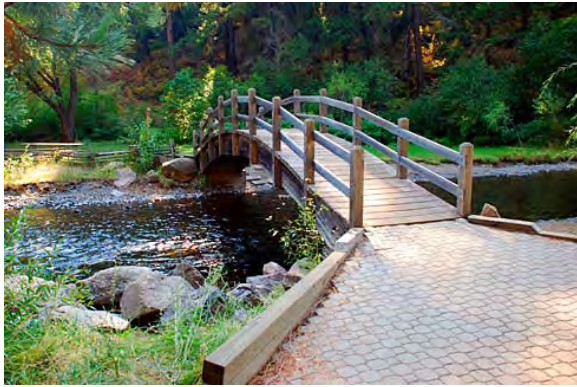
Near 4th Street, Chief Concomly Park is accessible from SW Seely Lane, off SW JP West Road. It is located directly east of Veterans Park; South Scappoose Creek separates the two parks. Parking for vehicles is provided in a 24-space lot, which includes 2 ADA-accessible spots. Bicycle parking is also provided near the parking lot with a bike staple. In honor of the rich Native American history of the Scappoose area, the park is named for the Chief of the Chinook Tribe during the time of the pioneer settlement, who is estimated to have lived from 1765 to 1830.

A central feature of Chief Concomly Park is the covered pavilion. A prime location and its amenities - including electricity, nearby bathrooms, and a drinking fountain - make this an ideal location for reunions and other large group gatherings. Additionally, the park features a half basketball court, a playground with swings, a slide, and a climbing wall.

#### FUTURE VISION

Chief Concomly Park continues to provide recreational opportunities in its beautiful setting characterized by heritage trees and South Scappoose Creek. The site's interpretive signage tells the story of the area's Native American inhabitants and describes the site's trees and creek, which give people a better understanding of the site and more appreciation for its unique qualities. New pedestrian connections to Veterans Park and the Grabhorn property enhance access to the creek and link this site to additional park amenities.

- Provide seamless pedestrian connections to Veterans Park and the Grabhorn property, including a footbridge over South Scappoose Creek.
- Enhance play opportunities and increase variety of play experiences, including more nature and open-ended play opportunities.
- Explore the suitability of existing open areas near the creek for a horseshoe pit and a volleyball court.
- Tell the story of the oak and apple trees using interpretive signs and other artful approaches.
- Consider a community garden or neighborhood orchard for harvesting, learning, and seasonal happenings.





## MILLER PARK

Park Classification	Size (acres)	Development Status
Neighborhood Park	2.0	Developed



### EXISTING SITE CHARACTER

In addition to vehicular access, Miller Park is also accessible by foot or by bicycle via the Crown Z Trail, which is nearby and connects to Miller Road. A limited number of off-site parking spaces are available along Miller Road. A total of eight parking spaces are provided on-site, including one ADA-accessible space. Bicycle parking facilities are not available.

Among the amenities offered by Miller Park are a full basketball court, playground equipment, a picnic area with a shelter, a drinking fountain, and a gender-neutral restroom. In the rear half of the park there is an unmarked grass field that is ideal for informal sports games and is suitable for sports practices.

### FUTURE VISION

A true neighborhood space, Miller Park will act as the collective, outdoor living room for nearby neighbors. With a variety of amenities for active and passive use, this park welcomes neighbors of all ages to gather and regularly participate in public, neighborhood life together.

- Resurface the existing basketball court and make it covered.
- Enhance the existing play area by increasing the variety of play experiences, adding more accessible features, and providing opportunities for less structured, more open-ended play.
- Install a larger restroom.
- Add trees and plantings in the park to provide shade and seasonal interest.

- Provide more covered spaces for potluck meals, outdoor projects, after-school homework sessions, and an outdoor workspace for those who work from home. Consider providing one or more long, oversized community table(s).
- Provide more seating, more shade, and more comfort opportunities across all seasons.
- Use the open field as informal space for picnicking, pick-up games, and neighborhood gatherings.
- Create a connection to the airplanes flying by overhead (e.g., a playground theme or ground plane surface design).
- Explore need for informational signage to Trtek Trailhead parking.
- Consider adding parking spaces to meet the needs of visitors to enhanced/added facilities.





## CREEKVIEW PARK

Park Classification	Size (acres)	Development Status
Neighborhood Park	2.7	Minimally developed



### EXISTING SITE CHARACTER

Creekview Park is located along South Scappoose Creek and is accessible through SW Creekview Place. The park entrance is located on an undeveloped lot between two residential properties, and it leads down a hill to a grassy field in the South Scappoose Creek floodplain. A limited amount of off-site parking is available along SW Creekview Place and there are no parking facilities for bicycles. Although Creekview Park is counted as a developed park, it still needs significant investment in facility development.

The site is largely unimproved and contains only a landfill receptacle and a pet waste disposal station. Currently, this park is used informally for picnics and open space by the neighboring property owners. When it snows, the park is a popular sledding location. The location along the creek provides valuable greenway space but is limited by seasonal flooding. The bank slopes steeply away from the roadway and may make it difficult to access the water; erosion along the slopes is also a concern. Improvements to creekside areas may be restricted or subject to balanced cut and fill requirements.

### FUTURE VISION

Creekview Park is a calm space where residents come to walk, picnic, play, and explore. Developed as a low-key site, this park acts as a natural counterpart to some of the other more developed sites in Scappoose's system. Here, people are invited to stroll the looping pathways, sit under the trees, and picnic on the open lawn spaces.

- Create a neighborhood park with a natural character that encourages outdoor activities and access to the creek.
- Provide a nature play area for tactile, free play across all ages.
- Enhance trees and plantings within the park.

- Develop looping trails that circulate beneath trees, around native plantings, and through open spaces.
- Enhance the creek's edge to encourage wildlife viewing and interaction with the water.
- Provide more seating, more picnic tables, more shade, and more comfort opportunities such as a restroom.

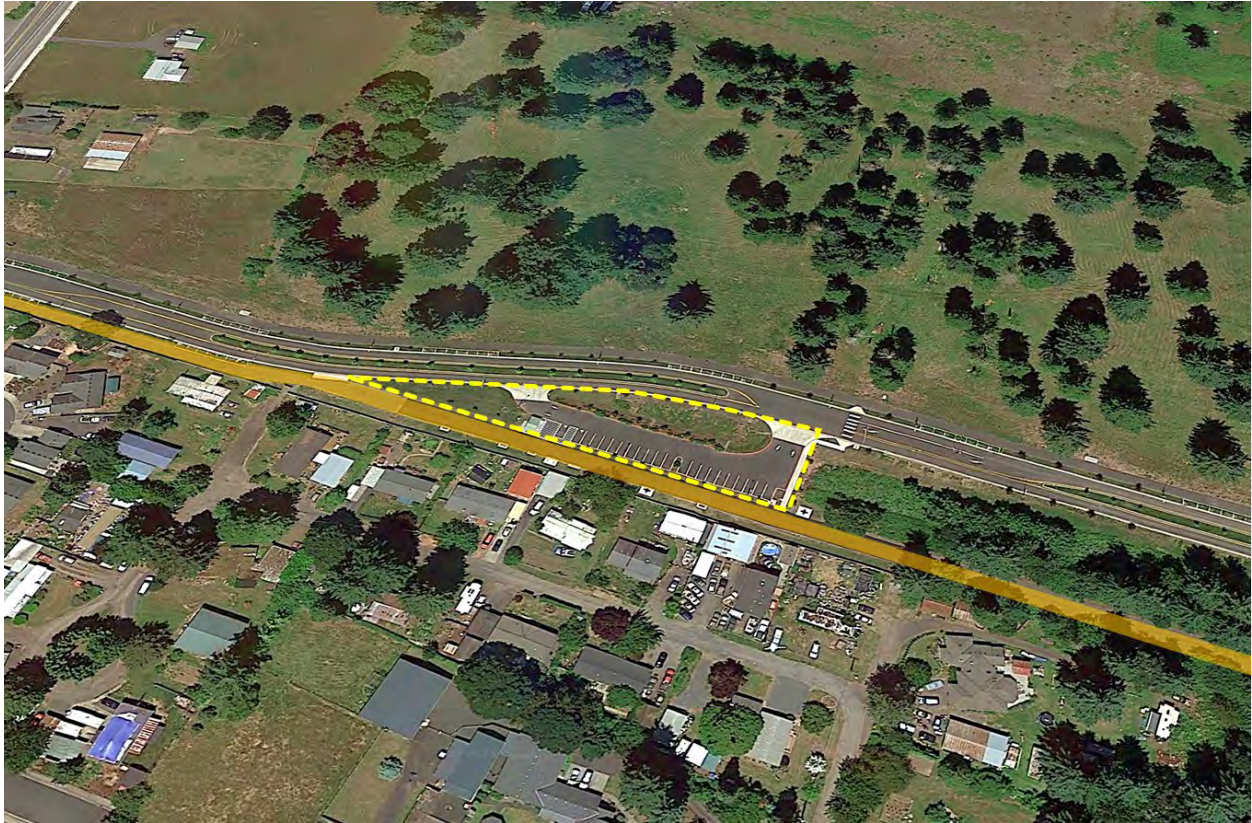




## Linear Parks and Trails

### TRTEK TRAILHEAD/CROWN Z TRAIL

Park Classification	Size (acres)	Development Status
Linear Park / Trail	0.7 (Trtek Trailhead)/10.5 Crown Z	Developed



#### EXISTING SITE CHARACTER

The Crown Z Trail follows the route of a historic railroad once used by the logging industry. The City owns approximately 1.25 miles of trail within the city limits on the north side of Scappoose, from Highway 30 to East Columbia Avenue and Dike Road. In order to make way for a two-way arterial street, the section between Highway 30 and West Lane Road has been removed.

The Trail provides access to scenic open spaces in Columbia County. In the western portion of the trail, which begins at the intersection of Highway 30 and the Scappoose Vernonia Highway, the North Scappoose Creek winds through heavily forested hillsides to Vernonia. The majority of this trail is surfaced with gravel, and it is suitable for mountain bikes. In the eastern section of the trail, there are wetlands and open agricultural fields, with easy views of Mount Saint Helens, Mount Adams, and Mount Hood. The trail through Scappoose has an asphalt surface that is suitable for a variety of recreational travel modes, including rollerblading and cycling. Trtek Trailhead offers parking, public restrooms, picnic tables, and a bicycle repair station for visitors.

#### FUTURE VISION

The Crown Z Trail and Trtek Trailhead will remain an integral part of Scappoose's park system, providing a wide range of opportunities for walking, hiking, and biking. Development of the Proposed Scappoose Creek Trail and

Commerce Drive Property will enhance the connectivity of the Crown Z trail and provide more integrated park recreation opportunities for residents and visitors.

- Provide interpretive signage along trail describing history of the area and natural features.
- Add activity stations, parcourse or outdoor fitness equipment along trail.
- Add viewpoints and waysides (activity or seating areas) along the trail and look for opportunities to provide covered shelter(s).
- Ensure that future development includes a sidewalk frontage along West Lane Road (at the intersection of the new road) to establish a better pedestrian connection to the west.





Special Use Sites

CHAPMAN LANDING

Park Classification	Size (acres)	Development Status
Special Use Site	15.9	Minimally developed



EXISTING SITE CHARACTER

Chapman Landing is located on E Columbia Road and Dike Road, east of Scappoose city limits in Columbia County. A significant resource for the community, the site provides one of the few access points to the Multnomah Channel, as well as marking the end of the popular Crown Z Trail. There is a limited amount of parking available in a parking lot that is connected to the park by a walking trail. Bicycle and pedestrian access is via the Crown Z Trail. Site amenities include benches, picnic tables, and portable toilets. Acquired from Columbia County in 2019, the City is exploring the possibility of developing this park in consultation with the County.

FUTURE VISION

The unique location of Chapman Landing and its natural features will make it a destination for all types of park users. With the Multnomah Channel as its backbone, the site offers a multitude of recreational activities from relaxation to water activities and educational nature experiences throughout the year.

- Improve the site as a trailhead at the endpoint of the Crown Z Trail.
- Enhance safe access to the water.
- Add a non-motorized boat ramp/kayak launch.
- Consider adding boat lockers for kayak storage.

- Provide amenities such as a restroom and a bicycle repair station adjacent to parking lot.
- Increase seating, viewing, and picnicking opportunities across the site.
- Provide an accessible fishing platform.
- Improve the parking area to maximize the number of spaces.
- Add restrooms at the parking area.
- Provide interpretive signage that showcases the site's historical context and viewpoints.





## COMMERCE DRIVE PROPERTY

Park Classification	Size (acres)	Development Status
Special Use Site	14.1	Undeveloped; Proposed for Development



### EXISTING SITE CHARACTER

This property was annexed into the City in 2017 and is located along the Crown Z Trail, close to the Trtek Trailhead. Due to the presence of a large wetland area on the site, less than half of the 14.5 acres can be utilized or developed with recreational amenities.

### FUTURE VISION

The Commerce Drive Property will become a vibrant, unique site in Scappoose's park system – one that combines wetlands and wildlife viewing with active outdoor recreation. Visitors will be invited to walk along trails and boardwalks; observe seasonal wildlife; learn through interpretive signage; play disc golf; and walk dogs in designated off-leash areas. This park will benefit from a shared parking area with its industrial-use neighbors and extend opportunities to walkers and hikers enjoying the Crown Z Trail.

- Protect the site's open space and natural areas.
- Add nature trails and boardwalks that meander along the wetland boundary and enable self-directed nature walks.
- Incorporate local, natural art into the park experience.
- Enhance wildlife viewing, such as incorporating covered areas like duck blinds.

- Provide interpretive signage.
- Create seating and picnic opportunities.
- Consider providing a rustic shelter for outdoor learning, gathering, and picnicking.
- Incorporate native habitat restoration in planning and implementing park improvements.





## VISTA PROPERTY

Park Classification	Size (acres)	Development Status
Special Use Site	77.0	Undeveloped; Proposed for Development



### EXISTING SITE CHARACTER

The Vista property is located at the western edge of the City on a hill overlooking Scappoose and the Columbia River Valley. This large, wooded parcel is characterized by steep terrain and second-growth forest. Access is gained via NW Bella Vista Drive, but the drive onto the property is gated and vehicular access is currently restricted. The site currently has some unofficial trails used by people and wildlife.

### FUTURE VISION

Vista Park will provide formal trails for pedestrians, mountain bikes, and horses.

- Develop trails to enhance recreational opportunities and incorporate viewpoints.
- Provide a trailhead with parking and restrooms.
- Explore the possibility of designing a challenging disc golf course on the site.

## New Parks for Future Development

The City has discussed the long-term potential development of additional park properties. These projects likely would not be implemented within the 20-year timeframe for this plan. If the City has additional funding, and zoning and land use obstacles can be addressed, this Plan recommends implementing these projects sooner to provide a higher level of service. Some of these sites would have to be acquired. Others are located on land not owned by the City. Recommendations for these potential new parks are described below. Three additional opportunities are briefly discussed for future consideration.

NP-1: Proposed Neighborhood Park #1		
Park Classification	Size (acres)	Development Status
Neighborhood Park	3 acres	Proposed

### EXISTING SITE CHARACTER

The area identified for Proposed Neighborhood Park #1 is inside City limits and is zoned mostly for medium density housing, with some areas zoned for high density housing. It includes a mix of vacant, developed, and potentially redevelopable properties. The current housing in the area west of the proposed shared use path, the Scappoose Creek Trail, is mostly low-density single-family housing. East of the Scappoose Creek Trail, the housing is predominantly low-density single-family housing, but also includes some moderate density housing such as a garden apartment complex on SW Maple Street.

Most of the vacant and redevelopable properties are located adjacent to the South Scappoose Creek on the west side. Land in this area is impacted by flood hazard or floodway constraints. In addition, portions of these areas between Veterans Park and Creekview Park are identified as being susceptible to landslides according to DOGAMI data. Despite the environmental constraints in the area, there is still a moderate amount of land available to support new residential uses. The degree of development potential for additional housing in this area depends in part on the ability to provide access and extend utilities while maintaining or mitigating for the presence of environmental constraints. Any future residential development in the area would also need to conform to current zoning regulations, which would likely result in low density housing such as single-family homes or duplexes.

### FUTURE VISION

This neighborhood park is intended to serve nearby neighbors with play areas for younger children, a sports court or open playfield for teens and adults, and a variety of amenities for visitors such as benches and picnic tables.

- Acquire parkland, targeting a site that is a minimum of 3 acres in size to meet the needs of nearby neighbors. Ensure the park has a contiguous, regular shape and relatively level topography suitable for active and passive park development.
- Where feasible, centralize the park within the neighborhood to maximize pedestrian and bicycle access from surrounding neighborhoods and serve residents within a 10-minute walking distance (1/2 mile).
- Consider a larger site (e.g., 3.5-4 acres) that integrates natural features to contribute to the character of the site.
- Involve nearby residents and/or stakeholders in the design or site master planning of this park. Integrate maintenance and operations efficiencies in the park design.

- Develop the park according to guidelines for neighborhood parks. Provide at a minimum a play area (for ages 2-5 and 5-12), gathering area (e.g., grouped seating, varied tables, small shelter or gazebo), active use facility (e.g., sports court, open turf playfield, and suitable support amenities (e.g., signage, benches, bike racks, dog waste stations, trash receptacles).
- Incorporate unique features and design elements that reflect the site's character.
- Consider adding additional amenities and facilities to diversify recreation options.
- Depending on park size, consider needs for adjacent on-street or angle-in parking. (For smaller sites, no parking is needed.)

## NP-2: Proposed Neighborhood Park #2 (or Pocket Park)

Park Classification	Size (acres)	Development Status
Neighborhood Park	3 acres (min. 1-2 acres)	Proposed

### EXISTING SITE CHARACTER

The areas east of Highway 30 and in the vicinity of Scappoose High School feature a mix of low- and medium-density residential neighborhoods. Current development consists mostly of low-density single-family housing. A variety of medium density housing types are also present in the area, including fourplexes located on Bernet Drive and duplex housing on Rolling Hills Drive. Some housing developments on larger lots are present at the intersection of SE 2<sup>nd</sup> Street and Frederick Street, as well as adjacent to SE 6<sup>th</sup> Street.

Environmental constraints present in the area are limited to wetlands associated with the unnamed stream that extends northward from Johnson Creek outside of the UGB. Most of the area is currently developed with housing. Any future housing in the area will likely be through redevelopment of the larger lots located at the intersection of 2<sup>nd</sup> Street and Frederick Street, or adjacent to SE 6<sup>th</sup> Street.

### FUTURE VISION

This neighborhood park would provide play areas for younger children and a variety of amenities for visitors such as benches and picnic tables. As with other City neighborhood parks, this park would meet the needs of surrounding residents and neighborhoods, fulfilling recreational needs distinct from the activities engaged in on the Scappoose School District properties in this area.

- Acquire parkland, striving for a site that is a minimum of 3 acres in size to meet the needs of nearby neighbors. Since this area is largely built out, consider a smaller pocket park of 1-2 acres in size if a larger site cannot be acquired.
- Ensure the park has a contiguous, regular shape and relatively level topography suitable for active and passive park development.
- Involve nearby residents and/or stakeholders, such as representatives from all three nearby schools, in the design or site master planning of this park. Integrate maintenance and operations efficiencies in the park design.
- Develop the park according to guidelines for neighborhood parks, scaling features according to the size of the park. Provide at a minimum a play area (for ages 2-5 and 5-12), gathering area (e.g., grouped seating, varied tables), and suitable support amenities (e.g., signage, benches, bike racks, dog waste stations, trash receptacles).
- Incorporate unique features and design elements that reflect the site's character.

### NP-3: Proposed Neighborhood Park #3 (or Pocket Park)

Park Classification	Size (acres)	Development Status
Neighborhood Park	3 acres (minimum of 1-2 acres)	Proposed

#### EXISTING SITE CHARACTER

Neighborhood Park #3 ideally will be located in the southernmost part of the City to serve existing residents who live inside the current city limits. The residential areas in this location are mostly developed with single-family housing subdivisions. The area is characterized by newer housing construction, with lot sizes consistent with medium-density residential zoning (R-4). There is single-family housing located on larger lots between SW Dutch Canyon Road and Havlik Drive. Given the underlying zoning, these properties have the potential to redevelop with additional housing.

The South Scappoose Creek traverses the northwestern part of this area that is underserved by City parks. The creek has associated flood hazard and floodway areas according to FEMA data. Other environmental constraints are generally not present in the area.

#### FUTURE VISION

This neighborhood park is intended to serve nearby neighbors with play areas for younger children, a sports court or open playfield for teens and adults, and a variety of amenities for visitors such as benches and picnic tables.

- Acquire parkland, striving for a site that is a minimum of 3 acres in size to meet the needs of nearby neighbors. Since this area is largely built out, consider a smaller pocket park of 1-2 acres in size if a larger site cannot be acquired. Ensure the park has a contiguous, regular shape and relatively level topography suitable for active and passive park development.
- Where feasible, centralize the park within the neighborhood to maximize pedestrian and bicycle access from surrounding neighborhoods and serve residents within a 10-minute walking distance (1/2 mile).
- Involve nearby residents and/or stakeholders in the design or site master planning of this park. Integrate maintenance and operations efficiencies in the park design.
- Develop the park according to guidelines for neighborhood parks, scaling features according to the size of the park. Provide at a minimum a play area (for ages 2-5 and 5-12), gathering area (e.g., grouped seating, varied tables), active use facility (e.g., sports court), open turf playfield, and suitable support amenities (e.g., signage, benches, bike racks, dog waste stations, trash receptacles).
- Incorporate unique features and design elements that reflect the site's character.



## NP-4: Proposed Neighborhood Park #4

Park Classification	Size (acres)	Development Status
Neighborhood Park	Minimum 3 acres (more with natural area)	Proposed

### EXISTING SITE CHARACTER

This area where Neighborhood Park #4 would be located is currently outside city limits, but within the City's UGB and is expected to develop within the 20-year planning horizon. Under current land use designations, it will have a mix of commercial, industrial, and residential uses. Most of the area east of Highway 30 has a low-density residential designation and will likely be developed with single-family residences after annexation.

Current residential development in this area is predominantly single-family homes on large lots. Some small businesses exist in this area, but land is generally characterized by large yards, natural landscaping, and agricultural uses. There are mapped environmental constraints present in the area, with most of the residential area located east of Highway 30 lying within a flood hazard zone. A smaller portion located close to the proposed Scappoose Creek Trail is designated as a floodway. Given the presence of flood hazards and floodway constraints, this area is anticipated to have limited new residential development.

### FUTURE VISION

This vibrant, nature-themed neighborhood park, potentially located along the Scappoose Creek Trail, is intended to serve nearby neighbors as well as other pedestrians and bicyclists using the trail. The site will have a desirable mix of developed park uses and natural areas.

- Coordinate with future developer(s) to identify and acquire parkland when residential area is platted. Target a site that is a minimum of 3 acres in size to meet the needs of nearby neighbors.
- Ensure the park has a contiguous, regular shape and relatively level topography suitable for active and passive park development.
- Where feasible, centralize the park within the neighborhood to maximize pedestrian and bicycle access from surrounding neighborhoods and serve residents within a 10-minute walking distance (1/2 mile). For this site, consider a location along the proposed Scappoose Creek Trail to maximize access and connectivity to other parks.
- Encourage a larger site (e.g., 3.5-5+ acres) that protects natural areas, slopes, swales, wetlands, creeks, habitat, and similar landscapes that support ecological functions and contribute to the character of the site.
- Involve nearby residents and/or stakeholders in the design or site master planning of this park. Integrate maintenance and operations efficiencies in the park design.
- Develop the park according to guidelines for neighborhood parks. Provide at a minimum a play area (for ages 2-5 and 5-12), gathering area (e.g., grouped seating, varied tables, small shelter or gazebo), active use facility (e.g., sports court, tricycle track/walking loop), open turf playfield, and suitable support amenities (e.g., signage, benches, bike racks, dog waste stations, trash receptacles).
- Incorporate unique features and design elements that reflect the site's character. For example, consider a nature-themed play area, interpretive signage along the creek, and a trail wayside or fitness stations along the trail if co-located with the proposed Scappoose Creek Trail.
- Consider adding additional amenities and facilities to diversify recreation options.

- Depending on park size, consider needs for adjacent on-street or angle-in parking. (For smaller sites, no parking is needed.)

## NP-5: Proposed Neighborhood Park #5

Park Classification	Size (acres)	Development Status
Neighborhood Park	3 acres	Proposed

### EXISTING SITE CHARACTER

The identified area for Proposed Neighborhood Park #5 is within the City's UGB but outside the current Scappoose city limits. The entire area has a Suburban Residential designation under the City's Comprehensive Plan. Existing development in the area is generally oriented around Dutch Canyon Road. There is a mix of large vacant or redevelopable properties as well as several smaller properties currently developed with low-density housing. Most of the larger vacant or redevelopable properties are centrally located within the area while the smaller properties generally exist at the eastern and western extents of the area.

The areas between Dutch Canyon Road and Adams Road/Mountain View Road have a mix of environmental constraints. Most of this area is susceptible to landslides according to DOGAMI data. There are also moderate amounts of steep slopes and wetlands. South Scappoose Creek generally runs adjacent to the southern UGB boundary and is considered a FEMA flood hazard area and floodway.

There is moderate development potential despite environmental constraints in the area. Portions of many of the parcels in the area are located outside flood hazard/floodway areas or landslide susceptible areas. The degree of development potential in the area depends in part on the ability to provide access and extend utilities while protecting or mitigating impacts in environmentally sensitive areas.

### FUTURE VISION

- In an area that is distant from other City recreational opportunities, this park is an important neighborhood asset and is strongly identified with the residential area it serves. It provides a key, accessible gathering place for its immediate community, with play areas for younger children, a sports court or open playfield for teens and adults, and a variety of amenities for visitors such as benches and picnic tables.
- Coordinate with future developer(s) to identify and acquire parkland when residential area is platted. Target a site that is a minimum of 3 acres in size to meet the needs of nearby neighbors. Ensure park has a contiguous, regular shape and relatively level topography suitable for active and passive park development.
- Where feasible, centralize the park within the neighborhood to maximize pedestrian and bicycle access from surrounding neighborhoods and serve residents within a 10-minute walking distance (1/2 mile).
- Consider a larger site (e.g., 3.5-4 acres) that integrates natural features to contribute to the character of the site.
- Involve nearby residents and/or stakeholders in the design or site master planning of this park. Integrate maintenance and operations efficiencies in the park design.
- Develop the park according to guidelines for neighborhood parks. Provide at a minimum a play area (for ages 2-5 and 5-12), gathering area (e.g., grouped seating, varied tables, small shelter or gazebo),

active use facility (e.g., sports court, tricycle track/walking loop), open turf playfield, and suitable support amenities (e.g., signage, benches, bike racks, dog waste stations, trash receptacles).

- Incorporate unique features and design elements that reflect the site's character.
- Consider adding additional amenities and facilities to diversify recreation options.
- Depending on park size, consider needs for adjacent on-street or angle-in parking. (For smaller sites, no parking is needed.)

## PUD Property

Park Classification	Size (acres)	Development Status
Neighborhood Park	0.4 acres	Proposed



### EXISTING SITE CHARACTER

On a parcel adjacent to E. Columbia Ave and between NE 3rd Street and NE Sawyer Street there is approximately .42 acres of vacant land adjacent to a Columbia River PUD electrical substation. Based on current zoning, park use is not allowed on the site. In part because of its proximity to densely populated residential neighborhoods, this green, treed space has been discussed for use as a small park.

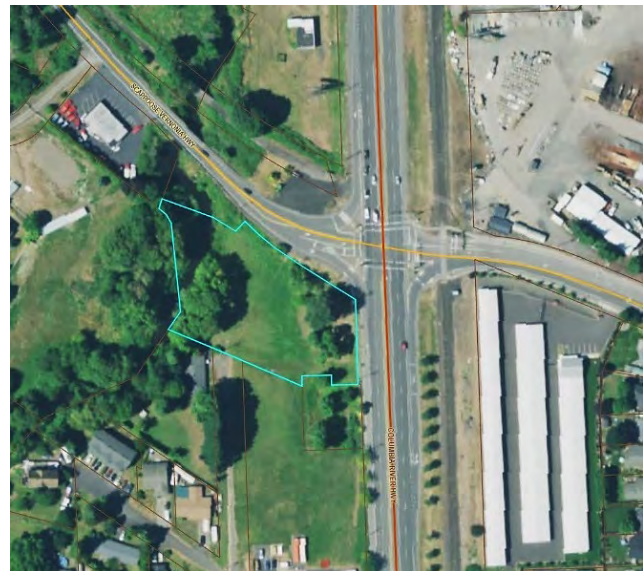
### FUTURE VISION

- Long-term, explore options to rezone the site as park land for recreation use through a public, legislative adoption process.
- Add a play area with a design inspired by the adjacent electrical substation.
- Add or enhance amenities such as picnic tables, benches, and trash receptacles.

## Sites for Additional Long-Term Consideration

### SCAPPOOSE CREEK TRAIL

The 2016 Scappoose Transportation System Plan includes a paved, shared-use path that connects Creekview, Veterans, and Chief Concomly parks. Scappoose Creek is a valuable asset to the City, as it is the only significant wildlife habitat within its borders. Both sides of the creek are surrounded by native and riparian vegetation, which provides wildlife habitat. Lands along the creek and several areas extending from it are designated riparian zones or wetlands. During the year, the creek area experiences seasonal water flow and erosion of its banks. The creek borders Creekview Park, Veterans Park, Chief Concomly Park, and the Grabhorn property, presenting opportunities for an integrated feature through the majority of the City's developed or soon to be developed park land. A future Scappoose Creek trail could provide pedestrians and cyclists with a safe off-street active transportation and trail-related recreation opportunities between north and south city limits, as well as internal connections between key sites including parks, school sites and Downtown Scappoose.



### FIRE DISTRICT SITE

The site is located north of the Scappoose Fire District, adjacent to the intersection of the Scappoose-Vernonia Highway and Highway 30. This site has the potential to serve as a future park due to its size (1.77 acres), high accessibility via major roads, and proximity to residential areas. It is important to note, however, that easements and natural constraints such as floodplains and floodways pose a number of limitations.

The Fire District has expressed interest in partnering with the City to develop this site as a 'Fireman's Park.' The property could be used as Crown Z trailhead parking area, providing it with easy access to the north, across Scappoose-Vernonia Road.



# IMPLEMENTATION

The recommendations in this Plan are comprehensive and will take more than 20 years to be implemented. The importance of a plan is to support incremental implementation, avoiding new projects that would interfere with future ones and bundling efforts for efficiency. The total cost to implement this plan is significantly more than the City has historically spent on its park system and would require a substantial investment in operations and maintenance.

The City's current reality is a limited annual contribution to capital projects in parks, an even more constrained operational budget, and limited willingness to increase taxes for this City service. All these factors emphasize the importance of understanding the costs of specific projects, creating a process to decide which should be implemented first, and taking advantage of grant opportunities.

## Planning Level Capital Costs

Over the past five years, construction costs have increased dramatically. Inflation has made it difficult to identify accurate costs for long-term planning. However, to move forward with implementing this plan, the City needs to understand the magnitude of costs involved.

All projects recommended in this plan will require both capital and operational funding to build, improve, maintain, and program park facilities. Because capital funding and operations funding may come from different funding sources, their cost estimates are identified separately. For long-range planning, these "planning level" costs are intentionally rounded and are less specific than actual construction costs, since additional master planning may be needed to determine specifics related to site constraints, design, facility size and scale, materials, permitting, and bidding for contractors. The cost estimates noted here are "planning-level" costs<sup>3</sup> that are intended to cover all of the above in current dollars. These costs are included with the understanding that both inflation and the specifics of design will cause them to change over time.

### Capital Funding

- The one-time cost to buy, build or replace park land and features.

### Operational Funding

- The ongoing, and increasing, annual cost to maintain, repair, clean and program parks.

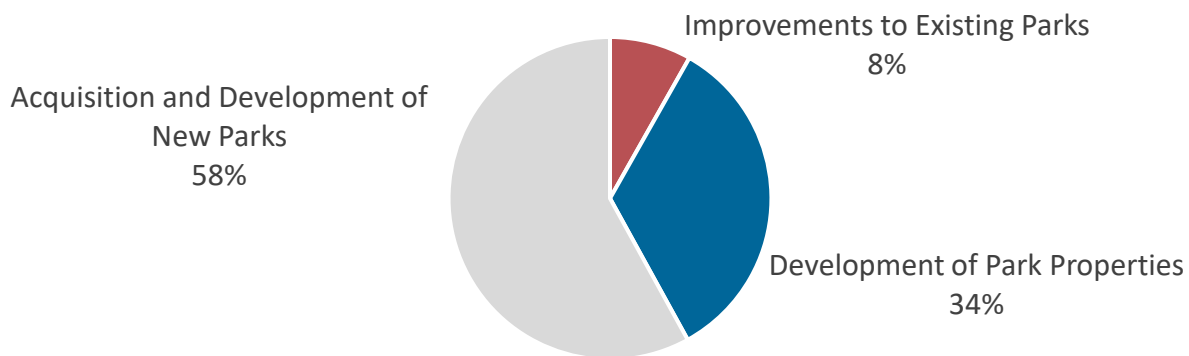
## Capital Cost Model

The costs for each park and the entire system are calculated using a flexible spreadsheet model that allows for adjustments to the categories of features planned for each park as well as the cost for each feature. This spreadsheet, and an explanation of cost categories, are presented in Appendix C. This allows City staff to adjust the expectations during the implementation of the plan.

As shown in Appendix C, the total capital costs needed to acquire, develop, and improve parks, facilities, and trails is \$20.4 million. This is far more than the City has available to spend over the next 20 years. Figure 5-1 summarizes how these projects break down across three categories.

<sup>3</sup> Initial costs provided by City of Scappoose, these can be updated in the spreadsheet version of Appendix C.

Figure 5-1: Breakdown of Recommended Improvements by % of Total Cost



## Operational Costs

The City of Scappoose currently budgets<sup>4</sup> a total of \$ 464,285 annually for personnel, materials, services, and administrative costs associated with maintaining and programming the park system. These funds pay for the workers who perform maintenance, the supervision of contracts, oversight, administration, and coordination of events, sports, and activities in parks that keep the parks system running. Not all of this budget goes to the maintenance of park land in this inventory. The City estimates that approximately 7% of the budget (equivalent to approximately 10.5 acres maintained similarly to partially developed parks) is spent on the mowing and maintenance of City rights-of-way (ROW) including planting strips and medians.

Operations cost per fully developed acre: \$10,500

Operations cost per partially developed acre: \$3,300

Operations cost per undeveloped acre: \$470

With this clarification, a general estimate of the costs on a per-acre basis can be calculated that will be useful for tracking over time and for considering when adding new parks to the system. Three, per-acre costs are important to understand. The first cost includes the parks that are fully developed. The total developed park acreage is 24.6 acres. The resulting cost per acre for park system operations is approximately \$10,500. The next cost is the portion of the system that is partially developed, which is maintained at a lower overall cost, because only a portion is actively used. Currently there are 39 acres (four sites - Grabhorn, Creekview, Crown-Z Trail, and Chapman Landing) in this category. The final per acre cost is for the undeveloped and natural area acres which still require some ongoing resources, but much lower on a per acre basis due to their condition. This totals a little over 91 acres and includes the Vista and the Commerce Drive properties.

At the completion of plan implementation, all three partially developed parks and the Commerce Drive Property are anticipated to be in the developed park maintenance tier and the Vista Property will be in the partially developed category, as much of this site is likely to remain natural. In addition, six new parks will add 15.4 acres of land to the inventory; however, this is expected to occur beyond the 20 year planning horizon. At the current costs, this increase in maintenance need will require roughly three times the budget currently spent on park maintenance. This calculation does not include the increasing cost of labor and supplies or the operation of new types of features and programming.

<sup>4</sup> 2023-24 Budget Breakdown provided by City Staff

## Decision-Making Criteria

To assist with making the difficult choices about moving projects forward, the following two-step filter ensures that projects (both identified in this plan and new project ideas) align with the goals of the community and the realities the City faces in managing parks and recreation.

### Interaction with Goals

This Parks Plan update includes six proposed goals that form the foundation for updated parks system policies. These six goals are the initial filter that the City should apply to any action before it becomes part of the Capital Improvement Planning process. Any one project may not address all goals but projects that advance more goals should be prioritized for funding and implementation.

### Park System Realities

As a second filter for any new project in Scappoose, the following realities help sequence projects. These realities may prompt the community to address larger projects in stages, or delay implementation until opportunities emerge or conditions are right. Each of the listed criterion asks a question about the project under consideration at the time.

#### STEP 1: HOW DOES THE PROJECT ADVANCE THE GOALS OF THE PARK SYSTEM?

**Goal 1: Provide Quality Parks.** Provide well-distributed, well-developed parks for all Scappoose residents.

**Goal 2: Take Care of What We Have.** Manage, maintain, and create parks, facilities, and open space that support safe, attractive, and engaging recreation and green space.

**Goal 3: Serve All Ages and Abilities.** Diversify recreation opportunities by providing a variety of inclusive, accessible park facilities and experiences.

**Goal 4: Connect Residents to the Natural Environment.** Strive to protect and enhance natural areas, understanding the health and wellness benefits to the community when connected to nature.

**Goal 5: Create A Connected System.** Prioritize trail connections that support active transportation and recreation, connecting key parks and City destinations.

**Goal 6: Support and Expand Local Collaboration.** Leverage resources through strategic and deliberate partnerships to provide community-supported facilities, programs, events, and services.

#### STEP 2: DOES THIS PROJECT ADVANCE THE STATED GOALS OF THE COMMUNITY AND CITY COUNCIL?

**Fits Within Land Uses.** Does the project require a zoning change or other land use process?

**Capital Funding and Staff Capacity.** Is there money available to build the project? Is there staff capacity to manage construction?

**Maintenance Capacity or Resources.** Once the project is built are there additional funds available to maintain new land and features?

**Activation and Programming Opportunity.** Will this project increase the use of a park through events or programs?

**Timely Opportunity.** Is there a time-sensitive funding or partnership prospect that could substantially increase the potential to build or maintain a new park or feature?

**Increase the Usability of an Existing Park.** Can the project make an existing site more visible, attractive, or user-friendly?

**Increase Access to Existing Park, Park Land or Trails.** Can the project create better access (entryway, connection, facilities, or awareness) to an existing park or trail; increase value of that property?



## Applying Criteria

The process is designed as a series of questions to ask about each project, particularly when comparing projects against each other. If the discussion of these goals and realities does not come to a clear decision, a scoring system can be applied to them to clarify the results.

None of the answers are intended to be fatal flaws for a project. The idea is to allow for the flexibility to act on unique opportunities that the City cannot anticipate while also ensuring that the important questions have been addressed during decision making.

## Phased Implementation

Using what the City has learned through this process, about the community's priorities as well as the relative impact of improvements to different parks, an initial phasing is proposed below. This phasing will form the starting point for including park projects in the City's Capital Improvement Plan (CIP) process. Phasing for implementation is defined as follows:

- Short term: 0-5 years
- Medium term: 6-20 years
- Long term: 21+ years

Short-term projects should be proposed for inclusion immediately in the City's five-year Capital Improvement Plan, with the medium-term projects prioritized (using the criteria above) as short-term projects are completed. Long-term projects reflect ideas and needs for projects that are beyond the timeframe or resources anticipated for the next 20 years. However, it is important that these projects are noted in the plan to take advantage of future funding and grant opportunities.



Table 5-1: Project Cost Estimates and Phasing by Site

	Short-Term	Medium-Term	Long-Term	Total Planning Level Cost
<b>Community Parks</b>				
Heritage Park		X		\$343,500
Veterans Park		X		\$736,500
Grabhorn Property	X			\$3,258,000
<b>Neighborhood Parks</b>				
Chief Concomly Park		X		\$155,500
Miller Park		X		\$514,000
Creekview Park			X	\$503,000
<b>Linear Parks / Trail</b>				
Crown Z Trail		X		\$97,000
Trtek Trailhead			X	\$0
<b>Special Use Sites</b>				
Chapman Landing		X		\$1,838,000
Commerce Drive Property			X	\$621,000
Vista Property			X	\$904,000
<b>New Parks</b>				
PUD Property			X	\$139,000
New Neighborhood Park (Site TBD)			X	\$2,450,000
New Neighborhood Park (Site TBD)			X	\$2,450,000
New Neighborhood Park (Site TBD)			X	\$2,450,000
New Neighborhood Park (Site TBD)			X	\$2,450,000
New Neighborhood Park (Site TBD)			X	\$2,450,000
New Neighborhood Park (Site TBD)			X	\$2,450,000
<b>Total Per Phase</b>				<b>\$21,359,500</b>

Note: The City has discussed two additional long-term projects that are not included in this CIP: the Scappoose Creek Trail and the Fire District Site.

## **Funding Strategies and Sources**

The community will ultimately need to commit to additional resources to achieve the vision of this plan. The new facilities will require capital to build, as well as operational funding to maintain and program new facilities. However, at the current time, the City is best served by moving forward with the resources available, primarily general fund contributions, and a possible grant backed by the purchase of the Grabhorn property.

The approach of this Plan is to focus investments on a small number of highly visible improvements while building support for the necessary capital and operational costs to continue building out the system.

The first step in this process is to commit, with the adoption of this plan, to an initial focus on one park. Based on the entirety of the community engagement during this planning process, there is one park for this focus: Grabhorn Community Park. With a central location, connections to other key park sites, and the momentum of recent community conversations, a first phase of this park could add new and exciting features to the system. The initial focus project will need to move forward as quickly as possible, to take advantage of the timely opportunity to use the purchase price of this site as a match for grant applications.

The adoption of this Plan and the forward progress on Scappoose's newest park will continue to generate excitement about further development of the park system. As the community moves forward, additional funding options will be needed for both capital and operational purposes.

## **Looking Ahead**

The City's Parks plan is an element of the City of Scappoose Comprehensive Plan. The City's long-range planning for future growth is informed by the findings of this plan. It provides the vision and planning framework for the parks system, an integral part of the City's identity as a community, with strong connections and access to natural areas and recreational opportunities. The Parks plan provides updated policies, detailed information, and decision-making criteria for future park development and enhancements. Given existing funding, the City will remain challenged to provide the envisioned system and will need to continue to evaluate funding options and to seek out public and private funding and resource opportunities when prioritizing community needs for parks and recreation and programming specific development and enhancements.



Parks, Trails, & Open Space Plan

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# Appendix A: Park & Facility Inventory

Appendix A: Park & Facility Inventory

	Development Status	Acreage	Trail Miles	Athletic/Sports Facilities							Outdoor Recreation							Major Amenities				Supporting Amenities							Total
				Baseball Field	Volleyball Court	Basketball Court (covered)	Pickleball Court	Soccer Field	Natural Play Area	ADA Compliant Play Area	Disc Golf	Walking Trail	Nature Trail	Sidewalk Allowance	Exercise Station	Bike Skills/Pump Track	Permanent Games	Picnic Shelter	Restroom (Dual)	Restroom (Single)	Boat ramp/non-motorized launch	Picnic Table	Bench	Trash Receptacles	Interpretive Signage	Public Art Facility	Parking	Community Garden	
Community Parks																													
Veterans Park	Developed	14.4					1			1	1							1				6	6	5					21
Heritage Park	Developed	2.5															2	1	1			3	3	3		1			14
Total Community Parks		16.9	0.0	0	0	0	1	0	0	1	1	0	0	0	0	0	2	2	1	0	0	9	9	8	0	1	0	0	35
Neighborhood Parks																													
Miller Park	Developed	2.0												10				1	1			5	6	4			1		28
Creekview Park	Partially developed	2.7							1			1	1	12				1		1		4	4	4			2		31
Chief Concomly Park	Developed	5.0			1						1						2				4	4	4	1			1	18	
Total Neighborhood Parks		9.7	0.0	0	1	0	0	0	1	0	1	1	1	22	0	0	2	2	1	1	0	13	14	12	1	0	3	1	77
Linear Parks / Trail Corridors																													
Crown-Zellerbach Trail	Developed	10.5	1.5												6							6	6	6	4				28
Trtek Trailhead	Developed	0.7																										0	
Total Linear Parks / Trails		11.2	1.5	0	0	0	0	0	0	0	0	0	0	0	6	0	0	0	0	0	0	6	6	6	4	0	0	0	28
Special Use Sites																													
Chapman Landing	Partially developed	15.9																2	1		1	6	6	8	2		1		27
Total Special Use Sites		15.9	0.0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2	1	0	1	6	6	8	2	0	1	0	27
Total Developed Parks		53.7	1.5	0	1	0	1	0	1	1	2	1	1	22	6	0	4	6	3	1	1	34	35	34	7	1	4	1	167
Undeveloped Parks																													
Commerce Drive Property	Undeveloped	14.1											1					1	1			3	6	6	2		1		21
Grabhorn Property	Undeveloped	9.5		1		1	1	1			1	1			1		2	1			8	6	10			1		35	
Vista Property	Undeveloped	77.0									1		2					1			3	5	6			1		19	
Total Undeveloped Parks		100.7	0.0	1	0	1	1	1	0	0	2	1	3	0	0	1	0	3	3	0	0	14	17	22	2	0	3	0	75
Total Parks and Recreation Facilities		154.4	1.5	1	1	1	2	1	1	1	4	2	4	22	6	1	4	9	6	1	1	48	52	56	9	1	7	1	242

\* Facility access paths in parks are not counted as trails. Trails are multi-use paths intended to support recreation and connectivity.



Existing open space inside and outside Scappoose's UGB owned by private entities

Open Spaces - Public Lands		Acreage	Additional Information
Fisher Park	8.8	Suitable for low-impact recreation facilities such as playgrounds and picnic areas	
Seely Lane	3.0	Opportunities for wildlife viewing picnicking, and play equipment	
Dutch Canyon Road Well Site	3.0	Large enough to accommodate a small pocket park to serve Dutch Canyon Estates and other surrounding homes.	
E Columbia Ave / Wastewater Treatment Plant	46.3	Could provide wildlife viewing due to its proximity to wetlands.	
Day Street	0.3	Suitable for a Pocket Park and limited recreational uses, such as playground equipment and picnicking.	
Keys Road Water Treatment Plant	0.5	Has potential for a Pocket Park with picnic and playground equipment	
EM Watts Rd	2.0	Has potential for wildlife viewing and passive recreation	
Meadowbrook Dr.	2.0	Provides useful open space, and could serve as a greenway if connected to nearby sites with a trail.	
Columbia Airpark East	14.5	A new softball diamond, or soccer field could also fit at this site.	
Total Public Open Spaces		80.3	
Open Spaces - Private Lands			
West Scappoose Timberlands	149.5	Forested lands with very little development.	
Seely Lane	2.2	These sites are suitable for a variety of active recreational uses, such as sport courts and fields.	
Miller Road	2.0	Could be developed in combination to form one continuous park with direct access to the Crown Zellerbach Trail.	
North Road	0.9	Could be developed as a small park for the surrounding neighborhood.	
South Scappoose creek:SW JP West Road	17.1	This site is large enough to provide many additional passive and active recreational uses, including trails, picnicking, sport courts and fields.	
SE Maple Street	1.6	Could be developed as a Neighborhood Park for the surrounding neighborhood.	
51936 SW EM Watts Road	4.9	This site has potential for wildlife viewing and passive recreation.	
South Scappoose Creek: Creekview Park to Meadowbrook Drive	7.3	The proximity of the creek provides opportunities for passive recreational activities such as walking, biking, and wildlife viewing.	
South Scappoose Creek: Meadowbrook Drive to Dutch Canyon	23.4	Multiple properties along South Scappoose Creek provide useful open space and natural habitat.	
Total Private Open Spaces		209.0	



Parks, Trails, & Open Space Plan

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# Appendix B: Public Outreach Results



# Appendix B: Public Outreach Results

## Introduction

Included in this appendix are results from several outreach events and an online survey. They include results from the following:

- Pop-Up events that were planned in coordination with Scappoose Parks and Recreation Committee (SPRC) members to collect community input about priorities and preferences for parks and recreation in Scappoose in the fall and winter of 2022.
- A survey of residents and park users. The survey was available online and in paper form on October 24, 2022 and results were collected through the end of that year. Survey results helped identify community needs and priorities.
- Stakeholder meetings during November and December 2022 where participants represented a diverse spectrum of park users, planners, and activists and included people who represented Columbia County, youth sports, City agencies, the Scappoose School District, and park neighbors.
- The 2023 Annual Town Meeting where residents provided input on where funding should go and what scale of investments should be made.

# Pop-Up Event Summary

## Introduction

The City of Scappoose is updating its Parks, Trails, and Open Space Plan to ensure the parks and recreation system meets the needs of the community, including those who live in Scappoose today and future residents. As part of the update planning process, “pop-up” events were planned in coordination with Scappoose Parks and Recreation Committee (SPRC) members to collect community input about priorities and preferences for parks and recreation in Scappoose.

In addition to online and paper surveys, two pop-up events were held to hear directly from residents. The pop-up activity presented interactive display boards with a series of questions. Through collaboration with the organizers of large community events, booths were set up and people were encouraged to share their opinions using dot stickers. The questions on the display boards mirrored those asked in the online and paper surveys. The pop-ups provided an opportunity for people who might not otherwise participate in a planning process to be involved. The pop-ups also gave the planning team opportunities to talk with community members and hear about their experiences and ideas. Community input provided at the pop-up events and through the online questionnaire will inform the updated Parks Plan.

The first pop-up event took place at the Watt’s House on October 28, 2022. The Scappoose Historical Society hosted a whiskey and gin tasting which was attended by local residents and out of town visitors. Approximately 25 people interacted with the display boards and talked to the project team member and SPRC volunteer.

The second pop-up event took place at a basketball game night, December 7, 2022 at the Scappoose High School Gym. Students of various ages voted on the presentation boards, as well as parents who visited the gym for the Junior and Varsity Boys/Girls basketball games. Approximately 40 people interacted with the project team member and SPRC volunteer. While taking part in the survey, participants expressed satisfaction with the way the City of Scappoose gathered opinions, adding that it was a good opportunity to see what other residents thought and preferred.

Note that respondents did not identify their residency and the results summarized here should not be considered statistically representative of the entire community.

## Total Results

Responses from the questions on the display boards are tallied in the following tables. Percentages in each table are based on the number of respondents to that question. Any partial results that included answers are also included in the summary below.

## Overview

- School sites with indoor and outdoor recreation facilities are most frequently used.
- Veterans Park and Crown-Zellerbach Trail were the most popular parks, followed by Chapman Landing.



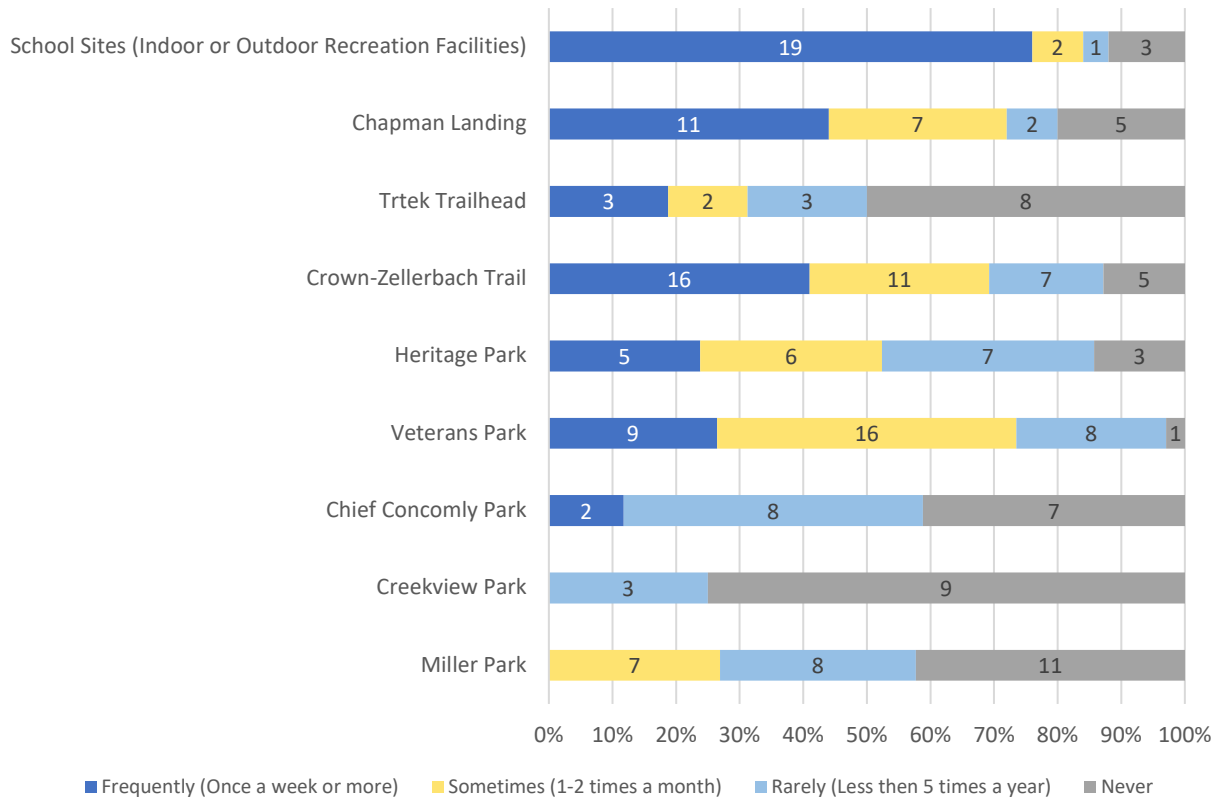
- 38% of respondents answered they drive to their closest park; fewer than 10 percent said they live within a 5-minute walk from the closest park.
- Reasons for not visiting their closest park included it was too far (31%) or the way to the park was unsafe (26%).

## Priorities

- Bike skills courses and pump tracks (26%) was the most popular feature, followed by Indoor space for gathering (16%), Nature trails (15%), and Courts for new activities (14%).
- In addition to adding major new facilities (27%), respondents wanted to enhance existing parks (17%) and see more community events and programs (17%).

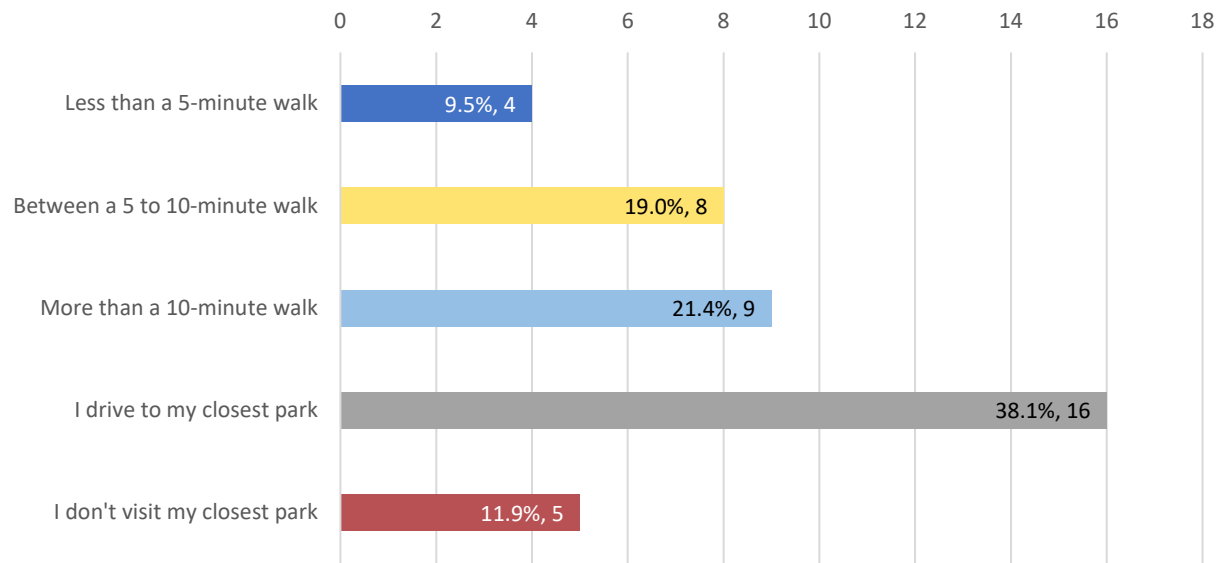
The following are the responses to each question.

### How frequently do you or your family visit the following parks and recreation facilities?



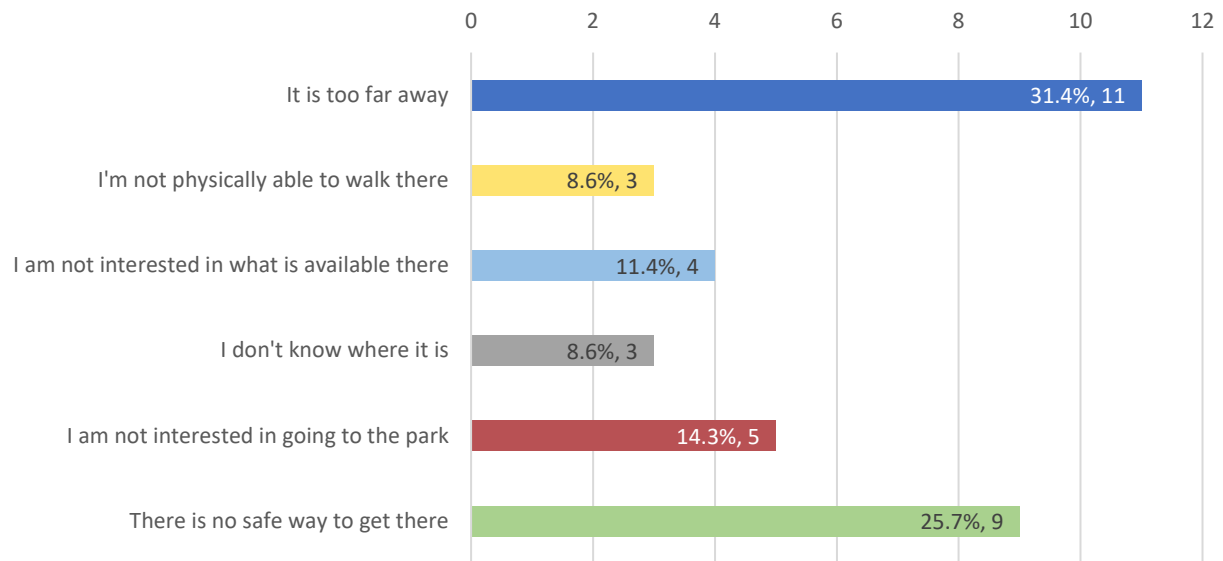
*n (number of respondents) varied between 12-39*

How far away is the closest park to your home? Choose one.



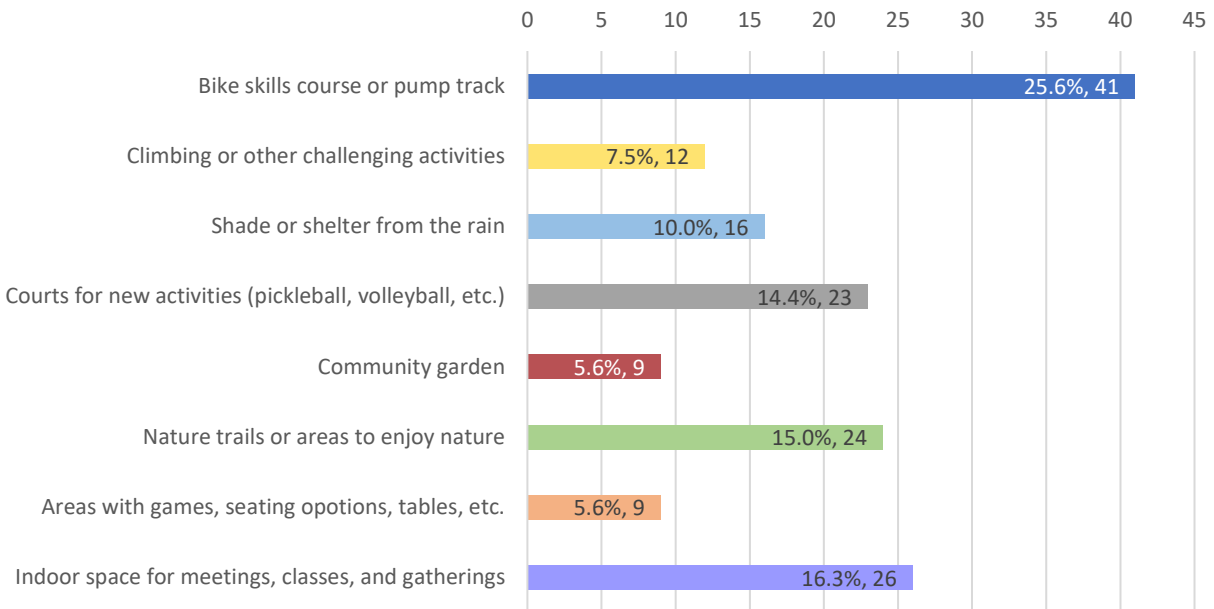
*n*=42

I don't walk to my closest park because: (Choose all that apply)



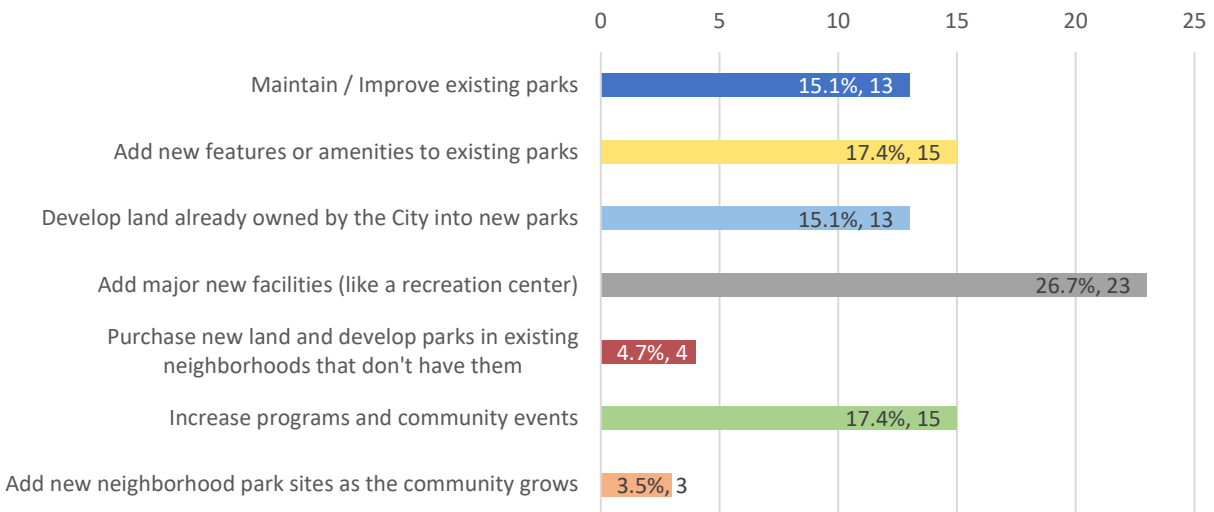
*n*=35

### What are the most important features to add to Scappoose's park system? (Check your top two)



*n=160*

### What are your top priorities for the City to advance? (Choose your top two)



*n=86*



*Photo: December 7, 2022 , Pop-up Event at Scappoose High School*



# Online Survey Summary

## Introduction

As part of the outreach informing the needs assessment for Scappoose's updated Parks, Trails and Open Space Plan, the planning team designed and launched a survey of residents and park users. The survey was available online and in a paper form on October 24, 2022 and results were collected through the end of that year.<sup>1</sup>

This survey is an important opportunity for community input, and while it has the largest volume of responses, the open and self-selecting nature of the effort means that the responses only represent the people who choose to share their input. These respondents are not randomly distributed in the community and therefore the results should not be considered statistically representative of the entire community.

### Total Results:

Complete Results	715
Partial Results	188
<b>Total</b>	<b>903</b>

Any partial results that included answers are included in the summary below. Percentages in each table are based on the number of respondents to that question. In many cases, multiple responses were allowed and the percentages will then add up to more than 100%.

## Overview

- The most frequently visited City parks are Veterans Park and the Crown-Zellerbach Trail.
- 22% of respondents live further than a 10 minute walk from their nearest park; another 29% don't walk or visit their closest park, mostly because it is too far away.
- Activities that trails accommodate topped the list of opportunities respondents would like close to home with 76% indicating Walking/biking/jogging as an important close to home activity and 54% indicating trails as the most important feature in the park system today.

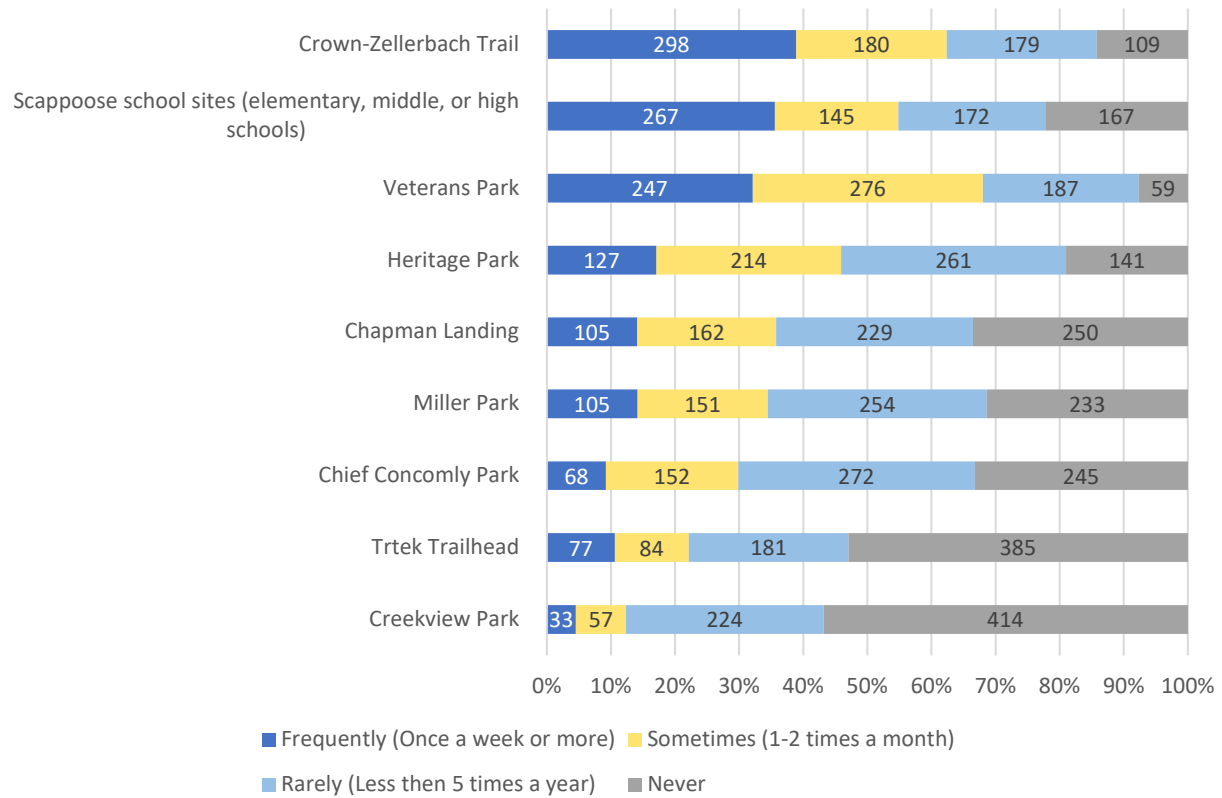
## Priorities

- Serving young children and teens with more community-wide events
- Adding natural areas/trails (42%) as well as courts for new activities (30%)
- Use limited resources to (in order of importance): maintain/improve existing parks (49%); add major new facilities (32%); and add new features to existing parks (31%)

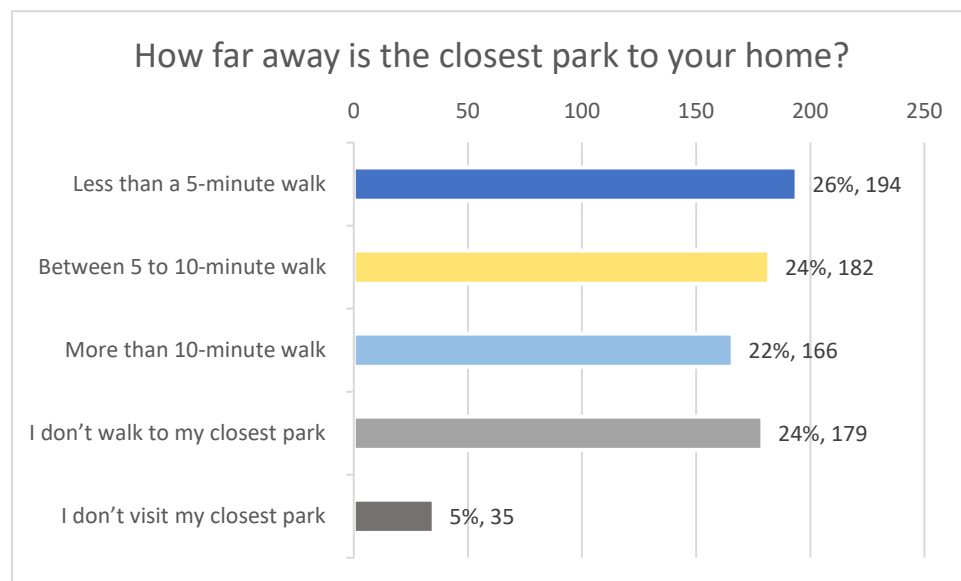
The following pages include tables of responses to each question. Additional information provided in open ended responses is appended to this summary.

<sup>1</sup> Paper survey responses that were received by January 11, 2023, were tabulated and are included in this summary.

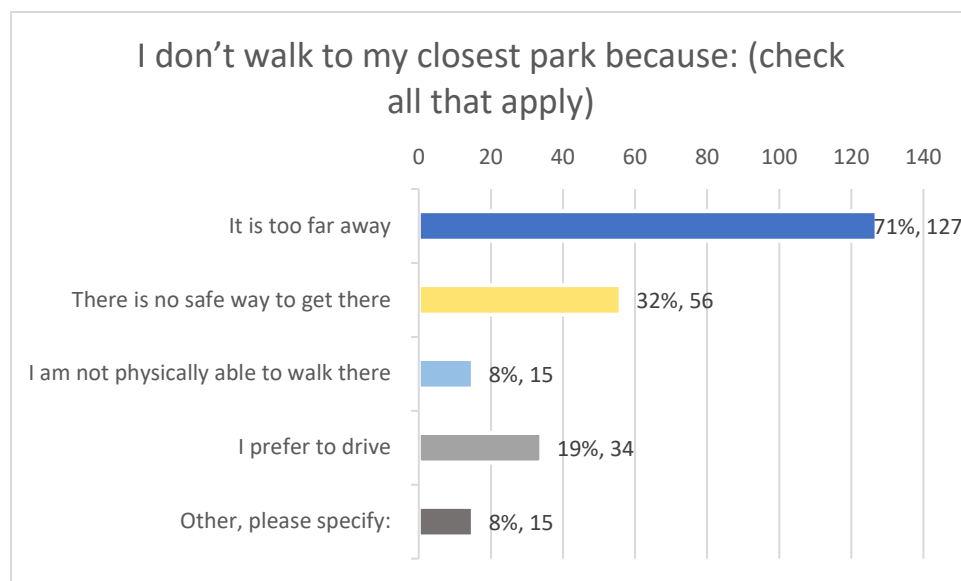
## How frequently do you or your family visit the following parks and recreation facilities?



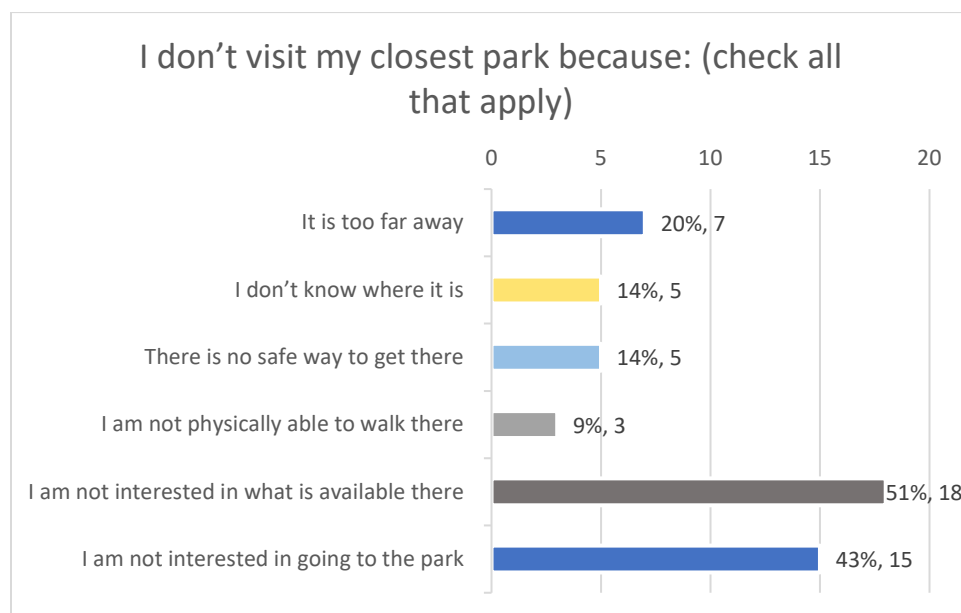
*n (number of respondents) varied between 727-769*



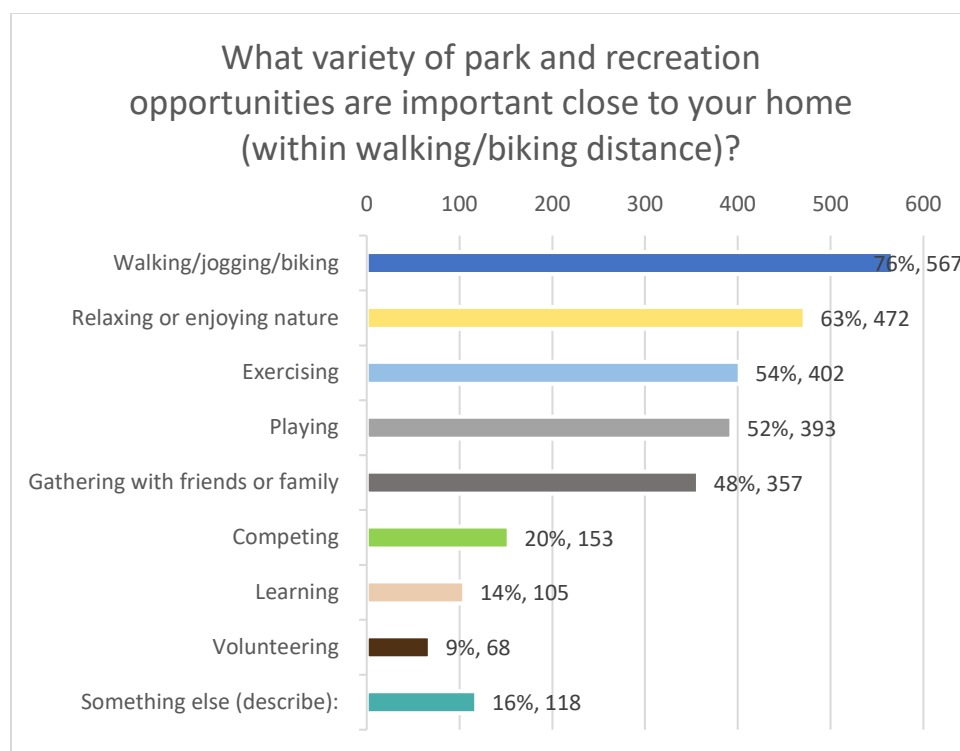
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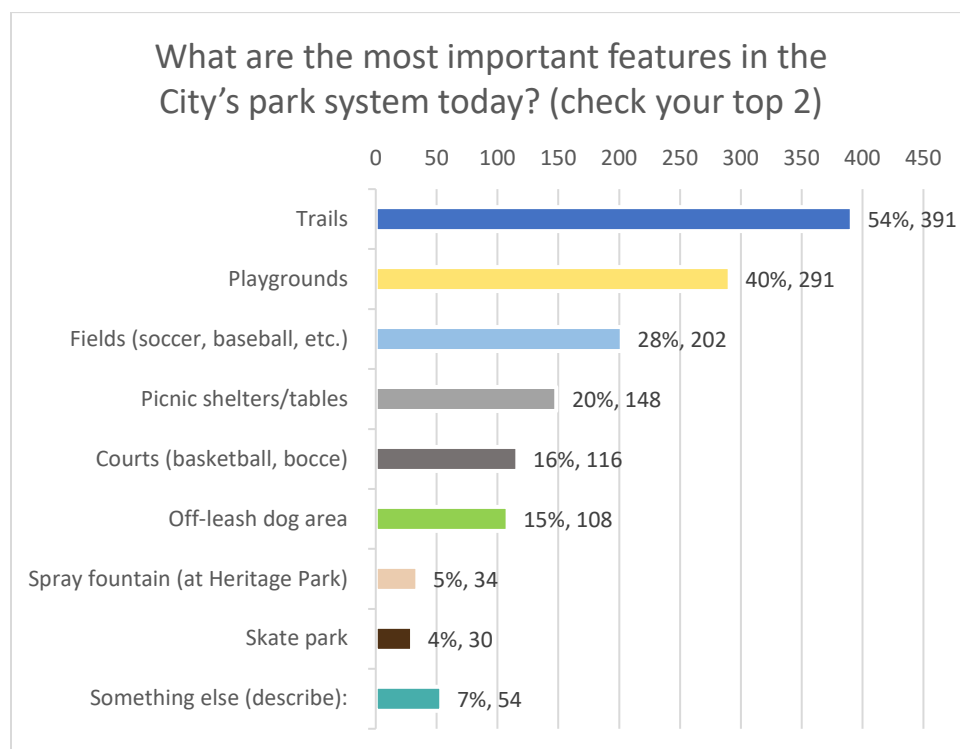
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*n*=35

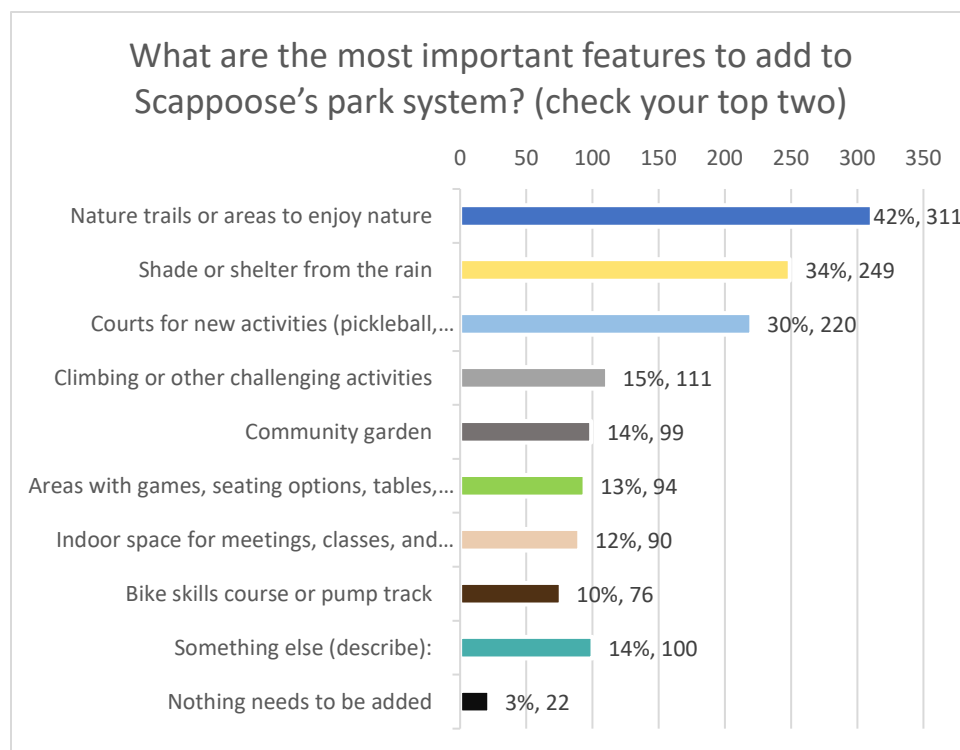


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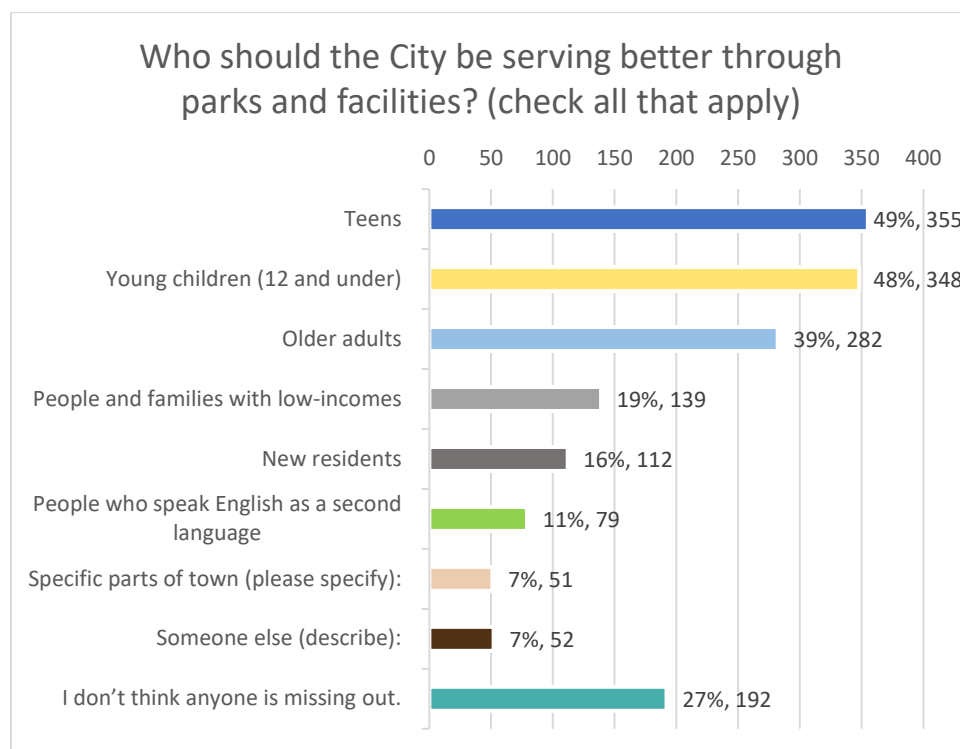


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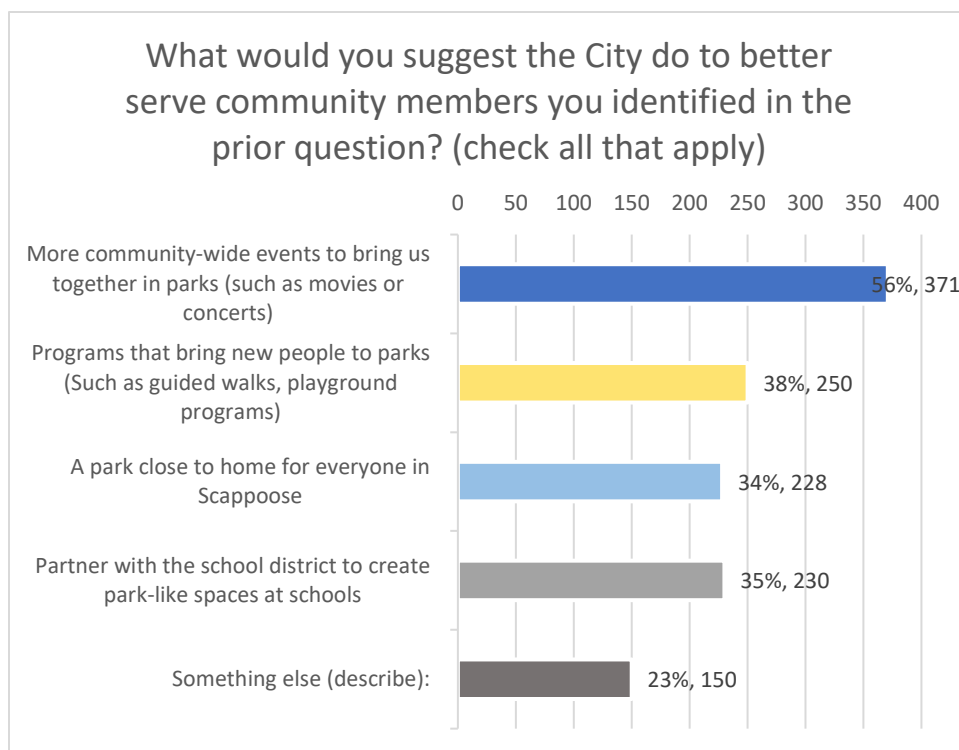




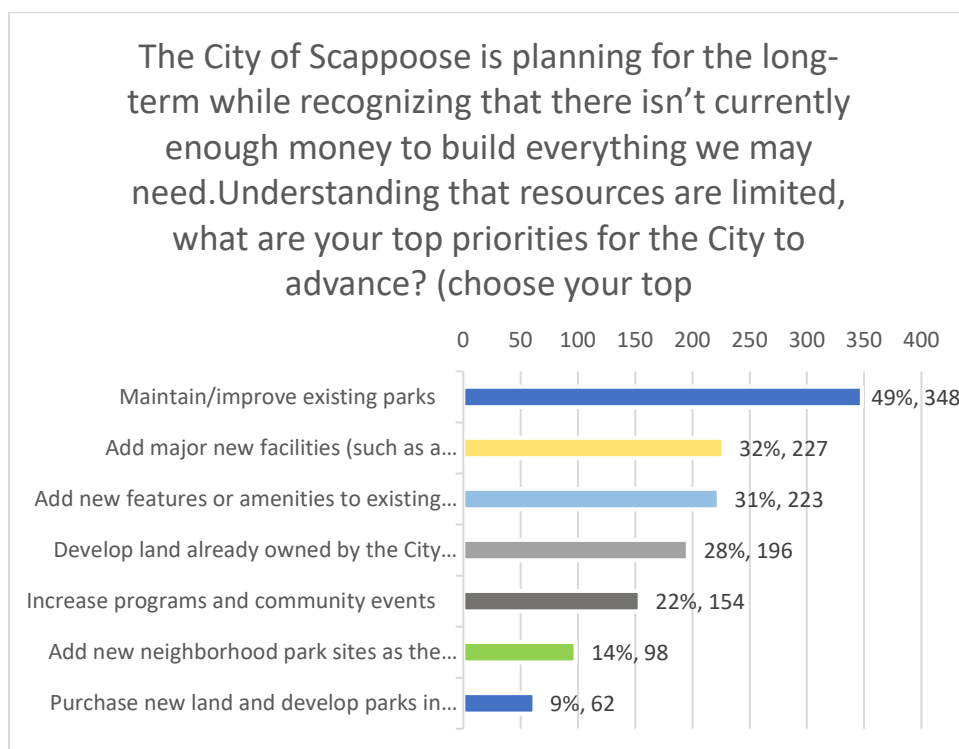
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n=723

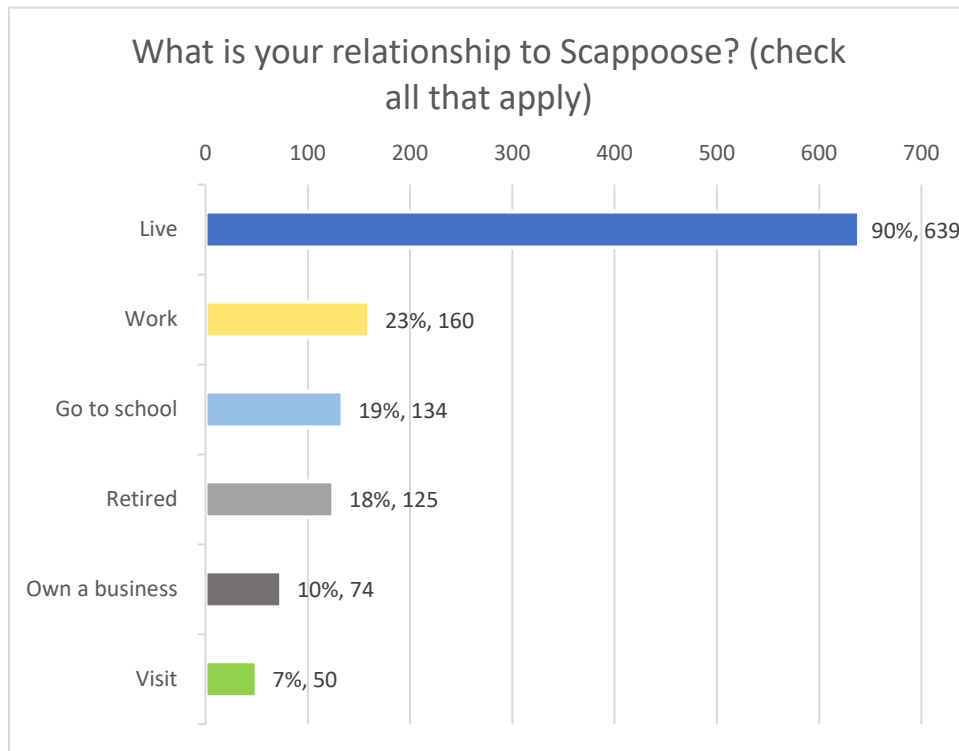


n=665

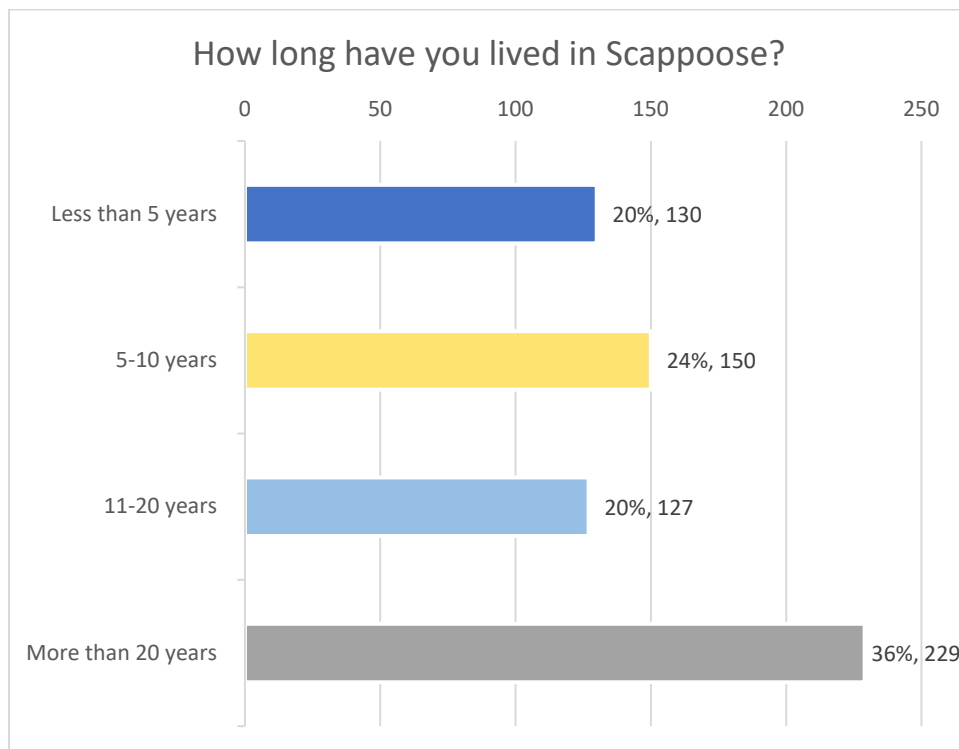


n=710

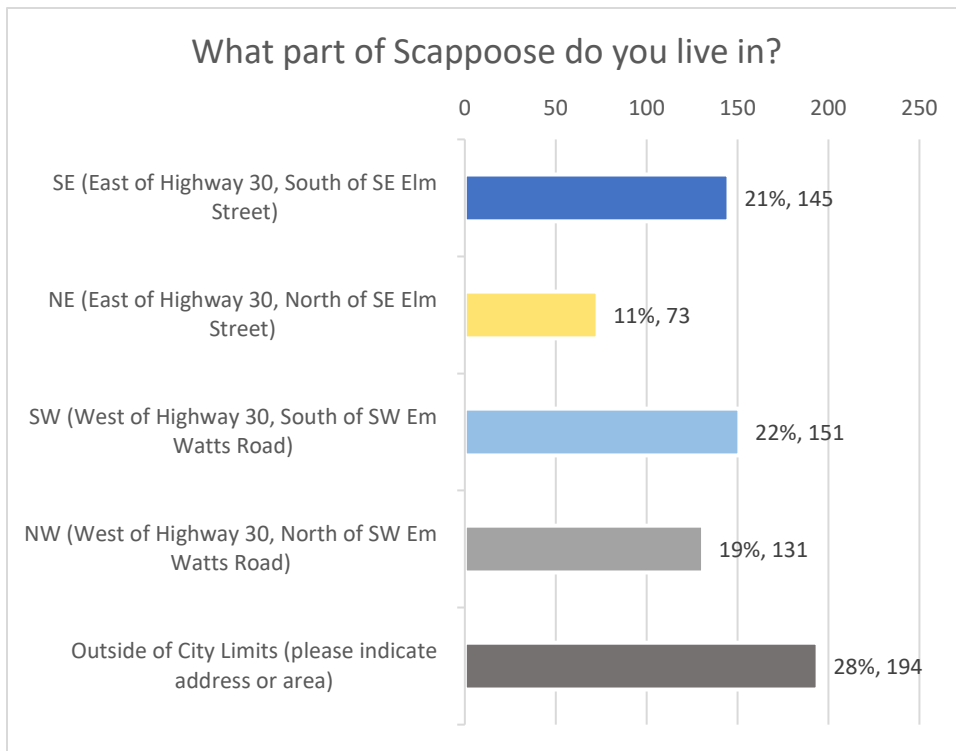
## Respondent Profile



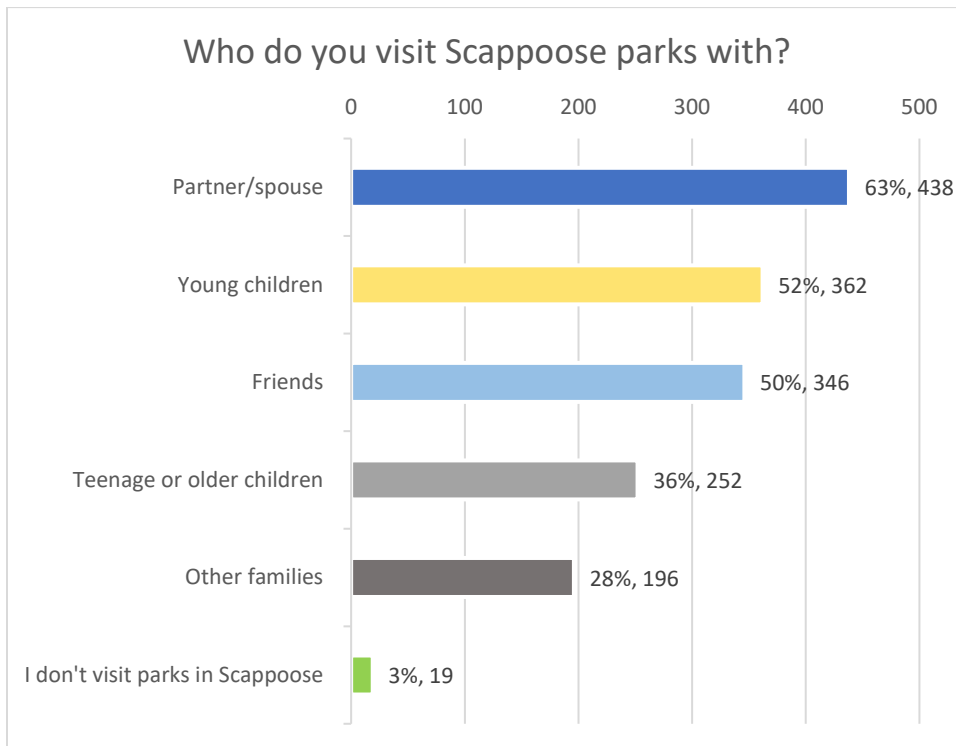
*n*=712



n=636

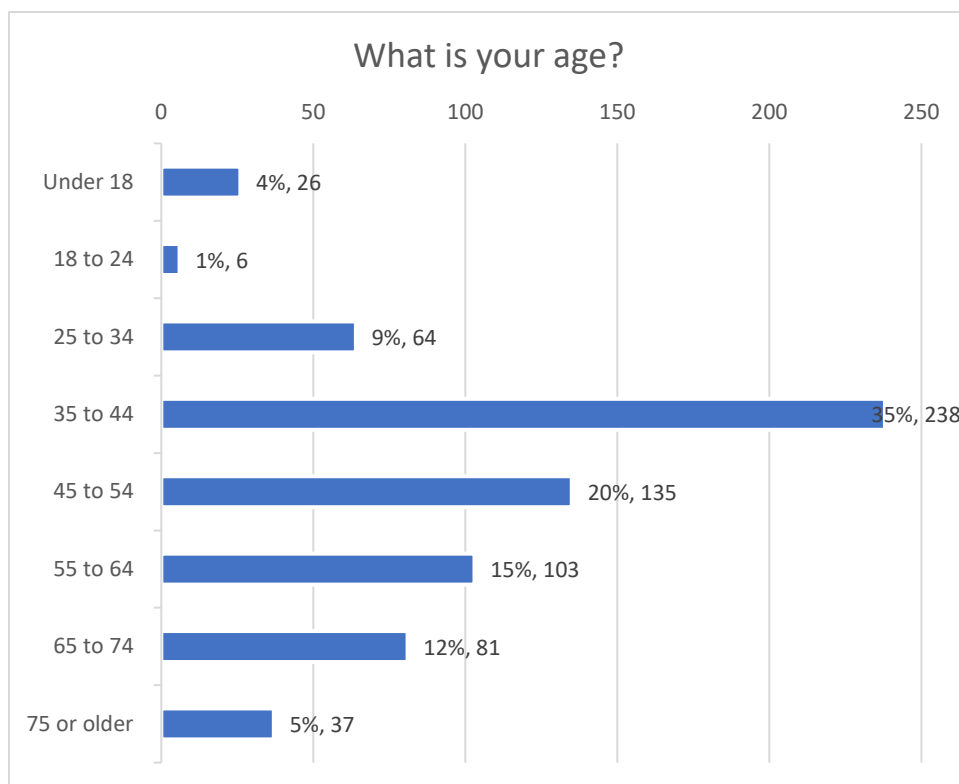


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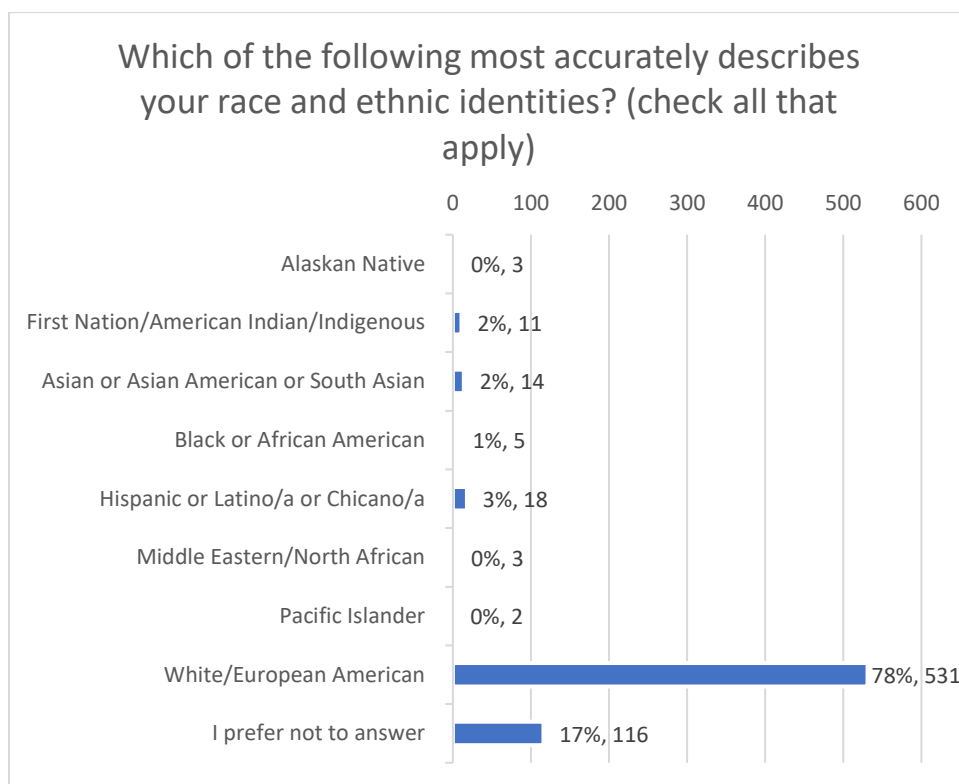


n=696

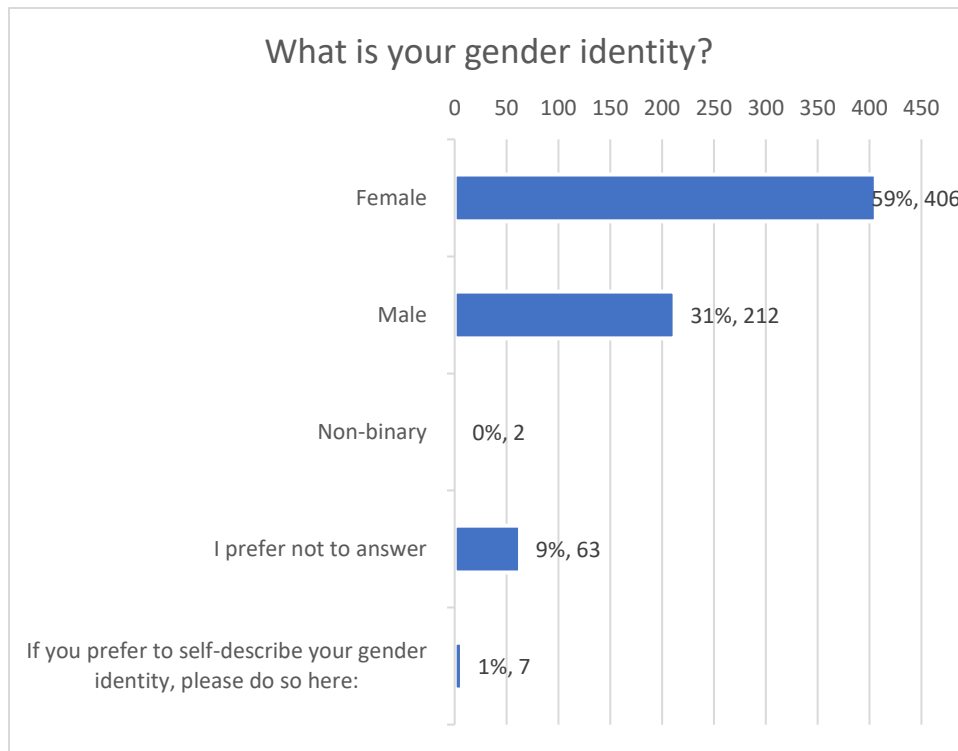




*n*=690



n=677



n=690

# Stakeholder Interview Summary

## Introduction

During November and December 2022, the project team (consultant and City Staff) interviewed members of the community and interested parties to gain additional insight into the opportunities and challenges planning for the City's parks and trails system. Along with two "pop-up" events and a community-wide survey, also held in November and December 2022, the stakeholder interviews help identify priorities and interests for the update of the Scappoose Parks, Trails & Open Space Plan.

Thirteen stakeholders participated in the interviews. Participants represented a diverse spectrum of park users, planners, and activists including individuals representing Columbia County, youth sports, City agencies, the Scappoose School District, and parkland neighbors. Participants joined an online meeting, either individually or as part of a small group, to discuss issues that they felt were important. The conversations were generally guided by sample questions provided in advance that thematically fit under the topic headings below. Some key themes that were voiced by one or more participants are included below.

### In general,...

- We should leave a legacy for our successors.
- Parks should be developed in harmony around the City's natural assets. They City should incorporate nature in parks, consider geographical constraints and changing climate, and preserve and enhance natural resource areas.
- Parks should be more inclusive; if you plan for people with disabilities, you make room for everyone. Inclusivity should be the new lens for anything that we create.
- Park properties are pretty well developed, but a little generic. There needs to be differentiation between the parks and more variety.
- The 26-mile Crown Z Trail is one of the best things that the City and County have created for the community.
- It's less of a parks system and more a greenspace system, i.e., the City's park properties seem geared towards greenspace vs. built-out spaces.
- Parks build community and relationships; some of the parks have dedicated gathering spaces, entertainment for families, and opportunity for activities.

### Opportunities

- The Commerce Road property would be ideal for a nature trail or a boardwalk that allows year-round wildlife viewing. A trail through this area would be a wonderful addition to the Crown Z trail.
- A more developed athletic facility with a swimming pool would be good for all ages, including older people and those rehabilitating injuries and could serve the larger region.

- Providing a community, event, or recreation center, potentially near the Community and Senior Center or in a redeveloped Middle School.
- Adding a basketball court near the Skatepark. The skate park is a central congregating space for middle and high school aged kids.
- Adding tennis and/or pickleball courts – a cross-generational activity for all ages.
- Development on the Grabhorn property should include active soccer and ball fields.
- Development on the Grabhorn property should cater to its natural setting and passive recreating, like walking. The plan update process is an opportunity to look at other areas for active play fields.
- Strengthening relationships with Columbia County and the city of St. Helens. Coordination could enable a pooling of resources to create one big recreation district and serve the region.
- Increased and continued City collaboration with Columbia County’s economic team, focusing on tourism.
- More collaboration between parks and recreation (planned active uses) and restoration.
- Enhancing economic development. Building parks as a service keeps money in the City and provides a reason for people to stay here.
- Capitalizing on what we have that others don’t, such as proximity to water, trails, and a major population center (Portland Metro area).
- Trail extension opportunities, connecting to the Portland System - south to Rocky Point area, Forest Park, and Banks/Vernonia trails – and the larger regional system.
- Working with Columbia County (and with County SDC funding) to improve access to Fisher Park – an undeveloped 8.76 acres, located near West Lane Road/Columbia River Highway, with Scappoose Creek running through the middle - used by residents for primitive camping and swimming.
- Exploring a taxing district (Columbia County, St. Helens, Scappoose).
- Engagement opportunities at parks, such as educational programming.
- Space for food carts.

## Issues

- Growth is a challenge; the community is underfunded (such as low permanent tax rates – which is not adequate) for what is occurring.
- Retaining the City’s character in the face of growth.
- As Scappoose becomes more developed, the ability to conveniently access an open area where the kids (and dogs) can play is important.
- Development pressures are intense. The City needs to preserve areas for salmon and habitat restoration, stormwater retention (flooding), and mitigating heat/thermal issues.
- More thought should be given to how parks are planned, made accessible, and how people use them. Who is the “public” that a public park serves?
- Large amount of housing development is coming. How should the City be branded and the community marketed? – i.e. is it a bedroom community or something else?
- Developing parks with what money is available.
- Affording the long-term upkeep costs, including maintenance/operations, equipment, and adequate staffing levels.



- Ensure that City codes and ordinances are in alignment with City values; requirements should enforce infrastructure improvements for parks and protect City lands, including requiring more tree canopy and enforcing tree preservation.
- To address challenges around financing, we need to be creative and leverage federal dollars for restoration and land acquisition.
- There is a question of equity, whether people feel included and safe in these spaces. Groups like farm and nursery workers and indigenous communities should be more intentionally involved.
- There isn't anywhere now for kids to play if they have a disability, or for people who use wheels to get around.
- Regarding a regional sports field complex, considering the cost to develop and maintain fields, County residents enjoy comparatively low taxes and historically there hasn't been much interest to increase them.
- Consider the Warren area for a regional sport field complex.
- The Grabhorn property is not extremely accessible - it has limitations regarding traffic, available parking area, and getting people in and out of the site.
- Pedestrian connectivity issues are critical – are there safe ways for kids to get to parks? Walkability is what long-time and new Scappoose residents are looking for.
- Summertime and after school programming is a challenge; engage school clubs – particularly tech and sciences.
- Physical barriers, such as the highway and railroad.
- Lack of parks in the southern half of the City.

## Priorities

- Expanding the Dog Park. There is a need for at least an additional acre, ideally 1-2 acres.
- Getting Grabhorn functional should be a priority. The direction to pursue the new Grabhorn plans based on what has been discussed - adding soccer, baseball and softball, creek, interpretive trail – will result in a huge asset.
- Collaborate with the County on the final design for Chapman Landing and emphasize the cohesiveness with the rest of the Crown Z trail through signage, interpretive maps, and wayfinding.
- Creating a decent way to access CZ Trail from US 26 (in Washington County, western Columbia County)
- The choices for park improvements should be coordinated with the City's 50-Year Plan.
- Inclusivity needs to be a priority; parks should have amenities that are accessible. Creekview Park example - people don't even know it is there. Could be designed to be accessible and adaptable for everyone.
- Staffing, maintenance, and operations funding.
- Add a City staff position to manage parks, one that is dedicated to outreach programming, and funding/grant writing.
- Make parks accessible 360 days a year (but also support events that activate the spaces and get people out to visit).

- Children's recreational programming – leagues, summer camp opportunities, etc.
- Expand on what we have (additions to the existing system) rather than acquiring new properties

## Other

- Just because the City has available property doesn't mean it should be developed for active use.
- The City has ample existing park and open space opportunities – we don't have to acquire more land we have to be smart going forward on how these are used, developed and/or preserved.
- There is a lot of investment in Veteran's Park and planning for the Grabhorn property, but less attention paid to City's more peripheral parks.



# Annual Town Meeting

April 8, 2023



# Welcome to the Interactive Portion!

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- We are going to ask questions here on the presentation
- Answer with your response card
- Each answer choice will have a number
- Your last button pressed will be your final answer



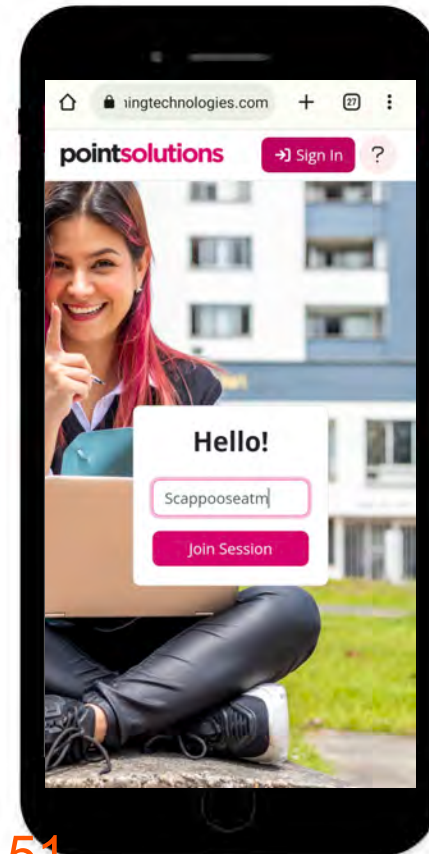


# Welcome to the Interactive Portion!

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If you prefer, you can use your own device:

- [ttpoll.com](http://ttpoll.com)
- Session ID: scappooseatm
- No need to sign in




Scan QR code to connect

**Let's try some questions**

# I Live:


1. Inside Scappoose  
City Limits

58%

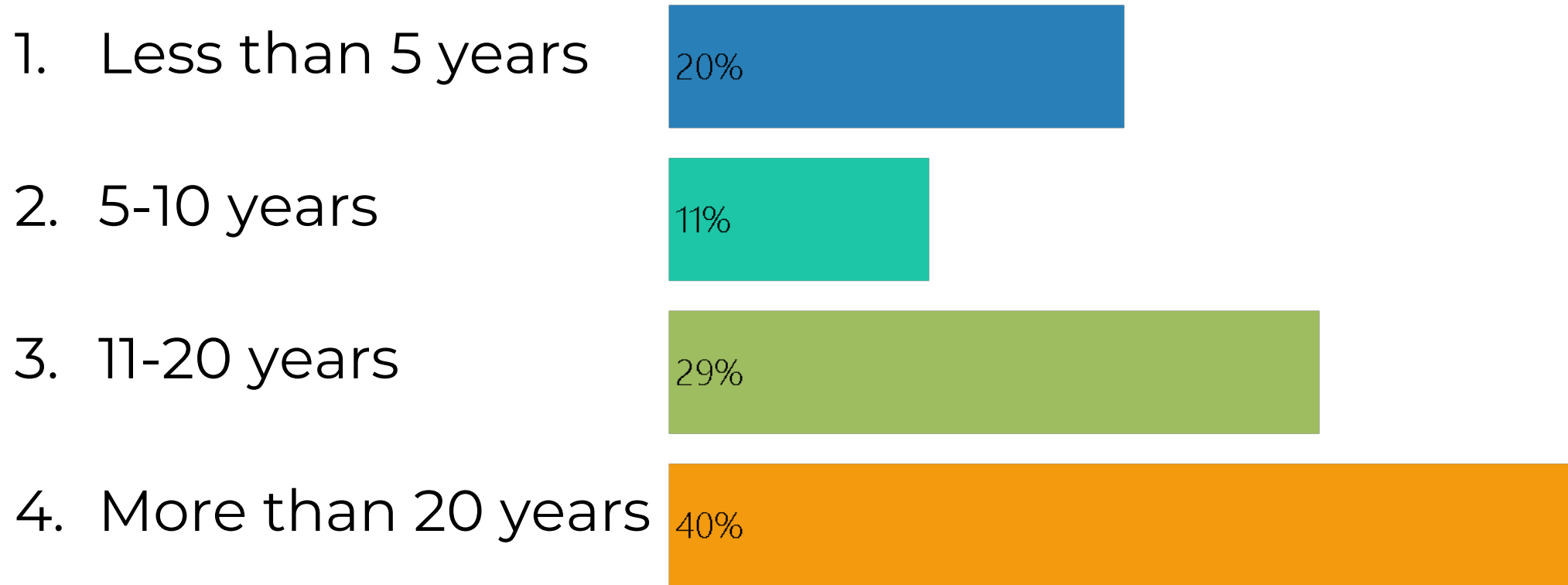
A horizontal bar chart with two bars. The first bar is blue and represents 58%. The second bar is teal and represents 42%.

2. Outside Scappoose  
City Limits

42%

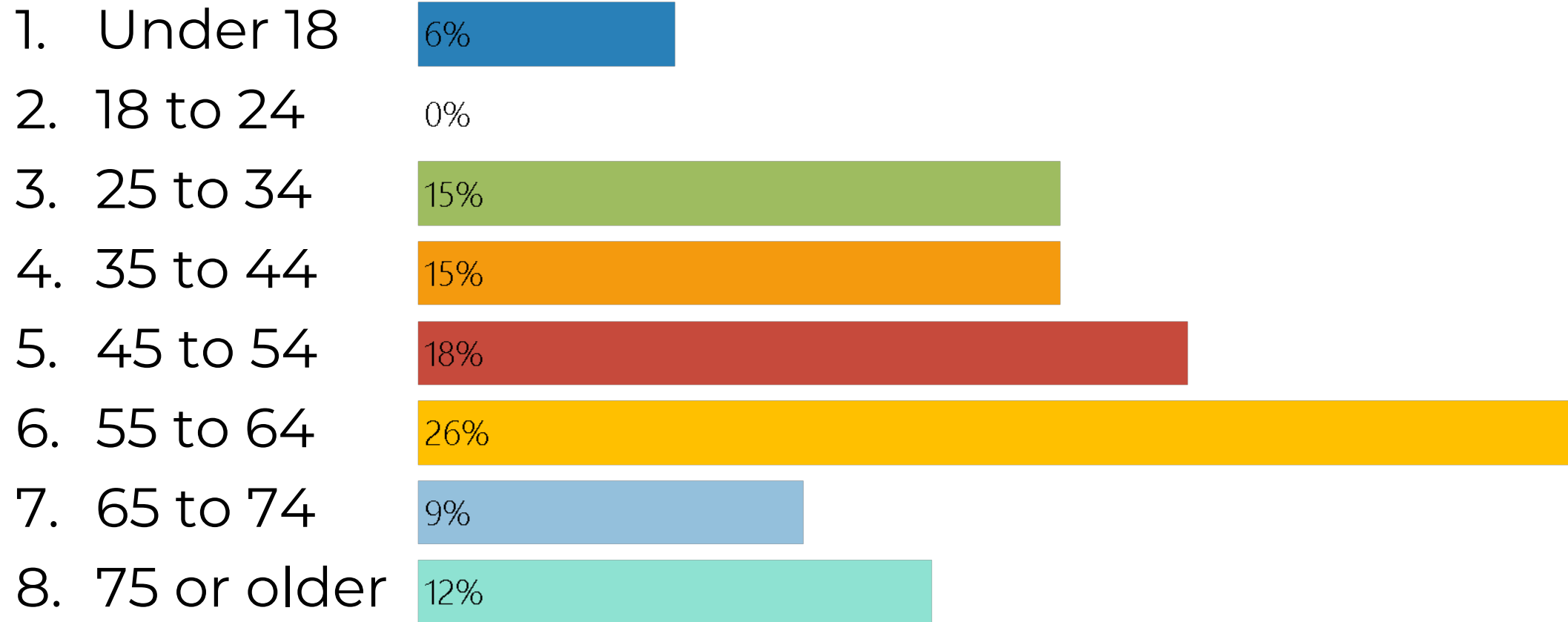
A horizontal bar chart with two bars. The first bar is blue and represents 58%. The second bar is teal and represents 42%.

# How long have you lived in Scappoose?





# Your Age (category)?



# Now for the Main Event

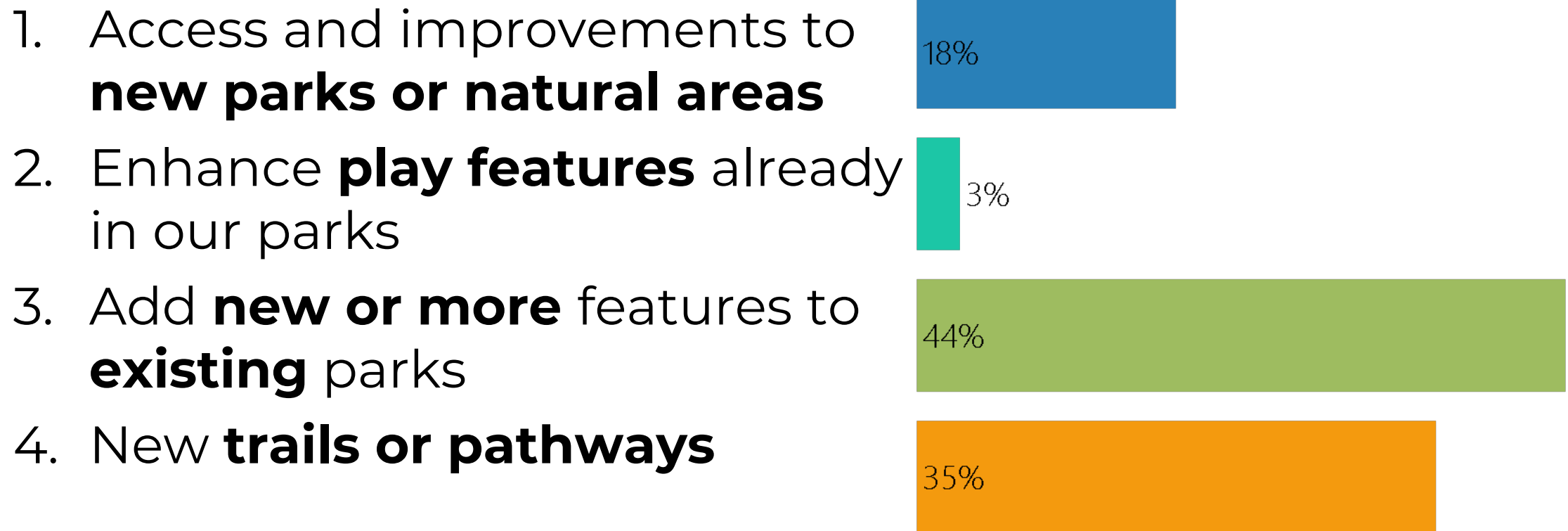
# In general, would you rather the City:

1. Focus investment to make one site (at a time) great
2. Spread investment to do more smaller things across the community

65%

35%

# What kind of improvement is most important for the City to build?



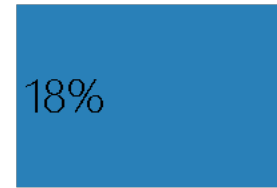


# What level of investment should Scappoose target for the next 10 years?

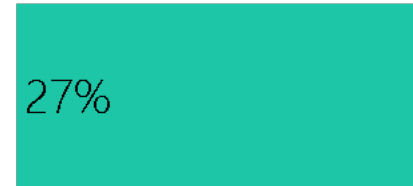


# Would you be willing to pay more (in taxes) to expand and support our park system?

1. Yes, to fund **building new** features and improving parks



2. Yes, to fund **better maintenance and programs** in existing parks



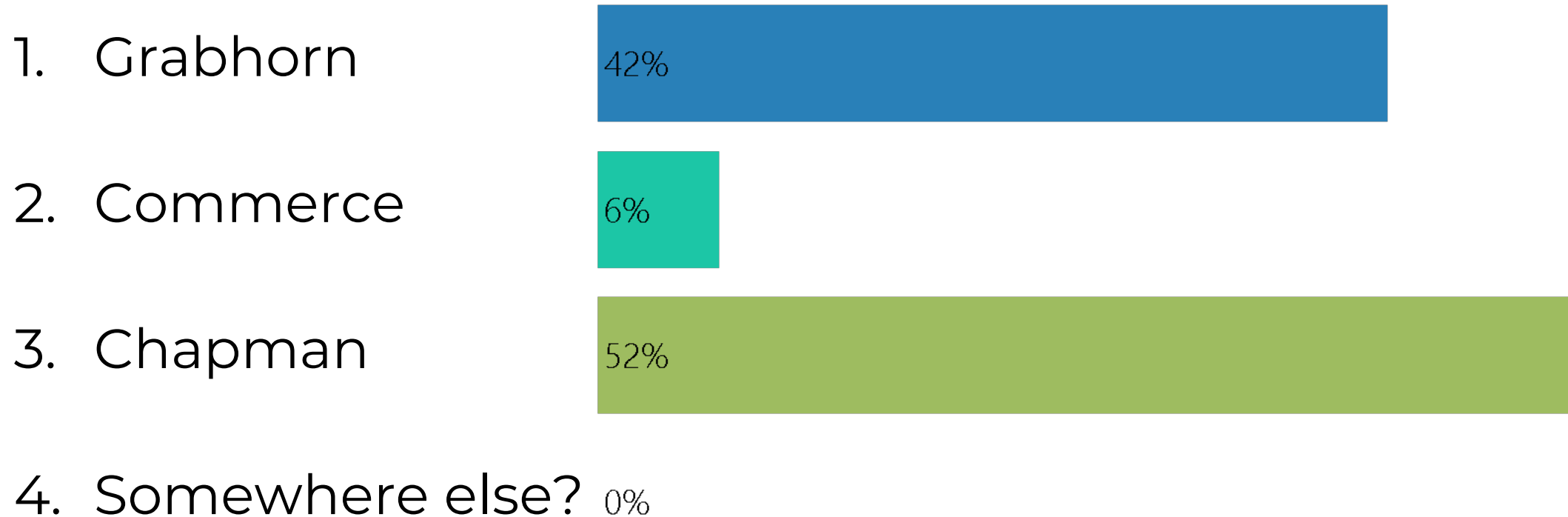
3. Yes, to fund **new features, improving parks, enhanced maintenance, and programs**



4. No



# If the City focuses investment at one site, where should we start?





A photograph of a park area. In the center, a tall flagpole holds an American flag and a dark flag with a white emblem. The background is filled with tall evergreen trees. In the foreground, there are several young trees with green and yellowing leaves. A person is visible in the middle ground near some dark, angular stone structures. The ground is covered in green grass.

Parks, Trails, & Open Space Plan

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# Appendix C: Capital Improvement Plan



Capital Cost Model

	Acreage	Trail Miles	Baseball Field	Volleyball Court	Basketball Court (covered)	Pickleball Court	Soccer Field	Natural Play Area	ADA Compliant Play Area	Standard Playstructure	Disc Golf	Walking Trail	Nature Trail	Sidewalk Allowance	Exercise Station	Bike Skills/Pump Track	Permanent Games	Picnic Shelter	Restroom (Dual)	Restroom (Single)	Boat ramp/non-motorized launch	Picnic Table	Bench	Trash Receptacles	Interpretive Signage	Public Art Facility	Parking	Community Garden	Park development	Land Acquisition	Other Unique Cost	Unique Cost includes:
Community Parks																																
Heritage Park	2.5																2	1	1			3	3	3		1					\$85,000	Landscaping upgrades, ADA Playground upgrades
Veterans Park	14.4					1			1		1							1				6	6	5							\$375,000	Bridge to Concomly (\$100k), Additional Paved Parking (\$250k) Landscaping upgrades (\$25k)
Grabhorn Property	9.54		1.0		1	1	1				1	1				1		2	1			8	6	10			1		\$2,000,000			
Total Community Parks	26.4	0.0	1	-	1	2	1	-	1	-	2	1	-	-	-	1	2	4	2	-	-	17	15	18	-		1	-	1	-	2	
Neighborhood Parks																																
Chief Concomly Park	5			1							0.5						2					4	4	4	1			1			\$100,000	Bridge to Veterans (\$100k)
Miller Park	2													10				1	1			5	6	4			1				\$165,000	Basketball Court Upgrades (\$50k) ADA Playground Upgrades (\$100k) Landscaping Upgrades (\$15k)
Creekview Park	2.7							1				1	1	12				1		1		4	4	4			2				\$60,000	Creek frontage enhancements (\$50k) Landscape upgrades (\$10k)
Total Neighborhood Parks	9.7	0.0	-	1	-	-	-	1	-	-	1	1	1	22	-	-	2	2	1	1	-	13	14	12	1		3	1	0	-	3	
Linear Parks / Trail																																
Crown-Zellerbach Trail	10.5	1.5													6							6	6	6	4						\$20,000	Bench shelter x2 (\$20k)
Trtek Trailhead	0.7																															
Total Linear Parks / Trails	11.2	1.5	-	-	-	-	-	-	-	-	-	-	-	-	6	0	-	-	-	-	-	6	6	6	4		-	-	0	-	1	
Special Use Sites																																
Chapman Landing	15.91																	2	1		1	6	6	8	2		1		\$1,250,000		\$240,000	Existing Parking Lot Improvements (\$200k) Bike Repair Station (\$5k) Kayak Lockers (\$10k) Fishing Platform (\$25k)
Commerce Drive Property	14.14												1					1	1			3	6	6	2		1		\$250,000		\$15,000	Wildlife Viewing Shelter (\$15k)
Vista Property	77										1		2						1			3	5	6			1		\$500,000		\$25,000	Viewpoint (\$20k) Signage (\$5k)
Total Special Use Sites	107.1	0.0	-	-	-	-	-	-	-	-	1	-	3	-	-	-	-	3	3	-	1	12	17	20	4		3	0	3	-	3	
Total Developed Parks	154.4	1.5																														
New Parks																																
PUD Property	0.42									1				5								2	3	8								
New Neighborhood Park (Protoype)	3																												\$ 1,500,000.00	\$ 480,000.00	\$470,000	Allowance for features (includes new dog park)
New Neighborhood Park (Protoype)	3																												\$ 1,500,000.00	\$ 480,000.00	\$470,000	Allowance for features
New Neighborhood Park (Protoype)	3																												\$ 1,500,000.00	\$ 480,000.00	\$470,000	Allowance for features
New Neighborhood Park (Protoype)	3																												\$ 1,500,000.00	\$ 480,000.00	\$470,000	Allowance for features
New Neighborhood Park (Protoype)	3																												\$ 1,500,000.00	\$ 480,000.00	\$470,000	Allowance for features
Total New Parks	15.4	0.0	0	0	0	0	0	0	0	1	0	0	0	5	0	0	0	0	0	0	0	2	3	8	0		0	0	5	5	\$ 2,350,000.00	
Total Parks and Recreation Facilities	169.8	1.5	1	1	1	2	1	1	1	1	4	2	4	27	6	1	4	9	6	1	1	50	55	64	9		7	1	9	5		

\* Facility access paths in parks are not counted as trails. Trails are multi-use paths intended to support recreation and connectivity.  
\*\*Note: The City has discussed long-term three additional projects that are not included in this CIP: the Scappoose Creek Trail, the Fire District Site and Community Recreation Center.

Park	Amenity	Quantity	Price (each)	Total
Heritage	Picnic Table	3	\$2,000	\$6,000
	Bench	3	\$2,000	\$6,000
	Trash Can	3	\$500	\$1,500
	Game Table / Facility	2	\$5,000	\$10,000
	Covered Shelter	1	\$25,000	\$25,000
	Public Art / Facility	1	\$10,000	\$10,000
	Landscaping upgrades	1	\$10,000	\$10,000
	ADA Playground upgrades	1	\$75,000	\$75,000
	Dual Facility Restroom	1	\$200,000	\$200,000
				\$343,500
Veterans	Picnic Table	6	\$2,000	\$12,000
	Bench	6	\$2,000	\$12,000
	Trash Can	5	\$500	\$2,500
	Covered Shelter	1	\$25,000	\$25,000
	Landscaping upgrades	1	\$25,000	\$25,000
	New ADA compliant playground	1	\$225,000	\$225,000
	Pickleball Court	1	\$75,000	\$75,000
	Disc Golf Course	1	\$10,000	\$10,000
	Bridge to Concomly	1	\$100,000	\$100,000
Grabhorn	Additional Paved Parking	1	\$250,000	\$250,000
				\$736,500
Grabhorn	Park Development (parking, restroom, etc.)	1	\$1,250,000	\$1,250,000
	Soccer Field (non turf)	1	\$150,000	\$150,000
	Ball Field (non turf)	1	\$300,000	\$300,000
	Covered Basketball Courts	1	\$300,000	\$300,000
	Pickleball Court	1	\$75,000	\$75,000
	Pump Track (paved)	1	\$50,000	\$50,000
	Walking Trail	1	\$40,000	\$40,000
	Disc Golf	1	\$10,000	\$10,000
	Picnic Shelter	2	\$25,000	\$50,000
	Picnic Table	8	\$2,000	\$16,000
	Bench	6	\$2,000	\$12,000
	Trash Can	10	\$500	\$5,000
				\$2,258,000
Concomly	Bridge to Veterans	1	\$100,000	\$100,000
	Horseshoe / Cornhole	2	\$5,000	\$10,000
	Volleyball Court	1	\$10,000	\$10,000
	Disc Golf Course	1	\$5,000	\$5,000
	Community Garden	1	\$7,500	\$7,500
	Interpretive Signage	1	\$5,000	\$5,000
	Picnic Table	4	\$2,000	\$8,000
	Bench	4	\$2,000	\$8,000
	Trash Can	4	\$500	\$2,000
				\$155,500
Miller	Basketball Court upgrades	1	\$50,000	\$50,000
	ADA Playground upgrades	1	\$100,000	\$100,000
	Dual Facility Restroom	1	\$200,000	\$200,000
	Picnic Shelter	1	\$25,000	\$25,000
	Sidewalks	1	\$50,000	\$50,000
	Additional Parking	1	\$50,000	\$50,000
	Landscaping upgrades	1	\$15,000	\$15,000
	Picnic Table	5	\$2,000	\$10,000
	Bench	6	\$2,000	\$12,000
Miller	Trash Can	4	\$500	\$2,000
				\$514,000

Creekview	Parking Lot	1	\$100,000	\$100,000
	Restroom	1	\$100,000	\$100,000
	Sidewalks & Paths	1	\$150,000	\$150,000
	Picnic Shelter	1	\$25,000	\$25,000
	Natural Play Area	1	\$50,000	\$50,000
	Creek frontage enhancements	1	\$50,000	\$50,000
	Landscape upgrades	1	\$10,000	\$10,000
	Picnic Table	4	\$2,000	\$8,000
	Bench	4	\$2,000	\$8,000
Creekview	Trash Can	4	\$500	\$2,000
				\$503,000
Crown Z Trail	Bench Shelter	2	\$10,000	\$20,000
	Exercise Station	6	\$5,000	\$30,000
	Bench	6	\$2,000	\$12,000
	Trash Can	6	\$500	\$3,000
	Interpretive Signage	1	\$20,000	\$20,000
	Bench	6	\$2,000	\$12,000
				\$97,000
Chapman Landing	Park Development (parking, restrooms & grading)	1	\$1,500,000	\$1,500,000
	Parking Improvements @ Existing Lot	1	\$200,000	\$200,000
	Picnic Shelter	2	\$25,000	\$50,000
	Bike Repair Station	1	\$5,000	\$5,000
	Non-motorized boat launch	1	\$10,000	\$10,000
	kayak lockers	1	\$10,000	\$10,000
	Fishing Platform	1	\$25,000	\$25,000
	Interpretive Signage	1	\$10,000	\$10,000
	Picnic Table	6	\$2,000	\$12,000
	Bench	6	\$2,000	\$12,000
Chapman Landing	Trash Can	8	\$500	\$4,000
				\$1,838,000
Commerce Park	Park Development (Parking & Restrooms)	1	\$500,000	\$500,000
	Picnic Shelter	1	\$25,000	\$25,000
	Wildlife Viewing Shelter	1	\$15,000	\$15,000
	Picnic Table	3	\$2,000	\$6,000
	Bench	6	\$2,000	\$12,000
	Trash Can	6	\$500	\$3,000
	Interpretive Signage	1	\$10,000	\$10,000
	Nature Trails	1	\$50,000	\$50,000
				\$621,000
Vista Property	Park Development (Parking & Restrooms)	1	\$750,000	\$750,000
	Trail Development	1	\$100,000	\$100,000
	Viewpoint	1	\$20,000	\$20,000
	Signage	1	\$5,000	\$5,000
	Disc Golf	1	\$10,000	\$10,000
	Picnic Table	3	\$2,000	\$6,000
	Bench	5	\$2,000	\$10,000
	Trash Can	6	\$500	\$3,000
				\$904,000
CRPUD Park	Playstructure	1	\$100,000	\$100,000
	Sidewalks	1	\$25,000	\$25,000
	Picnic Table	2	\$2,000	\$4,000
	Bench	3	\$2,000	\$6,000
	Trash Can	4	\$500	\$4,000
				\$139,000

Park	Price
Heritage	\$343,500
Veterans	\$736,500
Grabhorn	\$2,258,000
Concomly	\$155,500
Miller	\$514,000
Creekview	\$503,000
CZ Trail	\$97,000
Chapman Landing	\$1,838,000
Commerce Park	\$621,000
Vista Property	\$904,000
CRPUD Park	\$139,000
	\$8,109,500

Neighborhood Park #1 ***	\$2,450,000
Neighborhood Park #2	\$2,450,000
Neighborhood Park #3	\$2,450,000
Neighborhood Park #4	\$2,450,000
Neighborhood Park #5	\$2,450,000
	\$12,250,000

Total \$20,359,500

Note \*\*\* indicates need for new Dog Park





Parks, Trails, & Open Space Plan

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# Appendix D: Funding Opportunities



# Appendix D: Funding Opportunities

Funding for parks and recreation falls into two general categories with a limited set of sources in each. The following funding opportunities were presented and discussed during the planning process, during meetings with the City's project management team, at the Annual Town Meeting, and in a joint City Council and Planning Commission work session. The City currently relies on general fund allocations for parks maintenance and improvements to existing parks and system development charges to develop new park land in developing areas of town. The City also has the option of pursuing grant dollars, as is the recommended approach for developing Grabhorn Park. Beyond these three current sources, at this time there is no specific direction to pursue additional funding for parks as described here.

## Capital Funding Opportunities

Capital funding is used to buy, build, or replace park land and features. This is generally a one-time cost but may be spread over a period of time.

### General Fund

General fund resources are the collection point for taxes and fees charged by the City to fund the full variety of services. Scappoose has generally contributed a small amount of these dollars to the capital projects in the Capital Improvement Plan based on Council priorities. General Fund resources have the fewest limitations but are also competitive across the services provided by the City.

### System Development Charges

System Development Charges (SDCs) are charged to new residential development (and in some cases commercial or industrial, depending on City policy) at the time a building permit is issued. The purpose of this charge is to offset the impact of the new development, specifically the new people using City facilities. The use of SDC funds is limited to projects that expand the capacity of the system and can only be used for capital projects.

### Bond Measure

These are voter-approved bonds with the assessment placed on real property. The money can only be used for capital improvements and not maintenance. This property tax is levied for a specified period of time (usually 15-20 years). Passage requires a simple majority approval in a May or November election or a "double majority" (majority of registered voters participating and a majority of those approving) in a March or September election.

### Grants

Typically, grants are competitive processes that fund only capital costs and require a City to commit to the maintenance and operation of the resulting facilities. Some resources will also need to be identified



for matching funds. To be effective at competing for grant funding, the City will need at least one staff member focusing some time on the process, application timing, and positioning of projects with various agencies.

## Donations

The donations of labor, land, or cash by service agencies, private groups or individuals are a popular way to raise small amounts of money for specific projects. Such service agencies as Lions and Rotary often fund small projects such as playground improvements. Donations can also be a useful match for some grant programs.

## Operational Funding Opportunities

Operational funds pay for the ongoing, and increasing, annual cost to maintain, repair, clean, and program parks. The variety of sources for operational funding is even more limited, and the need generally grows in perpetuity. Each of the funding opportunities below requires the approval of the voters in the community (either directly or through their elected representatives on City Council).

### General Fund

General Funds are the primary source of operational funding in Scappoose. These funds are applied at the direction of the City Council based on their priorities. The steadily increasing cost of employees, along with competition from other City services for a relatively fixed amount of funding, makes increasing the available general funds to parks and recreation challenging.

### Local Option Levy

The City can propose a local option levy as a way to temporarily (up to five years at a time) increase the property tax rate to fund operational expenses. These levies are subject to the same voter approval requirements as a bond but have the added constraint of the time limitation.

### Special Tax District

Communities in Oregon can petition to form a special park and recreation district under ORS chapter 266. When approved by voters these districts can levy taxes up to one half of one percent of property value (0.005) and have bonding authority. With a three- or five-member board of directors, elected from within the boundaries of the district, Park and Recreation Districts operate autonomously from the City.

### Utility Fee

The City Council has the authority to add a flat, per household fee to the utility bills of residents in Scappoose to fund operational expenses at parks and facilities.

A photograph of Miller Park. In the foreground, a blue sign with white text reads "Welcome to MILLER PARK" and "A City of Scappoose Public Park Established 2000". The sign is mounted on two wooden posts. Behind the sign is a large evergreen tree. In the background, there is a paved path, a grassy area, and a clear blue sky.

Parks, Trails, & Open Space Plan

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# Appendix E: Proposed Vision, Goals, Policies, & Actions

# Appendix E: Proposed Vision, Goals, Policies, & Actions

The 2017 Scappoose Parks, Trails, and Open Space Plan (Parks Plan) defines the City's vision, mission, goals, and strategies for parks, recreation facilities, and trails. This Parks Plan update proposes changes to the existing policy framework to reflect current conditions and community priorities. This planning process also involves an update to the City's Parks, Trails, and Open Space Element in the Scappoose Comprehensive Plan to be consistent with Parks Plan recommendations. The proposed framework improves consistency between these long-range plans and will provide a strong foundation and clear direction to guide future decisions.

## Proposed Framework

The framework is organized by one overarching vision, six goals, and subsequent policies that give the community, stakeholders, and decision makers a clear picture of the desired Scappoose park and recreation system. Draft actions are also listed under each policy which will be refined as the planning process moves forward.



These elements are numbered for ease of reference; they do not appear in priority order. They are structured in the following format:

Goal X:

X.1. Policy

a. Action

## Vision

Based on an evaluation of the existing park system and community feedback, a new vision is proposed under the Plan update. The existing vision statement focuses on attracting outside visitors, rather than providing for the needs of the community.

Existing: Scappoose is a destination for outdoor recreation and adventure.



Proposed: *Scappoose is a growing community where quality parks, outdoor recreation, and connections to nature support community livability and small-town charm.*

## **Mission**

A new mission is also being proposed to better reflect the City's role in maintaining park land and recreational facilities.

Existing: Scappoose provides complete and diverse park and recreation opportunities for all residents.

Proposed: *Scappoose manages and maintains parks, outdoor recreation facilities, and trails to provide a diversity of recreational opportunities and facilitate community events, sports, and play for all residents.*

## **Goals**

Chapter 4 of the existing Parks Plan contains several goal statements organized under each of the seven categories listed in the plan (e.g., Parks, Trails, Open Space, Maintenance, etc.). This Parks Plan update proposes six goals that would create the highest-level policy foundation for the City's parks system policies. Note that these would also serve as the City's Parks, Trails, and Open Space Comprehensive Plan Element goals. The Policy Crosswalk Attachment shows how adopted goals are represented or carried forward in the proposed goals.

### **GOAL 1: PROVIDE QUALITY PARKS**

Provide well-distributed, well-developed parks for all Scappoose residents.

### **GOAL 2: TAKE CARE OF WHAT WE HAVE**

Manage, maintain, and create parks, facilities, and open space that support safe, attractive, and engaging recreation and green space.

### **GOAL 3: SERVE ALL AGES AND ABILITIES**

Diversify recreation opportunities by providing a variety of inclusive, accessible park facilities and experiences.

### **GOAL 4: CONNECT RESIDENTS TO THE NATURAL ENVIRONMENT**

Strive to protect and enhance natural areas, understanding the health and wellness benefits to the community when connected to nature.

### **GOAL 5: CREATE A CONNECTED SYSTEM**

Prioritize trail connections that support active transportation and recreation, connecting key parks and City destinations.

### **GOAL 6: SUPPORT AND EXPAND LOCAL COLLABORATION**

Leverage resources through strategic and deliberate partnerships to provide community supported facilities, programs, events, and services.

## **Policies**

The City's Comprehensive Plan Parks, Trails, and Open Space Element includes 17 general policies. The proposed policy statements are organized and updated under the six proposed Goals. The Policy Crosswalk Attachment shows how adopted policies are represented or carried forward in the proposed policies below.



## GOAL 1: PROVIDE QUALITY PARKS

Provide well-distributed, well-developed parks for all Scappoose residents.

Policy 1.1 Strive to identify, acquire, and develop new Neighborhood Parks within a 10-minute walk of all residents.

- a. Prioritize land acquisition in existing and planned neighborhoods that are currently underserved by parks and recreational facilities.
- b. Continue to work with developers to dedicate and acquire parkland and increase park acreage to achieve the recommended level of service for developed parks and facilities, open space, and trails.
- c. Where new neighborhood parks may not be feasible to accommodate recreational needs within an identified underserved neighborhood, look for opportunities to incorporate small-scale park amenities, such as in City-owned natural areas in conjunction with trails or in “pocket parks” associated with existing or planned residential development.
- d. Explore neighborhood park locations and plan for land acquisition within Urban Growth Boundary expansion areas, considering projected timing and location of future growth and existing underserved areas at the edges of Scappoose city limits when locating or developing parks.

Policy 1.2. Provide a variety of park types throughout the City.

- a. Strive to meet adopted level of service standards for different park types.
- b. Provide and maintain Community Parks in centralized locations to provide community access to sports, community gatherings and events, creek views, and a wide variety of recreation opportunities.
- c. Engage with landowners and developers to explore opportunities for dedication and improvement of neighborhood parkland as part of new development.

Policy 1.3. Design and develop quality park facilities and amenities.

- a. Create a premier parks complex in the heart of the City, connecting the three existing community parks through the creek system, planning new facilities that enhance existing recreational experiences, and updating existing playgrounds to meet the City’s growing needs.
- b. Improve appreciation of natural amenities in parks through enhanced access, such as boardwalks , ADA-accessible pathways, and interpretive signage.
- c. Add sports fields, courts, and other active, challenging facilities to better meet the needs of youth and adult fitness.
- d. Enhance minimally developed park sites to support quality recreation opportunities and improved park access.

Policy 1.4. Balance the need for new parks, facilities, and improvements with investments in existing parks and facilities.

- a. Utilize minimum level of service guidelines presented in the Parks Plan as a guide for future recreational facility investments.
- b. Identify separate funding mechanisms to ensure that existing underserved areas receive investment along with the capacity-enhancement projects for new residential areas.
- c. Update the City’s SDC methodology to ensure that funds are available to provide parks, trails, and recreation facilities in infill and new residential areas.

## GOAL 2: TAKE CARE OF WHAT WE HAVE

Manage, maintain, and create parks, facilities, and open space that support safe, attractive, and engaging recreation and green space.

Policy 2.1. Develop and apply uniform design policies and maintenance practices for the parks system.

- a. Refine maintenance standards to uphold quality user experience, maximize existing resources, and promote fiscal sustainability.

Policy 2.2. Actively address deferred maintenance needs.

- a. Develop and implement an asset management plan to guide the regular evaluation, repair, and replacement of aging or worn park facilities, amenities, and equipment.
- b. Fund and implement a Capital Improvement Plan (CIP) to include the replacement and improvement of current facilities and amenities.

Policy 2.3. Develop a stronger volunteer system that builds ownership and support for Scappoose's parks, facilities, trails, open space, and programs.

- a. Continue to engage volunteers and non-profit groups to assist in maintaining parks, trails, and open spaces, as appropriate.
- b. Track volunteer hours and projects completed to gauge effectiveness, plan for future opportunities, and leverage grant funds.

Policy 2.4. Dedicate funds to maintain current parks, trails, and open space and anticipate funding needed for the expanded system.

- a. Ensure adequate staffing for administration, maintenance, and programming to meet demand and ensure service quality.
- b. Before developing new parks and facilities, ensure that the City has sufficient maintenance staff and resources for the caretaking and stewardship of existing and new assets.
- c. Build community support aimed at increasing financing for operations and maintenance to ensure sufficient resources are available to support a high-quality parks and recreation system.
- d. Identify new funding sources for capital projects and ongoing operations.

## GOAL 3: SERVE ALL AGES AND ABILITIES

Diversify recreation opportunities by providing a variety of inclusive, accessible park facilities and experiences.

Policy 3.1. Engage park users of different ages, genders, income levels, cultural backgrounds, abilities, and interests.

- a. Activate parks by concentrating program activities and amenities that have intergenerational appeal for children, teens, adults and seniors and that support multiple interests and encourage families to enjoy park amenities together.
- b. Create large and small social gathering and event spaces system-wide when determining optimal features in new parks.
- c. Develop and maintain multi-purpose park facilities where practical to accommodate changes in community needs over time.
- d. Support long-term park use by continuing to reinvest in existing facilities and support amenities to provide quality recreation opportunities and adapt park offerings to appeal to a range of users.

- e. Accommodate the physical activity and health needs of seniors, people with special needs, and all residents by addressing the comfort, safety, and accessibility of all park features.
- f. Consider incorporating multigenerational play facilities and outdoor fitness equipment to address senior recreation needs.
- g. Consider incorporating outdoor facilities and accommodating activities not currently available into new Neighborhood Parks.
- h. Ensure information about parks, facilities, events, and programs are publicly available and consistently promoted.

Policy 3.2. Work to meet the community needs for high-quality athletic and fitness facilities.

- a. Determine the optimal type, size, and location of sport fields and courts during the master plan process for the new Community Park.
- b. Integrate smaller-footprint facilities that support fitness and play, such as outdoor fitness equipment, sports courts, climbing features, and challenge elements.

Policy 3.3. Increase accessibility and inclusivity of Scappoose parks, facilities, trails, public open space, and other amenities.

- a. Implement universal design practices when developing new or renovating existing facilities to accommodate a wide range of individual preferences and abilities.
- b. As parks are renovated and new parks are developed, facilities and features should be designed and incorporated that meet the requirements of people with different physical, developmental, behavioral, and sensory needs.
- c. Continue to improve ADA accessibility of facilities, including but not limited to improving parking areas, access paths to facilities, playground and pathway surfacing, and pads under picnic tables.

## GOAL 4: CONNECT RESIDENTS TO THE NATURAL ENVIRONMENT

Strive to protect and enhance natural areas, understanding the health and wellness benefits to the community when connected to nature.

Policy 4.1. Steward and manage passive recreation areas, open space, and natural areas for the enjoyment and health of community members.

- a. Integrate management plans for all open space and natural areas in City parks which address appropriate access and connectivity with neighboring properties, resource sensitivity, existing resources, and opportunities for resource enhancement and restoration.
- b. Continue the partnership with Scappoose Bay Watershed Council (SBWC) and facilitate creek restoration projects in public parklands.

Policy 4.2. Enhance access to and use of open spaces and natural areas while balancing resource management needs.

- a. Provide trails for walking, hiking, biking, and nature observation and education in undeveloped or under-developed parks.
- b. Offer spaces for nature interpretation and environmental education in all City parks.
- c. Explore programs and funding to enhance access within the floodplain for the public's recreational use.

- d. Develop strategically identified creeks and riparian corridors as “complete creeks” or greenways with managed natural vegetation and trails that connect open space systems, trails, and parks to neighborhoods.
- e. Where appropriate, connect open spaces through trails, greenways, wildlife corridors, and open space connections.
- f. Where appropriate, plan, design, and protect areas for habitat viability, including the safe movement of wildlife necessary to maintain biodiversity and ecological balance.
- g. Restore and protect riparian habitats near open space and recreational facilities.

Policy 4.3. Promote the development of park and recreation facilities that minimize impacts to natural areas and habitats, especially those that are environmentally sensitive.

- a. Balance nature play and natural areas with developed amenities in parks.
- b. Highlight natural features within parks, such as supporting creek views.
- c. Expand interpretive signage in parks and along trails.

## GOAL 5: CREATE A CONNECTED SYSTEM

Prioritize trail connections that support active transportation and recreation, connecting key parks and City destinations.

Policy 5.1 Promote and provide multi-use trail connections to parks and recreation facilities.

- a. Coordinate with Transportation System Plan (TSP) proposed projects to prioritize and provide for pedestrian and bicycle corridors, paths, and trails to promote connectivity between parks, recreation areas and other destinations in the city.
- b. Ensure trails, walkways, and bikeways meet accessibility standards and accommodate a variety of users.
- c. Develop the Scappoose Creek Trail and explore trail alignments that can create a connected parks system.
- d. Continue to coordinate with neighboring jurisdictions on regional trail connections.
- e. Create safer walking and biking connections to parks and trailheads.
- f. Add signage, interpretive maps, and wayfinding features.

Policy 5.2 Provide a variety of trails and trail amenities within parks and open space to support trail-related recreation and connectivity.

- a. Identify appropriate sites to develop loop trails, nature trails, and soft-surfaced trails for jogging and mountain biking.
- b. Identify parks where trailheads and trail support amenities will support local and regional trail use.
- c. Consider and mitigate impacts to natural resources when developing trails in parks, open space, and natural areas.



## GOAL 6: SUPPORT AND EXPAND LOCAL COLLABORATION

Leverage resources through strategic and deliberate partnerships to provide community-supported facilities, programs, events, and services.

Policy 6.1 Coordinate with other public and private organizations, and private developers, to provide a wider range of facilities and programming within Scappoose to avoid the duplication of services.

- a. Investigate how new assets and programs can be co-located with new or existing facilities, including schools, libraries, and areas of concentrated employment to share construction and maintenance costs, provide efficient delivery of services, and create multipurpose destinations.
- b. Engage with the School District to explore formalizing community use of school properties and potential partnering opportunities.
- c. Look for opportunities to work with landowners and developers to create park space and recreational opportunities and improvements, specifically in areas that lack 10-minute walk access.
- d. Take into account the locations and types of recreation facilities provided by homeowner's associations, schools, and other providers when designing new parks to avoid duplicating recreation uses.
- e. Ensure staff support and capacity to pursue new and maintain ongoing agency collaboration and partnerships.
- f. Continue to coordinate with the County to enhance park and recreation opportunities, particularly in urbanizing areas and on enhancements to the Crown Z Trail, including interpretive signage.
- g. Strengthen relationships with Columbia County and the City of St. Helens to share and promote regional recreational offerings and identify areas of common interest and possibilities of shared funding or resources.

## Proposed Vision, Goals, Policies, and Actions: Policy Crosswalk Attachment

The following tables are intended to accompany the proposed Parks, Trails, and Open Space Plan framework, showing how existing goals and policies are reflected or carried forward in the proposed framework.

The following table shows how the existing goals in the City's Comprehensive Plan element and the 2017 Parks, Trails, and Open Space Plan (Chapter 4) are represented in the proposed goals.

**Table 1: Representation of Existing Planning Goals**

Existing Goals	Reflected in Proposed Goals?	Comment
<b>Comprehensive Plan: Parks, Trails, and Open Space Element</b>		
1) To conserve open space and protect natural and scenic resources.	Yes	Proposed Goal 4
2) To promote healthy and visually attractive environments in harmony with the natural landscape character.	Yes	Proposed Goal 4
3) To create ample facilities for recreation in Scappoose.	Yes	Proposed Goal 3
4) Serve all ages and abilities.	Yes	Proposed Goal 3
5) Provide a diverse set of facilities for sports and recreation.	Yes	Proposed Goal 3
6) Attract visitors to Scappoose for recreational opportunities.	No	Recommend not carrying through as worded, current and projected future conditions do not support Scappoose developing destination facilities that serve the region.
7) Increase connectivity among parks.	Yes	Proposed Goals 1 and 5
<b>2017 Parks, Trails, and Open Space Plan</b>		
<b>Parks</b>		
A park in every neighborhood.	Partially	Proposed Goal 1, Policy 1.1
Excellent facilities for all recreational programs and sport leagues.	Yes	Proposed Goal 3
Achieve minimum state and federal recommended levels of service	No	Do not carry forward, these do not exist.
<b>Trails</b>		

Existing Goals	Reflected in Proposed Goals?	Comment
Neighborhoods connected to parks, schools and community centers by a system of trails and sidewalks.	Yes	Carried through under Goal 5 and policy.
Neighborhoods connected to external parks and recreation opportunities by a system of regional trails.	Yes	Carried through under Goal 5 and policy.
<b>Open Space</b>		
Residents have access to outdoor open spaces.	Partially	Carried forward through intent of Goal 4.
Sensitive natural areas such as wetlands, streams, and native habitat are protected.	No	Move to natural resources chapter? Does not belong here.
Scenic views and special places are preserved.	No	Move to land use or other element? Does not belong here
<b>Access and Connectivity</b>		
Parks are within a five-minute walk of every resident.	No	Not carried through under proposed goal or policies.
Streets are safe for walking and biking.	No	Better suited to a TSP or other Comprehensive Plan element.
People can easily find parks and trails.	Partially	Carried through under wayfinding features.
People of all abilities can easily access and use park and trail facilities.	Yes	Carried through under Goal 3 policies for accessibility.
<b>Recreation</b>		
Recreation and sport programs meet residents' needs and interests.	Yes	Carried through under various Goal 3 policies.
Partnerships with schools and interest groups support and utilize the park system.	Yes	Carried through under policies under Goal 6.
<b>Maintenance</b>		
Parks and trails are beautiful, well maintained and free of hazards.	Yes	Carried forward through overall goal.
<b>Management</b>		
Growth and development meets the park and recreational needs of future generations.	Yes	Carried through under Goal 1.
Parks are well funded and adequately staffed.	Yes	Carried forward in reworded actions under Goal 2.
People are aware of parks and recreation opportunities.	Yes	Carried forward under Goal 3
Parks are managed sustainably and enhance our environment.	Yes	Carried forward under policies.
Residents and visitors can get information about parks easily	Yes	Carried forward under Goal 3.

The following table shows how the existing policies in the City's Comprehensive Plan Parks, Trails, and Open Space Element are represented in the proposed goals, policies, or actions.

**Table 2: Representation of Existing Comprehensive Plan Policies**

Existing Policies	Reflected in proposed goals, policies, or actions?	Comment
1) Attempt to acquire, where feasible, lands to be used for recreational purposes; possible mechanisms include outright purchase, the acquisition of developmental rights or easements, grants or loans, property exchanges, donations, and the acquisition of tax-foreclosed lands.	No	More of a strategy/recommendation. Include as such under the relevant action?
2) Investigate, after the proposed improvements of Scappoose Creek, means of utilizing the flood plain as open space lands for public use.	Yes	Carried through to policy under Goal 4
3) Construct new parks and renovate old parks to meet ADA Accessibility Guidelines.	Yes	Carried through under Goal 3 policy.
4) Provide new neighborhood, community and pocket parks within a 5-minute walking distance of all residents.	No	Not carried through under proposed goal or policies.
5) Meet Scappoose level of service standards.	Yes	Carried through to action.
6) Build relationships with sports leagues, Scappoose School District, Columbia County, Churches, Clubs, businesses and other community groups to support and encourage the development of new recreational opportunities.	Yes	Carried through under policies under Goal 6.
7) Expand community involvement in maintaining and upgrading parks.	Yes	Carried forward under Goal 2 but reworded.
8) Encourage residential developers to build recreational facilities for new construction.	No	Recommend not carrying forward, these requirements should be in the City's code.
9) Require bicycle parking in all new multifamily residential developments.	No	Better suited to the Municipal Code, recommend not carrying forward in policy framework.
10) Build connectivity between all parks and open space within the Scappoose Park System.	Yes	Carried through under Goal 5 and policies.
11) Identify revenue generating opportunities in existing and future parks to offset operational costs.	No	Not carried forward as a policy, but actions under Goal 2 address funding needs, including identify new funding sources.



Existing Policies	Reflected in proposed goals, policies, or actions?	Comment
12) Promote Scappoose as a recreational destination.	No	Do not bring forward as a management action.
13) Restore and protect riparian habitats near open space and recreational facilities.	Yes	Carried through as an action under Goal 4.
14) Endeavor to reduce stream temperatures in Scappoose Creeks to meet Oregon State Water Quality Standards for salmon and trout spawning and rearing (cold water criteria).	No	Move to natural resources chapter? Does not belong here.
15) Educate public works personnel on best park maintenance practices.	No	Do not bring forward as a management action.
16) Design parks to avoid causing maintenance difficulties for city staff.	Yes	Carried forward through Goal 2 policies and management actions.
17) Design parks that are appropriate at their given location, and if possible, fit within the natural landscape.	Yes	Carried through under Goal 2 for Design Standards.

Excerpts from the Comprehensive Plan that are proposed for amendment are included below. Those items ~~struck through~~ are proposed for removal and double underlined text is proposed to be added.

Please note that the City will be removing individual inventories from the Comprehensive Plan, with each new amendment moving forward, in order to streamline the Comprehensive Plan and to keep it more up to date. The inventories would then reside within each applicable Master Plan document. The page numbers included below correspond with the Comprehensive Plan page numbers as seen in the Plan document on the City's website, which can be accessed here:

<https://www.scappoose.gov/planning/page/comprehensive-plan-0>.

**Page 9:**

Inventory Contents

- 1) Population
- 2) Land Uses
- 3) Economy
- 4) Public Facilities and Services
  - A) Water
  - B) Sewer
  - C) Storm Drain
  - ~~D) Parks and Recreation~~
  - D) ~~E)~~ Schools
  - E) ~~F)~~ Police
  - F) ~~G)~~ Fire
  - G) ~~H)~~ Health Care
  - H) ~~I)~~ Library
- 5) Transportation
- 6) Housing
- 7) Local Resources Goal 5 Amendments
- 8) Air, Land, Water, and Noise Quality

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Parks and Recreation and Open Space

**Preface**

~~Parks complete our neighborhoods with places for people to connect with family and friends. They provide safe places for children to play and learn, they support healthy living, and they promote civic engagement and tourism.~~

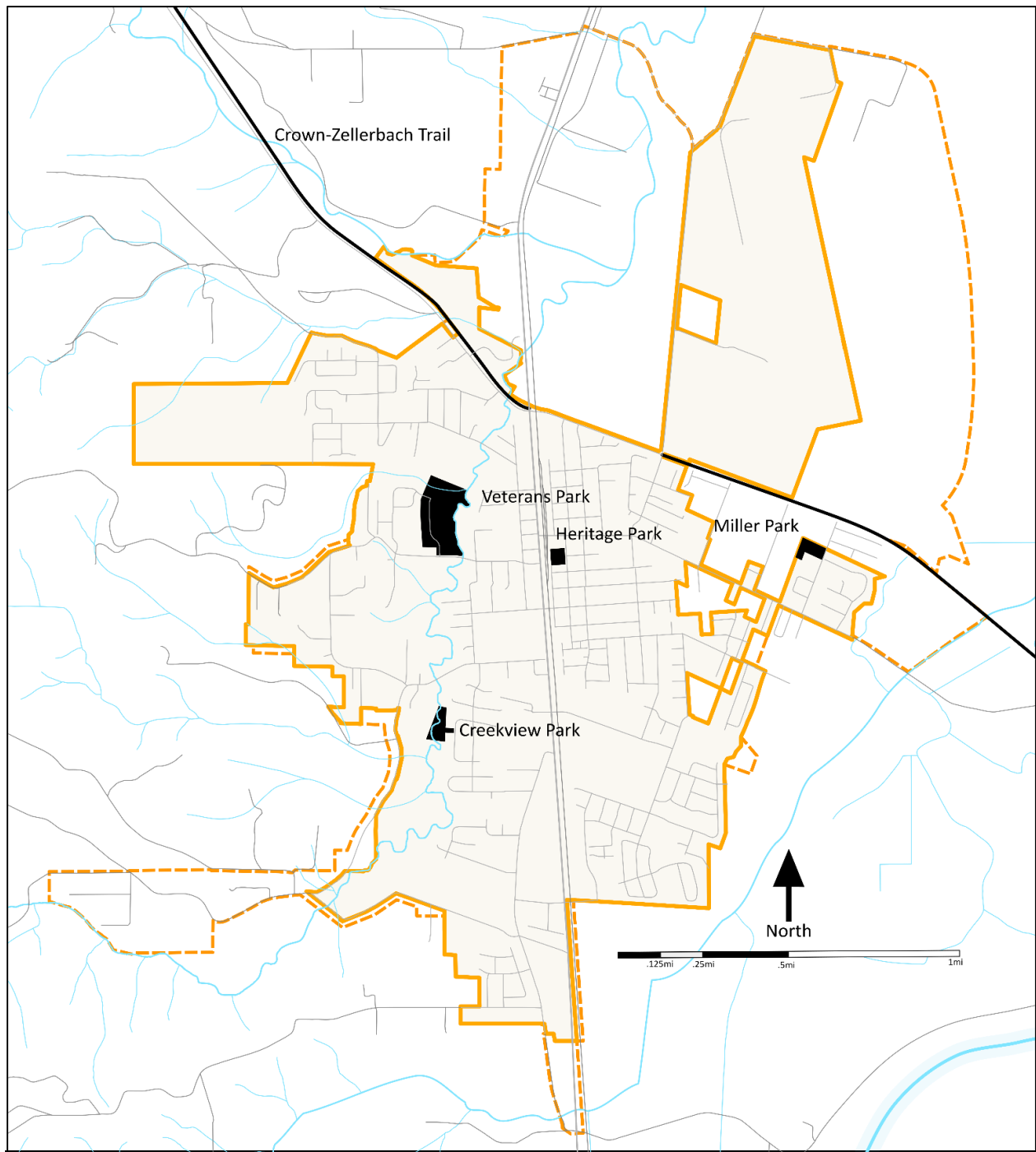
Trails and multi-use paths, like the Crown-Zellerbach Trail, give families and neighbors a safe way to walk and bike to local businesses, jobs, and parks, and back home. They also connect us to our surrounding landscape and scenic open spaces such as the nearby Multnomah Channel and the forested hills.

Open spaces are the natural life support system of our community. They clean our water and air. They also reduce flooding and lower the cost of managing storm water. Open spaces preserve natural "ecosystem services" and functions that we need for a sustainable environment and economy.

Scappoose's park system currently has a small collection of trails, developed parks and open space that provide essential services to the community.

Fortunately, there are plenty of potential new park spaces on property that the city currently owns, and property it doesn't own. This section of the Comprehensive Plan serves to identify and describe developed park spaces. Refer to the Parks, Trails and Open Space Plan adopted in 2017 to identify the properties with potential to become part of the Scappoose Park System. The identified properties are for a variety of uses based on the location, and size of the property. The potential uses for the properties should be evaluated based on location and available amenities at other surrounding parks.

#### **Map PR-1 Existing Parks and Trails**



**Existing Parks**



Scappoose has four developed parks, and one trail that are actively maintained by the Public Works Department.

### **Creekview Park**

#### **Location & Access**

Located near the middle of the City to the west of Hwy 30, Creekview Park is located along the South Scappoose Creek with access provided by SW Creekview Place. The entrance of the park is an undeveloped lot between two residential properties, which leads down a hill to a grassy field in the South Scappoose Creek floodplain. Limited off-site parking is available for vehicles along SW Creekview Place. There are no parking facilities for bicycles.



#### **Description**

Creekview Park is 2.71 acres in size. The site is largely unimproved—the only amenities being a landfill receptacle and a pet waste disposal station. Currently this park is being used informally by the neighborhood for open space and picnicking. The location along the creek provides valuable greenway space, but is also limiting due to seasonal flooding concerns. Currently, the steep slope from the roadway to the water makes access to the creek difficult; there is also concern about erosion along the bank slopes.

### **Heritage Park**

#### **Location & Access**

Heritage Park is located at SE 2nd Street next to Scappoose City Hall, which houses the Police Department and the Municipal Court, the Scappoose Public Library, and the Watts House Museum. Access is provided by SE 2nd Street as well as a pedestrian path that connects to East Columbia Avenue. The Park is also within the Downtown Overlay planning area and there are many local businesses nearby. Limited off-site parking is provided for vehicles along SE 2nd Street. The parking lot for Scappoose City Hall provides additional parking for 25 vehicles, including two ADA-accessible spaces. There are no parking facilities for bicycles.



#### **Description**

Heritage Park is 1.75 acres in size. In 2016 the City received Oregon State Parks and Recreation Grant for site improvements. Prior to the grant the site amenities include a gazebo, a war memorial, one gender-neutral restroom, and a skate park in the northwest corner of the park with frontage on E Columbia Ave. The Grant funded improved drainage of the grass area, new play equipment, paving for ADA access, improvements to the gazebo and a fountain designed by Michael Curry.

## Miller Park

### Location & Access

Miller Park is located on, and accessed by Miller Road, in the NE portion of the City, but south of the airpark. Pedestrian and bicycle access is also provided by the nearby Crown-Zellerbach Trail, which connects to Miller Road less than a block away. Limited off-site parking is available for vehicles along Miller Road. On-site parking is provided for eight vehicles, including one ADA-accessible space. There are no parking facilities for bicycles.



### Description

Miller Park is 2 acres in size. Current amenities include a basketball court, playground equipment, a picnic area and shelter, a drinking fountain, and one gender-neutral restroom. An unmarked turf field covers the rear half of the park and is suitable for informal sports games. In fall 2016 the City removed the play structure because of safety concerns caused by regular flooding. The City plans on addressing the flooding so any new amenities will not be compromised.

## Veterans Park

### Location & Access

Located in the NW portion of town, Veterans Park is located along the South Scappoose Creek with access provided by Southwest JP West Road. Captain Roger Kucera Way runs through the park and provides on-street parking for 33 vehicles, including one ADA-accessible space. A parking lot in the rear of the park provides parking for 41 vehicles, including two ADA-accessible spaces. A large unmarked field on the west side of the park occasionally provides overflow parking for 70–90 vehicles. In total, parking is provided for 144–164 vehicles, of which 74 are paved. There are no parking facilities for bicycles.



### Description

Veterans Park is 14.05 acres in size. Amenities include two diamond sport fields, playground equipment, and two covered picnic areas. A central structure also contains drinking fountains, two gender-segregated restrooms, and a vending area for food and drinks. Additionally, there are two bocce courts at the southwest corner of the site, and an off-leash area for pets at the north side of the park. There is a large, unmarked turf field near the south entrance of the park that is often used for soccer games. The South Scappoose Creek marks the entire eastern boundary of the site. The City, in partnership with the Scappoose Bay Watershed Council, is pursuing funding to improve this section of the creek in order to reduce flooding and erosion and to restore critical salmon and riparian habitat.

## Crown-Zellerbach Trail

### Location & Access

The Crown-Zellerbach Trail (commonly called the “CZ Trail”) follows more than twenty-seven miles of what was once a historic railroad used by the logging industry. Roughly 1 1/4 mile of trail runs within Scappoose city limits along the north side of town. The section between Highway 30 and West Lane Road has been removed for a two-way arterial street. Although access is provided at various points along the trail, most people park at an informal parking lot near the gate at the corner of West Lane Road and Crown-Zellerbach Logging Road. A new trailhead facility is being planned when the industrial land near the airport develops. The City of Scappoose owns the CZ Trail starting at Hwy 30 and ending at the East Columbia Ave and Dike Road intersection. The rest of the trail is owned by Columbia County.



### Description

The Trail now provides access to miles of scenic open space. The western section of trail, which starts at the corner of Hwy 30 and Scappoose-Vernonia Hwy, leads to Vernonia following the North Scappoose Creek through heavily forested hillsides. This section of trail is primarily surfaced with gravel, and is suitable for mountain bikes. The original railroad grade makes biking relatively easy, as there are no steep sections.

The eastern section of trail runs through wetlands and open agricultural fields with easy views of Mount Saint Helens, Mount Adams and Mount Hood. This section of trail is surfaced with asphalt, and is suitable for both mountain bikes and road bikes. The Trail terminates at the now-abandoned Chapman Landing site. The City, in partnership with Columbia County and the Port of St. Helens, is exploring opportunities to develop a park at this location. The parcel on which the trail is built, varies between 44 and 100 feet wide. Portions of this trail are grass, but most of it has been covered by dense, invasive Himalayan-Black-Berry bushes.

Built in the early 1900s and called the Portland-Southwestern Railroad, the tracks transported timber from the hills between Vernonia and Scappoose to Chapman Landing for shipment up the Multnomah Channel. The Crown-Zellerbach Corporation purchased the property in 1945, removed the tracks and converted the route to a logging road for trucks. Columbia County finally purchased the land in 2004 and converted the route into a multi-use recreational trail for walking, running, bicycling, and horseback-riding.

### School District Facilities

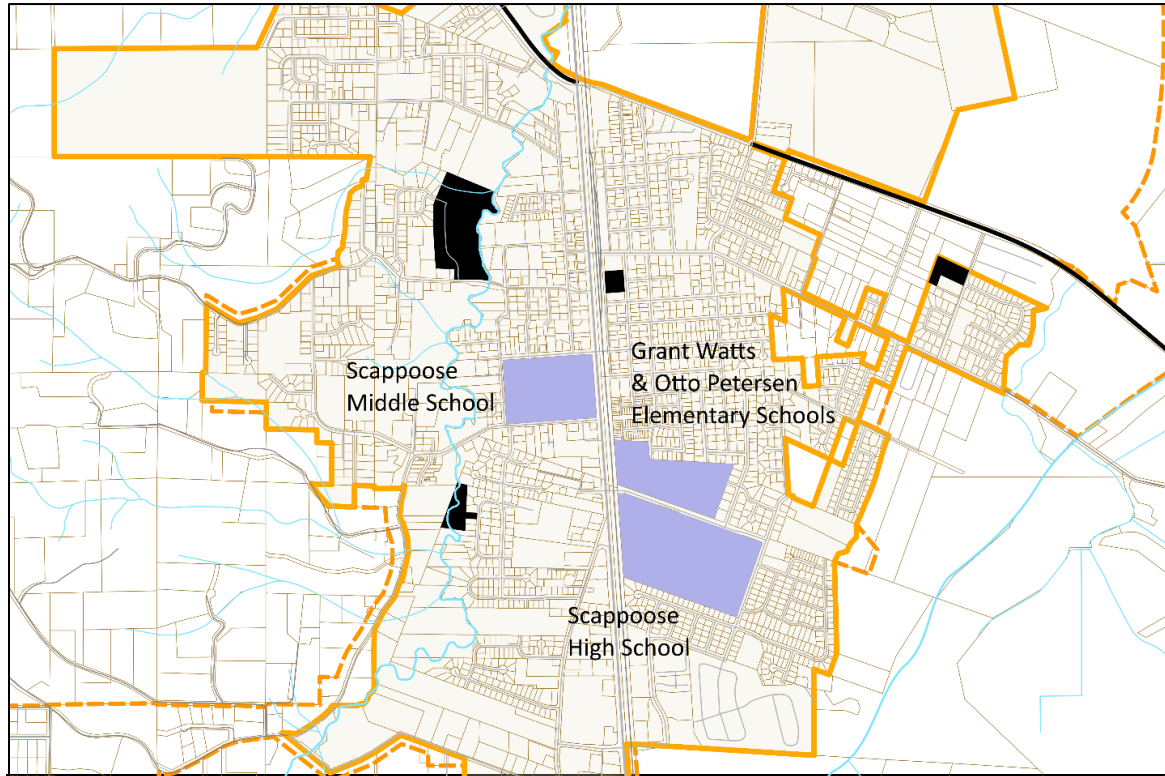
The Scappoose School District is a major provider of recreation programs and facilities. During school hours, these parks are not available for Scappoose residents to use. For this reason, they are mentioned in this plan, but not accounted for in the Level of Service Analysis. Many of the sports clubs use their facilities for games and practice. Of the four schools within Scappoose city limits all have recreational facilities:

- Grant Watts Elementary School



- Otto Petersen Elementary School
- Scappoose Middle School & Chinook Fields
- Scappoose High School & Anderson Field

Map PR-2: School District Facilities



### Level of Service

Park Type	NRPA Standard LOS Guidelines (Acres / 1,000 population)	Oregon Recommended LOS Guidelines (Acres / 1,000 population)	Scappoose Adopted LOS Guidelines (Acres/1,000 population)
Pocket parks	0.25—0.5	0.25 to 0.5	.25
Urban plaza parks	None	0.1—0.2	.1
Neighborhood parks	1.0—2.0	1.0—2.0	1
Community parks	5.0—8.0	2.0—6.0	2
Regional parks	5.0—10.0	5.0—6.0	0
Nature parks	None	2.0—6.0	2
Trails, Pathways and Bikeways *	None	0.5—1.5 mi/1,000 population	.5 miles/1,000 population
Total	6.25—10.5	6.25—12.5	5.35

\* Units are in miles and not included in totals.



Due to Scappoose's close proximity to Forest Park, Scaponia Recreation Site and other parks typically classified as a "regional park", and the high cost of developing regional parks the city doesn't think it is necessary to attempt to meet the State's or Federal level of service guidelines.

### **Existing Level of Service Analysis**

Scappoose provides roughly 3.02 acres of parkland for every 1,000 residents. Unfortunately, this amount falls short of national and state guidelines by nearly half. However, there are many private and public lands around town that could be developed into parks. Park size is one of the many considerations taken into account when planning parks. Other characteristics like park type and location are important to recognize, and plan around accordingly.

Park Type	Existing Park Acreage	Scappoose Current LOS (Acres / 1,000 population)
Pocket parks	0	None
Urban plaza parks	1.76	.26
Neighborhood parks	4.68	0.69
Community parks	14.05	2.07
Nature parks	0	None
Trails, Pathways and Bikeways	1.1	0.16 mi/1,000 population
Existing Conditions	20.49	3.02*

\* For the purposes of this calculation, Heritage Park was considered an Urban Plaza, Creekview and Miller Park as Neighborhood Parks, Veteran's Park as a Community Park, and CZ Trail as a Trail, Pathway and Bikeway. The CZ trail was not included in the total calculation of 3.02 acres/1,000 population. The population used for the LOS analysis was the 2017 PSU official estimate of 6,785 people.

### **Required Park Acreage Expected in Scappoose**

Required Acreage is the amount of space needed to meet the City of Scappoose LOS Guidelines for parks. Acreage was calculated using the Scappoose LOS Guideline numbers from Table 3.2.2.1 and the 2017 Portland State Coordinated Population Forecast.

Park Type	2017 Required Acreage	2037 Required Acreage	2067 Required Acreage
Pocket parks	1.7	2.7	3.9
Urban plaza parks	0.7	1.1	1.6
Neighborhood parks	6.8	10.8	15.5
Community parks	13.6	21.6	31.0
Nature parks	13.6	21.6	31.0
Trails, Pathways and Bikeways*	3.4	5.4	7.8

Total	36.4	57.8	83.0
-------	------	------	------

\* Units are in miles and not included in totals.

### Park Level of Service Deficiencies or Surpluses

Park Type	Park acreage surplus or deficiency		
	2017	2037	2067
Pocket parks	(-1.7)	(-2.7)	(-3.9)
Urban plaza parks	+1.06	+0.66	+1.16
Neighborhood parks	(-2.2)	(-6.12)	(-10.82)
Community parks	+0.45	(-7.55)	(-16.95)
Nature parks	(-13.6)	(-21.6)	(-31.0)
Trails, Pathways and Bikeways*	(-2.3)	(-4.3)	(-6.7)
Total	(-15.99)	(-37.31)	(-62.51)

\* Units are in miles and not included in totals.

### Lands Zoned Public Lands – Recreation (PL-R)

Scappoose has land that is zoned PL-R but has not been accounted for in the existing conditions because the park is not considered developed. This PL-R zoned land, in addition to other publicly held lands, could help Scappoose meet its established level of service of 5.35 acres/1,000 residents.

Park Name	Park Type	Acres
Vista Park	Regional	76.6
Fischer Park	Community	8.76
Columbia Airpark East	Nature	14.5
Meadowbrook Park	Pocket	2.04
Undeveloped PL-R Zoned Land		101.9

### Park Service Area

~~Close to home parks: a half mile or less~~

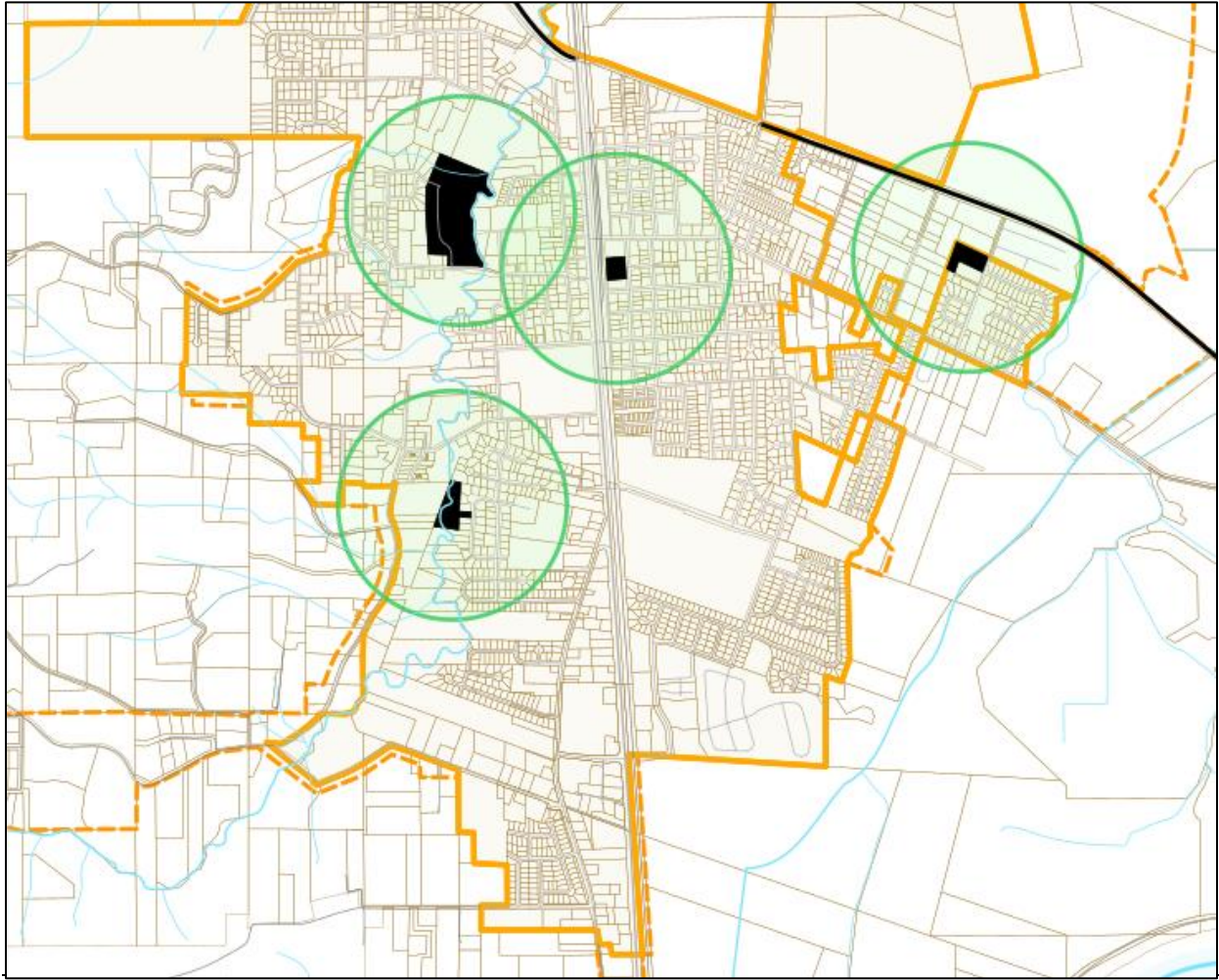
~~Parks must be conveniently located in order to provide their benefits, and many communities have set goals for the maximum distance any resident should be from the nearest park. The **five minute walk** is a national standard for park accessibility because it is the average distance a person is willing to walk before opting to drive. Based on the average speed at which people walk or run, a five minute walk translates to between a quarter to a half mile walk.~~

Many neighborhoods lie beyond a five minute walk to the nearest park and therefore have a greater need for parks. As we look for opportunities to develop new parks, we must consider the impacts of future growth and also where new neighborhoods might be developed. The Parks Classifications, found

in the Parks, Trail and Open Space Plan, helps to determine what kinds of parks are suitable in different locations.

The following maps show existing parks and their five-minute and quarter-mile walking distances.

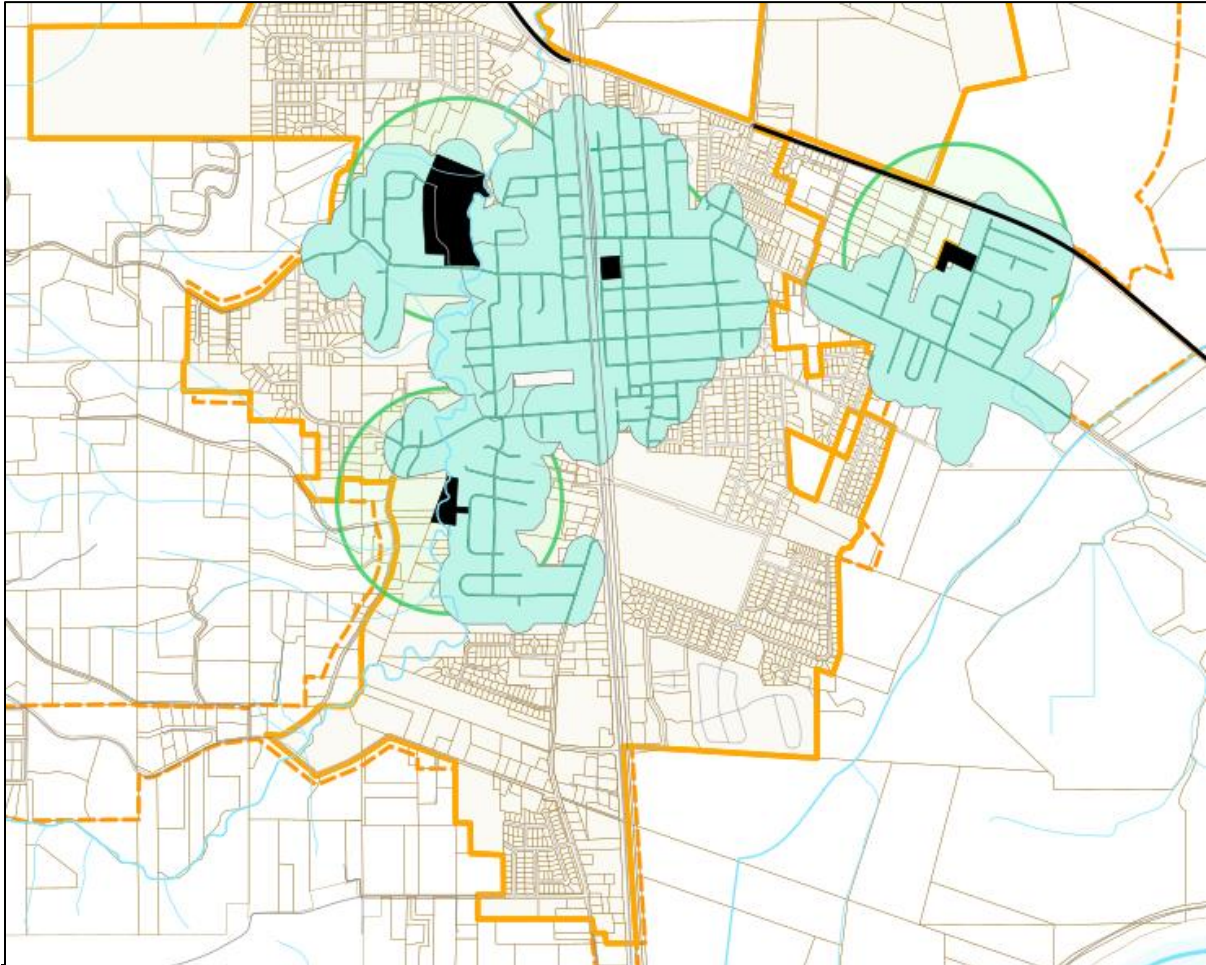
Map PR-3: Local parks and a standard quarter-mile radius (green)



A simple quarter-mile radius ignores a lack of connections (such as roads, sidewalks, and trails) as well as common barriers to pedestrian travel (such as rivers and steep terrain). The following map shows a calculated five-minute walk from each park using existing connections.



Map PR-4: Local parks and a calculated five minute walking radius (blue) over the original quarter-mile radius (green)



Scappoose is severely underserved by its Park System. In all three level of service criteria, acreage, half miles radius, and five minute walking distance, the City falls short of what is recommended by federal and state agencies.

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#### Parks, Trails and Open Space Goals and Policies

##### Preface

Oregon Statewide Planning Goal 8 refers to recreational needs. It promotes the recreational needs of current and future residents of the communities and its visitors.

Scappoose's location between the Multnomah Channel and Coastal Range provides a setting for outstanding recreational opportunities. A visitor or resident can hike in cool, forested hills or watch an osprey or eagle catch fish while kayaking in Multnomah Channel in the span of a few hours. In addition to improving the quality of life for residents, the abundance of such diverse, high-quality recreation

attracts new residents, businesses, and visitors. It is in the City's best interest to preserve, enhance and expand its recreation resources.

The Scappoose Parks, Trails and Open Space Master Plan was adopted in 2017 to help guide the future development and protection of the recreation opportunities within or in close proximity to Scappoose.

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Goals for Parks, Trails and Open Space

- ~~1) — To conserve open space and protect natural and scenic resources.~~
- ~~2) — To promote healthy and visually attractive environments in harmony with the natural landscape character.~~
- 3) To create ample facilities for recreation in Scappoose.
- 4) Serve all ages and abilities.
- 5) Provide a diverse set of facilities for sports and recreation.
- 6) Attract visitors to Scappoose for recreational opportunities.
- 7) Increase connectivity among parks.

Policies for the Parks, Trails and Open Space

It is the policy of the City of Scappoose to:

- ~~1) — Attempt to acquire, where feasible, lands to be used for recreational purposes; possible mechanisms include: outright purchase, the acquisition of developmental rights or easements, grants or loans, property exchanges, donations, and the acquisition of tax-foreclosed lands.~~
- ~~2) — Investigate, after the proposed improvements of Scappoose Creek, means of utilizing the flood plain as open space lands for public use.~~
- ~~3) — Construct new parks and renovate old parks to meet ADA Accessibility Guidelines.~~
- ~~4) — Provide new neighborhood, community and pocket parks within a 5-minute walking distance of all residents.~~
- ~~5) — Meet Scappoose level of service standards.~~
- ~~6) — Build relationships with sports leagues, Scappoose School District, Columbia County, Churches, Clubs, businesses and other community groups to support and encourage the development of new recreational opportunities.~~
- ~~7) — Expand community involvement in maintaining and upgrading parks.~~
- ~~8) — Encourage residential developers to build recreational facilities for new construction.~~

- ~~9) — Require bicycle parking in all new multifamily residential developments.~~
- ~~10) — Build connectivity between all parks and open space within the Scappoose Park System.~~
- ~~11) — Identify revenue generating opportunities in existing and future parks to offset operational costs.~~
- ~~12) — Promote Scappoose as a recreational destination.~~
- ~~13) — Restore and protect riparian habitats near open space and recreational facilities.~~
- ~~14) — Endeavor to reduce stream temperatures in Scappoose Creeks to meet Oregon State Water Quality Standards for salmon and trout spawning and rearing (cold water criteria).~~
- ~~15) — Educate public works personnel on best park maintenance practices.~~
- ~~16) — Design parks to avoid causing maintenance difficulties for city staff.~~
- ~~17) — Design parks that are appropriate at their given location, and if possible, fit within the natural landscape.~~

**Above text to be replaced with new goals and policies below:**

**Goal 1: Provide Quality Parks**

Provide well-distributed, well-developed parks for all Scappoose residents.

Policy 1.1 Strive to identify, acquire, and develop new Neighborhood Parks within a 10-minute walk of all residents.

- a. Prioritize land acquisition in existing and planned neighborhoods that are currently underserved by parks and recreational facilities.
- b. Continue to work with developers to dedicate and acquire parkland and increase park acreage to achieve the recommended level of service for developed parks and facilities, open space, and trails.
- c. Where new neighborhood parks may not be feasible to accommodate recreational needs within an identified underserved neighborhood, look for opportunities to incorporate small-scale park amenities, such as in City-owned natural areas in conjunction with trails or in “pocket parks” associated with existing or planned residential development.
- d. Explore neighborhood park locations and plan for land acquisition within Urban Growth Boundary expansion areas, considering projected timing and location of future growth and existing underserved areas at the edges of Scappoose city limits when locating or developing parks.

Policy 1.2. Provide a variety of park types throughout the City.

- a. Strive to meet adopted level of service standards for different park types.

- b. Provide and maintain Community Parks in centralized locations to provide community access to sports, community gatherings and events, creek views, and a wide variety of recreation opportunities.
- c. Engage with landowners and developers to explore opportunities for dedication and improvement of neighborhood parkland as part of new development.

*Policy 1.3. Design and develop quality park facilities and amenities.*

- a. Create a premier parks complex in the heart of the City, connecting the three existing community parks through the creek system, planning new facilities that enhance existing recreational experiences, and updating existing playgrounds to meet the City's growing needs.
- b. Improve appreciation of natural amenities in parks through enhanced access, such as boardwalks, ADA-accessible pathways, and interpretive signage.
- c. Add sports fields, courts, and other active, challenging facilities to better meet the needs of youth and adult fitness.
- d. Enhance minimally developed park sites to support quality recreation opportunities and improved park access.

*Policy 1.4. Balance the need for new parks, facilities, and improvements with investments in existing parks and facilities.*

- a. Utilize minimum level of service guidelines presented in the Parks Plan as a guide for future recreational facility investments.
- b. Identify separate funding mechanisms to ensure that existing underserved areas receive investment along with the capacity-enhancement projects for new residential areas.
- c. Update the City's SDC methodology to ensure that funds are available to provide parks, trails, and recreation facilities in infill and new residential areas.

**Goal 2: Take Care of What We Have**

Manage, maintain, and create parks, facilities, and open space that support safe, attractive, and engaging recreation and green space.

*Policy 2.1. Develop and apply uniform design policies and maintenance practices for the parks system.*

- a. Refine maintenance standards to uphold quality user experience, maximize existing resources, and promote fiscal sustainability.

*Policy 2.2. Actively address deferred maintenance needs.*

- a. Develop and implement an asset management plan to guide the regular evaluation, repair, and replacement of aging or worn park facilities, amenities, and equipment.
- b. Fund and implement a Capital Improvement Plan (CIP) to include the replacement and improvement of current facilities and amenities.

*Policy 2.3. Develop a stronger volunteer system that builds ownership and support for Scappoose's parks, facilities, trails, open space, and programs.*

- a. Continue to engage volunteers and non-profit groups to assist in maintaining parks, trails, and open spaces, as appropriate.



- b. Track volunteer hours and projects completed to gauge effectiveness, plan for future opportunities, and leverage grant funds.

*Policy 2.4. Dedicate funds to maintain current parks, trails, and open space and anticipate funding needed for the expanded system.*

- a. Ensure adequate staffing for administration, maintenance, and programming to meet demand and ensure service quality.
- b. Before developing new parks and facilities, ensure that the City has sufficient maintenance staff and resources for the caretaking and stewardship of existing and new assets.
- c. Build community support aimed at increasing financing for operations and maintenance to ensure sufficient resources are available to support a high-quality parks and recreation system.
- d. Identify new funding sources for capital projects and ongoing operations.

### **Goal 3: Serve All Ages and Abilities**

Diversify recreation opportunities by providing a variety of inclusive, accessible park facilities and experiences.

*Policy 3.1. Engage park users of different ages, genders, income levels, cultural backgrounds, abilities, and interests.*

- a. Activate parks by concentrating program activities and amenities that have intergenerational appeal for children, teens, adults and seniors and that support multiple interests and encourage families to enjoy park amenities together.
- b. Create large and small social gathering and event spaces system-wide when determining optimal features in new parks.
- c. Develop and maintain multi-purpose park facilities where practical to accommodate changes in community needs over time.
- d. Support long-term park use by continuing to reinvest in existing facilities and support amenities to provide quality recreation opportunities and adapt park offerings to appeal to a range of users.
- e. Accommodate the physical activity and health needs of seniors, people with special needs, and all residents by addressing the comfort, safety and accessibility of all park features.
- f. Consider incorporating multigenerational play facilities and outdoor fitness equipment to address senior recreation needs.
- g. Consider incorporating outdoor facilities and accommodating activities not currently available into new Neighborhood Parks.
- h. Ensure information about parks, facilities, events, and programs are publicly available and consistently promoted.

Policy 3.2. Work to meet the community needs for high-quality athletic and fitness facilities.

- a. Determine the optimal type, size, and location of sport fields and courts during the master plan process for the new Community Park.
- b. Integrate smaller-footprint facilities that support fitness and play, such as outdoor fitness equipment, sports courts, climbing features, and challenge elements.

Policy 3.3. Increase accessibility and inclusivity of Scappoose parks, facilities, trails, public open space, and other amenities.

- a. Implement universal design practices when developing new or renovating existing facilities to accommodate a wide range of individual preferences and abilities.
- b. As parks are renovated and new parks are developed, facilities and features should be designed and incorporated that meet the requirements of people with different physical, developmental, behavioral, and sensory needs.
- c. Continue to improve ADA accessibility of facilities, including but not limited to improving parking areas, access paths to facilities, playground and pathway surfacing, and pads under picnic tables.

**Goal 4: Connect Residents to the Natural Environment**

Strive to protect and enhance natural areas, understanding the health and wellness benefits to the community when connected to nature.

Policy 4.1. Steward and manage passive recreation areas, open space, and natural areas for the enjoyment and health of community members.

- a. Integrate management plans for all open space and natural areas in City parks which address appropriate access and connectivity with neighboring properties, resource sensitivity, existing resources, and opportunities for resource enhancement and restoration.
- b. Continue the partnership with Scappoose Bay Watershed Council (SBWC) and facilitate creek restoration projects in public parklands.

Policy 4.2. Enhance access to and use of open spaces and natural areas while balancing resource management needs.

- a. Provide trails for walking, hiking, biking, and nature observation and education in undeveloped or under-developed parks.
- b. Offer spaces for nature interpretation and environmental education in all City parks.
- c. Explore programs and funding to enhance access within the floodplain for the public's recreational use.
- d. Develop strategically identified creeks and riparian corridors as "complete creeks" or greenways with managed natural vegetation and trails that connect open space systems, trails, and parks to neighborhoods.
- e. Where appropriate, connect open spaces through trails, greenways, wildlife corridors, and open space connections.
- f. Where appropriate, plan, design, and protect areas for habitat viability, including the safe movement of wildlife necessary to maintain biodiversity and ecological balance.

- g. Restore and protect riparian habitats near open space and recreational facilities.

*Policy 4.3. Promote the development of park and recreation facilities that minimize impacts to natural areas and habitats, especially those that are environmentally sensitive.*

- a. Balance nature play and natural areas with developed amenities in parks.
- b. Highlight natural features within parks, such as supporting creek views.
- c. Expand interpretive signage in parks and along trails.

### **Goal 5: Create a Connected System**

Prioritize trail connections that support active transportation and recreation, connecting key parks and City destinations.

*Policy 5.1 Promote and provide multi-use trail connections to parks and recreation facilities.*

- a. Coordinate with Transportation System Plan (TSP) proposed projects to prioritize and provide for pedestrian and bicycle corridors, paths, and trails to promote connectivity between parks, recreation areas and other destinations in the city.
- b. Ensure trails, walkways, and bikeways meet accessibility standards and accommodate a variety of users.
- c. Develop the Scappoose Creek Trail and explore trail alignments that can create a connected parks system.
- d. Continue to coordinate with neighboring jurisdictions on regional trail connections.
- e. Create safer walking and biking connections to parks and trailheads.
- f. Add signage, interpretive maps, and wayfinding features.

*Policy 5.2 Provide a variety of trails and trail amenities within parks and open space to support trail-related recreation and connectivity.*

- a. Identify appropriate sites to develop loop trails, nature trails, and soft-surfaced trails for jogging and mountain biking.
- b. Identify parks where trailheads and trail support amenities will support local and regional trail use.
- c. Consider and mitigate impacts to natural resources when developing trails in parks, open space, and natural areas.

### **Goal 6: Support and Expand Local Collaboration**

Leverage resources through strategic and deliberate partnerships to provide community-supported facilities, programs, events, and services.

*Policy 6.1 Coordinate with other public and private organizations, and private developers, to provide a wider range of facilities and programming within Scappoose to avoid the duplication of services.*

- a. Investigate how new assets and programs can be co-located with new or existing facilities, including schools, libraries, and areas of concentrated employment to share construction

and maintenance costs, provide efficient delivery of services, and create multipurpose destinations.

- b. Engage with the School District to explore formalizing community use of school properties and potential partnering opportunities.
- c. Look for opportunities to work with landowners and developers to create park space and recreational opportunities and improvements, specifically in areas that lack 10-minute walk access.
- d. Take into account the locations and types of recreation facilities provided by homeowner's associations, schools, and other providers when designing new parks to avoid duplicating recreation uses.
- e. Ensure staff support and capacity to pursue new and maintain ongoing agency collaboration and partnerships.
- f. Continue to coordinate with the County to enhance park and recreation opportunities, particularly in urbanizing areas and on enhancements to the Crown Z Trail, including interpretive signage.
- g. Strengthen relationships with Columbia County and the City of St. Helens to share and promote regional recreational offerings and identify areas of common interest and possibilities of shared funding or resources.

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#### APPENDIX

- A. CITIZEN INVOLVEMENT
- B. 1989 QUESTIONNAIRE RESULTS
- C. THE PLAN AND ZONING
- D. STATE-WIDE GOALS
- E. FISH AND WILDLIFE
- F. SITES OF HISTORICAL INTEREST
- G. URBAN GROWTH AREA MANAGEMENT AGREEMENT
- H. 2016 SCAPPOOSE INDUSTRIAL AIRPARK MASTER PLAN, ORD 862, 2017
- I. COORDINATED POPULATION FORECAST 2017-2067: COLUMBIA COUNTY URBAN GROWTH BOUNDARIES & AREAS OUTSIDE OF UGB'S, ORD 868, 2018
- J. CITY OF SCAPPOOSE ECONOMIC OPPORTUNITIES ANALYSIS, ORD 816, 2011
- K. 2024 SCAPPOOSE PARKS, TRAILS AND OPEN SPACE PLAN, ~~ORD 862, 2017~~
- L. 2017 CITY OF SCAPPOOSE HOUSING NEEDS ANALYSIS, ORD 868, 2018



CPTA1-23

February 1, 2024

*Adoption of the 2024 Scappoose Parks, Trails and Open Space Plan*

### **CITY OF SCAPPOOSE STAFF REPORT**

- REQUEST:** Approval of two proposed actions:
1. Adoption of the 2024 Parks, Trails and Open Space Plan
  2. Amend the Comprehensive Plan Text (CPTA1-23) as follows:
    - Remove Parks and Recreation from the Inventories section<sup>1</sup>
    - Update the existing Parks, Trails and Open Space goals and policies
    - Replace existing Appendix K with the 2024 Scappoose Parks, Trails and Open Space Plan

**APPLICANT:** City of Scappoose

**EXHIBITS:**

1. 2024 Scappoose Parks, Trails and Open Space Plan
2. Proposed amendments to the Comprehensive Plan text

**INTRODUCTION:**

Over the past year, the City of Scappoose has developed an update to the adopted 2017 Parks Trails and Open Space Plan based on a technical analysis of the park system and community and stakeholder feedback. The planning process consisted of five phases; evaluation of existing conditions, identification of park needs, updates to policies and projects, creation of an action plan, and lastly, development and adoption of the Plan. The 2024 Parks, Trails, and Open Space Plan will be the Parks and Recreation element of the City's comprehensive plan and prepares Scappoose to address its parks and recreational needs within its urban growth boundary over the next 20 years.

**OBSERVATIONS:**

As stated in the Plan, the 2024 Parks, Trails, and Open Space Plan sets a renewed direction for the City of Scappoose's parks and recreation system. This Plan presents the long-term vision and strategy for the future of parks, trails, open space, natural areas, recreation facilities, programs, and related services.

The City last updated its Parks, Trails, and Open Space Plan in 2017. Since then, parkland acquisitions, shifts in funding and staffing levels, changing demographics, aging recreation amenities, and new emerging community priorities require focused attention and a guiding framework.

<sup>1</sup> Please note that the City will be removing individual inventories from the Comprehensive Plan, with each applicable new amendment moving forward, in order to streamline the Comprehensive Plan and to keep it more up to date. The inventories would then reside within each applicable Master Plan document.

Specifically, this plan update:

- Provides an updated inventory of parks and facilities, as well as a review of the existing strengths and weaknesses of the system.
- Describes the planning context, including a demographic profile and current levels of service.
- Identifies new or emerging park needs and opportunities for the park system, particularly those resulting from a growing community.
- Recommends projects and actions to meet community needs and create efficiencies across the system.
- Prioritizes a set of recommendations to guide future implementation.

#### **RECOMMENDATION:**

Staff recommends that the Planning Commission recommend approval to City Council of the two proposed actions pertaining to adoption of the 2024 Scappoose Parks, Trails and Open Space Plan. The reasons and rationale described within this report support the approval and adoption of the Plan and Comprehensive Plan Text Amendments.

#### **FINDINGS OF FACT:**

##### **1. The following sections of Title 17 of the Scappoose Municipal Code (Scappoose Development Code) are applicable to this request:**

*Chapter 17.22 Amendments to the Title, Comprehensive Plan and Maps*

*[...]*

##### *17.22.040 Approval criteria*

*Planning commission review and recommendation, and Council approval, of an ordinance amending the comprehensive plan, the zoning map, or this title shall be based on the following criteria:*

*A. If the proposal involves an amendment to the comprehensive plan, the amendment is consistent with the Statewide Planning Goals and relevant Oregon Revised Statutes and Administrative Rules;*

**Finding:** The proposal involves an amendment to the comprehensive plan, therefore, findings related to consistency with the statewide planning goals and relevant Oregon Revised Statutes and Administrative Rules are provided later in this report.

*B. The proposal is consistent with the comprehensive plan (although the comprehensive plan may be amended concurrently with proposed changes in zoning or this title), the standards of this title, or other applicable implementing ordinances;*

**Finding:** Findings related to consistency with the comprehensive plan and the standards of this title are outlined below. No other implementing ordinances are applicable to this request.

*C. The change will not adversely affect the health, safety, and welfare of the community;*

**Finding:** The comprehensive plan text amendments and adoption of the Plan would not adversely affect the health, safety or welfare of the community. Adoption of the Plan and amendments is expected to contribute to the health and well-being of the community since the Plan aims to enhance and expand the park system which would support healthy living, provide safe places for children to play and learn and promote civic engagement.

*D. The proposal either responds to changes in the community or it corrects a mistake or inconsistency in the comprehensive plan, the zoning map, or this title; and*

**Finding:** This proposal responds to changes in the community. Since the adoption of the Parks, Trails, and Open Space Plan in 2017, parkland acquisitions, shifts in funding and staffing levels, changing demographics, aging recreation amenities, and new emerging community priorities have created the need for an updated Plan. The comprehensive plan text amendments support the updated Parks, Trails and Open Space goals and policies that were identified during the planning process.

*E. The amendment conforms to Section [17.22.050](#).*

*17.22.050 Transportation Planning Rule analysis*

*Proposals to amend the comprehensive plan or zoning map shall be reviewed to determine whether they significantly affect a transportation facility pursuant to Oregon Administrative Rule (OAR) [660-012-0060](#) (Transportation Planning Rule - TPR). Where the City, in consultation with the applicable roadway authority, finds that a proposed amendment would have a significant effect on a transportation facility, the City shall work with the roadway authority and the applicant to modify the request or mitigate the impacts in accordance with the TPR and applicable law.*

**Finding:** The Transportation Planning Rule is not applicable to this request since the City is not proposing a zone change or any change that would affect the functional classification of any roads or have a significant effect on a transportation facility within the City's transportation system. Sections 17.22.040 and 17.22.050 are satisfied.

#### *Chapter 17.160 PROCEDURES FOR DECISION MAKING—LEGISLATIVE*

*17.160.120 The standards for the decision. A. The recommendation by the planning commission and the decision by the council shall be based on consideration of the following factors:*

- 1. Any applicable statewide planning goals and guidelines adopted under Oregon Revised Statutes Chapter 197;*
- 2. Any federal or state statutes or rules found applicable;*
- 3. The applicable comprehensive plan policies and map; and*

*4. The applicable provisions of the implementing ordinances.*

*B. Consideration may also be given to:*

*Proof of a substantial change in circumstances, a mistake, or inconsistency in the comprehensive plan or implementing ordinance which is the subject of the application.*

**Finding:** The Planning Commission's recommendation and the City Council's decision shall be based on applicable statewide planning goals and guidelines, federal and state statutes and rules, Comprehensive Plan policies, and provisions of the Scappoose Development Code, as detailed in the findings within this report. Section 17.160.120 is satisfied.

## **2. The following Statewide Planning Goals are applicable to this request:**

### ***Citizen Involvement (Goal 1)***

*Objective: To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.*

**Finding:** This application complies with the citizen involvement processes included in the City's acknowledged comprehensive plan and development code, which is consistent with Statewide Planning Goal 1. The Planning Commission and City Council will hold public hearings on the proposal prior to adopting the Parks, Trails and Open Space Plan and amendments to the comprehensive plan. Notice of the proposal and hearings was published in the local newspaper and on the City's website on January 26, 2024. The proposal was sent to the Department of Land Conservation and Development on January 4, 2024, in advance of the February 8, 2024 Planning Commission hearing. City Council will hold a public hearing and first reading of the ordinance on February 20, 2024 and will meet for a second reading of the ordinance and adoption on March 4, 2024.

Scappoose residents were directly involved in identifying system-wide needs and suggesting ideas and priorities to carry out the Plan. The community engagement process involved a variety of activities designed to understand community preferences and needs. Outreach included several pop-up events during the Fall of 2022, a citywide online survey, and an interactive work session at the Spring 2023 Annual Town Meeting. The Scappoose Parks and Recreation Committee (SPRC), Planning Commission, and City Council also provided input throughout the planning process and guided development of the Plan. Goal 1 is satisfied.

### ***Land Use Planning (Goal 2)***

*Objective: To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.*

**Finding:** Goal 2 requires local governments to have and follow a comprehensive plan and implementing ordinances and to follow their comprehensive plan and implementing ordinances when making land use decisions to assure an adequate factual base for such decisions. The current proposal is to adopt the 2024 Parks, Trails and Open Space Plan, and



to amend the comprehensive plan text as described in **Exhibit 2**, consistent with the City's comprehensive plan and implementing ordinance regulations regarding legislative land use decisions. Legislative decisions first require a Planning Commission recommendation to the City Council, which then makes a decision based on stated findings. The Planning Commission and City Council hearings are open to the public. The Planning Commission hearing is scheduled for February 8, 2024. City Council will hold a public hearing and first reading of the ordinance on February 20, 2024 and will meet for a second reading of the ordinance and adoption on March 4, 2024. Goal 2 is satisfied.

***Natural Resources, Scenic and Historic Areas, and Open Spaces (Goal 5)***

*Objective: To protect natural resources and conserve scenic and historic areas and open spaces*

**Finding:** This Goal requires that local governments adopt programs which protect natural resources as well as to inventory such resources. Natural resource areas play an important role in the balance of an active and passive parks and recreation system. The City's adopted Comprehensive Plan and implementing ordinances have achieved this Goal. The current proposal to adopt the 2024 Parks, Trails and Open Space Plan and associated Comprehensive Plan text amendment seeks to update the inventory of parks and open space within the urban growth boundary as well as the City's trail network. The Plan identifies future projects that will enhance the overall natural resource system, supporting the intent of Goal 5. Goal 5 is satisfied.

***Recreational Needs (Goal 8)***

*Objective: To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.*

**Finding:** As stated in the 2024 Parks, Trails and Open Space Plan, the Plan presents the long-term vision and strategy for the future of parks, trails and recreation facilities, programs, and related services over the next 20 years. The Plan inventories existing parks and facilities, identifies community needs, and informs park funding and investments over the planning horizon. Additionally, the proposed Comprehensive Plan text amendment will update the goals and policies for Parks, Trails, and Open Space to more accurately reflect the vision Scappoose has for its park system. Goal 8 is satisfied.

Statewide Planning Goals 3, 4, 6, 7 and 9-19 are not applicable to this application.

**3. The following Oregon Revised Statutes are applicable to this request:**

***ORS 197.610 - Submission of proposed comprehensive plan or land use regulation changes to Department of Land Conservation and Development***

- (1) Before a local government adopts a change, including additions and deletions, to an acknowledged comprehensive plan or a land use regulation, the local government shall submit the proposed change to the Director of the Department of Land Conservation and Development. The Land Conservation and Development Commission shall specify, by rule, the deadline for submitting proposed changes, but in all cases the proposed change must be submitted at least 20 days before the local government holds the first evidentiary hearing on adoption of the proposed change. The commission may not require a local government to submit the proposed change more than 35 days before the first evidentiary hearing.*
- (2) If a local government determines that emergency circumstances beyond the control of the local government require expedited review, the local government shall submit the proposed changes as soon as practicable but may submit the proposed changes after the applicable deadline.*

**Finding:** Notice of the proposed change to the comprehensive plan was sent to the Department of Land Conservation and Development (DLCD) on January 4, 2024 – 35 days prior to the first evidentiary hearing.

- (3) Submission of the proposed change must include all of the following materials:*
  - (a) The text of the proposed change to the comprehensive plan or land use regulation implementing the plan;*
  - (b) If a comprehensive plan map or zoning map is created or altered by the proposed change, a copy of the map that is created or altered;*
  - (c) A brief narrative summary of the proposed change and any supplemental information that the local government believes may be useful to inform the director or members of the public of the effect of the proposed change;*
  - (d) The date set for the first evidentiary hearing;*
  - (e) The form of notice or a draft of the notice to be provided under ORS 197.197 (Local quasi-judicial land use hearings), if applicable: and*
  - (f) Any staff report on the proposed change or information describing when the staff report will be available and how a copy of the staff report can be obtained.*

**Finding:** All of the above applicable materials were provided in the submission to DLCD on January 4, 2024.

- (4) The director shall cause notice of the proposed change to the acknowledged comprehensive plan or the land use regulation to be provided to:*
  - (a) Persons that have requested notice of changes to the acknowledged comprehensive plan of the particular local government, using electronic mail, electronic bulletin board, electronic list server or similar electronic method; and*

*(b) Persons that are generally interested in changes to acknowledged comprehensive plans by posting notices periodically on a public website using the internet or a similar electronic method.*

**Finding:** This requirement is not applicable to the City since it involves action needed by the director of DLCD, not the local government.

*(5) When a local government determines that the land use statutes, statewide land use planning goals and administrative rules of the commission that implement either the statutes or the goals do not apply to a proposed change to the acknowledged comprehensive plan and the land use regulations, submission of the proposed change under this section is not required.*

**Finding:** This section is not applicable since the City has found that the statewide planning goals and administrative rules are applicable.

*(6) If, after submitting the materials described in subsection (3) of this section, the proposed change is altered to such an extent that the materials submitted no longer reasonably describe the proposed change, the local government must notify the Department of Land Conservation and Development of the alterations to the proposed change and provide a summary of the alterations along with any alterations to the proposed text or map to the director at least 10 days before the final evidentiary hearing on the proposal. The director shall cause notice of the alterations to be given in the manner described in subsection (4) of this section. Circumstances requiring resubmission of a proposed change may include, but are not limited to, a change in the principal uses allowed under the proposed change or a significant change in the location at which the principal uses would be allowed, limited or prohibited.*

**Finding:** No changes have been made to the original proposal as submitted to DLCD on January 4, 2024. However, should changes be made prior to adoption that rise to the level described above, the City will provide the required summary of changes to the director at least 10 days prior to the final evidentiary hearing.

*(7) When the director determines that a proposed change to an acknowledged comprehensive plan or a land use regulation may not be in compliance with land use statutes or the statewide land use planning goals, including administrative rules implementing either the statutes or the goals, the department shall notify the local government of the concerns at least 15 days before the final evidentiary hearing, unless there is only one hearing or the proposed change has been modified to the extent that resubmission is required under subsection (6) of this section.*

*(8) Notwithstanding subsection (7) of this section, the department may provide advisory recommendations to the local government concerning the proposed change to the acknowledged comprehensive plan or land use regulation.*

**Finding:** The director of DLCD has not indicated that the proposed changes to the City's acknowledged comprehensive plan are out of compliance with any applicable land use statutes

or the statewide land use planning goals, including administrative rules implementing either the statutes or the goals as of the date of this report. The provisions of ORS 197.610 are satisfied.

4. The following Oregon Administrative Rules are applicable to this request:

**OAR 660-034-0040 - Planning for Local Parks**

- (1) Local park providers may prepare local park master plans, and local governments may amend acknowledged comprehensive plans and zoning ordinances pursuant to the requirements and procedures of ORS 197.610 (Submission of proposed comprehensive plan or land use regulation changes to Department of Land Conservation and Development) to 197.625 (Acknowledgement of comprehensive plan or land use regulation changes) in order to implement such local park plans. Local governments are not required to adopt a local park master plan in order to approve a land use decision allowing parks or park uses on agricultural lands under provisions of ORS 215.213 (Uses permitted in exclusive farm zones in counties that adopted marginal lands systems prior to 1993) or 215.283 (Uses permitted in exclusive farm use zones in nonmarginal lands counties) or on forestlands under provisions of OAR 660-006-0025 (Uses Authorized in Forest Zones)(4), as further addressed in sections (3) and (4) of this rule. If a local government decides to adopt a local park plan as part of the local comprehensive plan, the adoption shall include:*
- (a) A plan map designation, as necessary, to indicate the location and boundaries of the local park; and*
  - (b) Appropriate zoning categories and map designations (a “local park” zone or overlay zone is recommended), including objective land use and siting review criteria, in order to authorize the existing and planned park uses described in local park master plan.*
- (2) Unless the context requires otherwise, this rule does not require changes to:*
- (a) Local park plans that were adopted as part of a acknowledged local land use plan prior to July 15, 1998; or*
  - (b) Lawful uses in existence within local parks on July 15, 1998.*

**Finding:** The current proposal is to update the existing 2017 Parks, Trails, and Open Space Plan, but does not propose to rezone any lands as parks since our existing parks are either already zoned as PL-R (Public Lands Recreation) or were developed as a park under other zoning that allowed for park uses as an outright permitted use. The City has existing development code provisions within Chapter 17.79 – Public Lands Recreation and Chapter 17.120 – Site Development Review that include objective land use and siting review criteria.

- (3) All uses allowed under Statewide Planning Goal 3 are allowed on agricultural land within a local park and all uses allowed under Statewide Planning Goal 4 are allowed on forest land within a local park, in accordance with applicable laws, statewide goals, and rules.*
- (4) Although some of the uses listed in OAR 660-034-0035 (Park Uses On Agricultural and Forest Land)(2)(a) to (g) are not allowed on agricultural or forest land without an exception to Goal 3 or Goal 4, a local government is not required to take an exception to Goals 3 or 4 to allow*



*such uses on land within a local park provided such uses, alone or in combination, meet all other statewide goals and are described and authorized in a local park master plan that: [...]*

**Finding:** The City is not proposing park development on any agricultural or forest lands as part of the current proposal; therefore, sections 3 and 4 are not applicable. OAR 660-034-0040 is satisfied.

**5. The following Goals and Policies from the Scappoose Comprehensive Plan are applicable to this request:**

***Parks, Trails and Open Space Goals and Policies***

**Finding:** The proposed Comprehensive Plan text amendment seeks to replace all of the existing Parks, Trails and Open Space goals and policies to better reflect the vision Scappoose has for its park system (see proposed text amendments in **Exhibit 2**). As stated in the Plan, goals serve as the highest-level policy foundation and provide clear direction for what Scappoose intends to achieve in its parks system and policies articulate the City's intent, direction and aspirations. The proposed language also goes a step further to provide specific actions after each stated policy which would help accomplish the goals and policies over time when implemented. Appendix E of the Plan (see **Exhibit 1**) includes a crosswalk<sup>2</sup> that shows how adopted goals and policies are represented or carried forward in the proposed goals, policies, and actions. As seen in the crosswalk within Appendix E of the Plan (**Exhibit 1**), the majority of the adopted goals and policies are carried forward into the proposed goals, policies and actions. Where goals or policies are not carried forward, an explanation is provided for why they are not recommended to be included in the proposed set of goals and policies. The proposed goals, policies and actions were vetted by the Scappoose Parks and Recreation Committee while serving as the technical advisory committee during the creation of the Plan, as well as by the City Council and Planning Commission during a joint work session to review the Plan prior to the final hearings ready draft being prepared. This update to the Parks, Trails and Open Space goals and policies of the Comprehensive Plan reflects current conditions and community priorities, which are consistent with the Parks Plan recommendations and findings. Parks, Trails and Opens Space goals and policies are satisfied.

<sup>2</sup> The crosswalk begins on page E-8 of Appendix E

<b>CITY OF SCAPPOOSE</b>
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## Council Action & Status Report

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**Date Submitted:** February 13, 2024

**Agenda Date Requested:** February 20, 2024

**To:** Scappoose City Council

**From:** Dave Sukau, Public Works Director

**Subject:** Mercury TMDL

**TYPE OF ACTION REQUESTED:**

<input type="checkbox"/> Resolution	<input type="checkbox"/> Ordinance
<input type="checkbox"/> Formal Action	<input checked="" type="checkbox"/> Report Only

**HISTORY:** On March 3, 2021, the Oregon DEQ notified the City of Scappoose that they have been identified as a Designated Management Agency (DMA) in the *Total Maximum Daily Load (TMDL) for Mercury in the Willamette Basin*.

As a DMA, the city was required to create an implementation plan meeting requirements set forth by the EPA and DEQ.

City Staff worked with Oregon DEQ to develop a plan that was approved on November 30<sup>th</sup>, 2023.

This plan requires the city to perform annual reporting and updates set forth by DEQ.

**FISCAL IMPACT:** This plan was drafted by city staff, therefore, fiscal impact was limited to approximately 80hrs of staff labor and no expenditures.



# Oregon

Kate Brown, Governor

Department of Environmental Quality

Agency Headquarters

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March 3, 2021

City Council  
City of Scappoose  
33568 E. Columbia Ave.  
Scappoose, OR 97056

Re: EPA takes final action on *Revised Willamette Basin Mercury Total Maximum Daily Load*

Dear City Council Members:

This letter provides notification that the U.S. Environmental Protection Agency (EPA) released the *Total Maximum Daily Load (TMDL) for Mercury in the Willamette Basin, Oregon* on Feb. 4, 2021. EPA notified DEQ that, "EPA has established this TMDL and is hereby providing it to the State for implementation."

The EPA's TMDL says that the required reasonable assurance of implementation for the TMDL relies on DEQ's Water Quality Management Plan. The WQMP was issued on Nov. 22, 2019 as part of the DEQ *Final Revised Willamette Basin Mercury Total Maximum Daily Load*. You received this letter because DEQ listed the City of Scappoose as a Designated Management Agency in the WQMP. Therefore, the City of Scappoose is responsible for implementing strategies to reduce mercury according to requirements identified in the WQMP that are specific to the City of Scappoose.

DEQ submitted its TMDL and associated documents to EPA for review and action on Nov. 22, 2019. EPA disapproved DEQ's TMDL on Nov. 29, 2019. On Dec. 30, 2019, EPA established the Willamette Basin Mercury TMDL, which was in effect until EPA released the revised TMDL on Feb. 4, 2021. EPA's 2019 TMDL, as revised in February 2021, and DEQ's 2019 TMDL WQMP are in effect and apply to the City of Scappoose. DEQ's WQMP and additional information can be accessed at: <https://www.oregon.gov/deq/wq/tmdls/Pages/willhgtmdlac2018.aspx>

As a DMA, the City of Scappoose is required under OAR 340-42-080 to prepare a TMDL implementation plan to incorporate implementation requirements in the WQMP based on several criteria. TMDL implementation plans must be submitted to DEQ for review and approval by Sept. 3, 2022, which is 18 months from the date of this letter. Should the City of Scappoose fail to submit the plan by this date, this matter may be referred to the Department's Office of Compliance and Enforcement for formal enforcement action, including the assessment of civil penalties and/or a Department Order. Please note that civil penalties can be assessed for each day of violation.

Please contact your basin coordinator, Andrea Matzke, to determine what your specific requirements are and to discuss any questions you may have. Your basin coordinator will work closely with you to support your submittal of all TMDL- required documents and reports.

We appreciate the City of Scappoose involvement in TMDL implementation to reduce mercury in the Willamette Basin in order to protect people who regularly eat fish and shellfish from streams and lakes across the basin.

Sincerely,



Steve Mrazik  
Water Quality Manager, DEQ Northwest Region  
700 NE Multnomah Street, Suite 600  
Portland, OR 97232-4100  
503-229-5379  
[steve.mrazik@deq.state.or.us](mailto:steve.mrazik@deq.state.or.us)

Andrea Matzke  
Lower Willamette Basin Coordinator, DEQ Northwest Region  
700 NE Multnomah Street, Suite 600  
Portland, OR 97232-4100  
503-348-6858  
[andrea.matzke@deq.state.or.us](mailto:andrea.matzke@deq.state.or.us)

ec: Chris Negelspace, City of Scappoose  
Andrea Matzke, DEQ



# Willamette Basin

## TMDL Implementation Plan

### *Review Checklist for Approval*



#### Part I: Geographic and Contact Information

Date Received (MM/DD/YY): 11/16/23

DMA Name: Scappoose

Subbasin (s): Lower Willamette

Receiving Waterbody (s): North Fork and South Fork Scappoose Creeks, Lazy Creek, Gourlay Creek, Coal Creek, Alder Creek, Jackson Creek

Applicable TMDLs to your jurisdiction: Willamette Basin Mercury TMDL

County(s): Columbia

Population: 7,200 est.

#### Contact Information:

Name: Chris Negelspach

Title: City Engineer

Address: 33568 E. Columbia Ave., Scappoose, OR 97056

Telephone: 503-543-7184

e-mail address: [cnegelspach@cityofscappoose.org](mailto:cnegelspach@cityofscappoose.org)

#### Part II: TMDL Implementation Plan Checklist to meet requirements in OAR 340-042-0080

	Component	Yes	No	NA	Comments
<b>1</b>	<b>Identifies management strategies to achieve load allocations and reduce pollutant loading</b>				
	<b>All TMDL Pollutants:</b>				
	<b>a.</b> Implementation plan identifies receiving waterbodies and describes NPS load allocations and water quality targets applicable to its jurisdiction (e.g. percent shade targets identified in TMDL).	<b>X</b>			Section 3 and 4
	<b>b.</b> Known causes or suspected sources of pollutants identified	<b>X</b>			Section 3
	<b>c.</b> Management strategies proposed for TMDL pollutants are applicable for nonpoint source pollutant reductions and based on land use (urban, rural, etc.)	<b>X</b>			-6 stormwater strategies and riparian buffers

	Component	Yes	No	NA	Comments
	d. Does the plan identify gaps in existing pollution control and strategies to address these gaps?		X		-None noted in plan.
<b>Stormwater Control Measures for Bacteria Reductions:</b>					
	<b>a. DMAS WITH MUNICIPAL SEPARATE STORM SEWER SYSTEM (MS4) PHASE I &amp; II PERMITS:</b> <i>Note: DMAs that have MS4 permits will meet the majority of their bacteria TMDL requirements through implementation of their permit (determined by MS4 staff).</i> Plan contains urban/residential municipal stormwater control measures for bacteria reductions. Details of control measures may be covered in the permit or MS4 SW management plan.  Plan is sufficient for addressing NPS strategies to reduce bacteria not addressed by MS4 permit.			X	
	<b>b. NON-PERMITTED MS4 &gt; 10K POPULATION:</b> Plan contains urban/residential municipal stormwater 6 control measures for bacteria reductions & identifies how strategies will be implemented according to 2006 TMDL.			X	
	<b>c. NON-PERMITTED MS4 &lt; 10K POPULATION:</b> Plan considered urban/residential municipal stormwater 6 Control Measures for bacteria reductions.			X	
<b>Stormwater Control Measures for Mercury Reductions:</b>					
<b><u>2019 Mercury TMDL</u></b>					
	<b>a. DMAS WITH MUNICIPAL SEPARATE STORM SEWER SYSTEM (MS4) PHASE I &amp; II PERMITS:</b> <i>Note: DMAs that have MS4 permits will meet the majority of their mercury TMDL requirements through implementation of their permit (determined by MS4 staff).</i>  Plan contains MS4 strategies for mercury reductions. Details of control measures may be covered in the permit or MS4 SW management plan.			X	
	NPS stormwater requirements are described in Table 13-11 (pg. 92) in the WQMP:  Plan and reporting matrix include a timeframe (per Table 13-14 on pg. 100) to implement the 6				

	Component	Yes	No	NA	Comments
	SW control measures in jurisdictional areas outside of permit coverage by deadlines below, or includes a description of how the DMA is already meeting one or more of the requirements.				
	1. Pollution Prevention and Good Housekeeping for Municipal Operations (by Sept. 3, 2022)				
	2. Public Education and Outreach (by Sept. 3, 2022)				
	3. Public Involvement and Participation (by Sept. 3, 2022)				
	4. Illicit Discharge Detection and Elimination (by Mar. 3, 2024)				
	5. Construction Site Runoff Control (by Sept. 3, 2025)				
	6. Post-Construction Site Runoff for New Development and Redevelopment (by Sept. 3, 2025)				
	Plan describes some or all of the 6 SW control measures that are currently being implemented or ready to implement and strategies are sufficient for meeting Table 13-11 requirements.				
	<b>b. DMAS WITHOUT MS4 PERMITS</b> NPS stormwater requirements are described in Table 13-11 (pg. 92) in the WQMP. Plan and reporting matrix includes a timeframe (Table 13-14 on pg. 100) to implement the 6 SW control measures by deadlines below based on DMA population size.				
	<b>b.1. CITIES &gt; 10K</b>			<b>X</b>	
	1. Pollution Prevention and Good Housekeeping for Municipal Operations (by Sept. 3, 2022)				
	2. Public Education and Outreach (by Sept. 3, 2022)				
	3. Public Involvement and Participation (by Sept. 3, 2022)				
	4. Illicit Discharge Detection and Elimination (by Mar. 3, 2024)				
	5. Construction Site Runoff Control (by Sept. 3, 2025)				
	6. Post-Construction Site Runoff for New Development and Redevelopment (by Sept. 3, 2025)				

	Component	Yes	No	NA	Comments
	Plan describes some or all of the 6 SW control measures that are currently being implemented or ready to implement and are sufficient for meeting Table 13-11 requirements.				
	<b>b.2. CITIES 5K – 10K</b>				
	1. Pollution Prevention and Good Housekeeping for Municipal Operations (by Mar. 3, 2024)	X			Pg. 4-5
	2. Public Education and Outreach (by Mar. 3, 2024)	X			Pg. 6
	3. Public Involvement and Participation (by Mar. 3, 2024)	X			Pg. 6-7
	4. Illicit Discharge Detection and Elimination (by Sept. 3, 2025)	X			Pg. 7. Not due yet.  Note: Language includes, “progress will be measured by a reduction in annual complaints.” It can also be measured by penalties issued, or how many complaints responded to.
	5. Construction Site Runoff Control (by Sept. 3, 2030)	X			Pg. 7-8. Not due yet. Note that DEQ’s 1200C permit is required for construction sites > 1 acre (or is part of a common plan of development or sale that will ultimately disturb one or more acres of land). The TMDL WQMP is “filling the gap” for construction sites that are less than 1 acre, so don’t need a 1200C permit, but a sediment control plan from the city would be needed for sites >0.5 acres, but less than 1 ac. The city’s narrative in the plan was a little unclear here.



	Component	Yes	No	NA	Comments
	6. Post-Construction Site Runoff for New Development and Redevelopment (by Sept. 3, 2030)	X			Pg. 8-9. Not due yet.
	Plan describes some or all of the 6 SW control measures that are currently being implemented or ready to implement and are sufficient for meeting Table 13-11 requirements.	X			-None of the strategies are due to begin implementing until March 3, 2024 or later, but city expects to meet deadlines.
	<b>b.3. CITIES &lt; 5K</b>			X	
	These cities are not required to implement all 6 SW measures, but they must provide specific limitations that prevent them from implementing measures at this time. Implementation timelines determined by DEQ based on info DMA provides.				
	1. Pollution Prevention and Good Housekeeping for Municipal Operations (by determined date)				
	2. Public Education and Outreach (by determined date)				
	3. Public Involvement and Participation (by determined date)				
	4. Illicit Discharge Detection and Elimination (by determined date)				
	5. Construction Site Runoff Control (by determined date)				
	6. Post-Construction Site Runoff for New Development and Redevelopment (by determined date)				
	Plan describes some or all of the 6 SW control measures that are currently being implemented or ready to implement and are sufficient for meeting Table 13-11 requirements.				
	<b>c. COUNTY DMAS</b>			X	
	<i>Note: Counties that have MS4 permits will meet the majority of their TMDL requirements through implementation of their permit (determined by MS4 staff). Counties without MS4 permits must implement the 4 control measures described below throughout the county jurisdiction.</i>				
	NPS requirements described in Table 13-12 (pg. 97) in WQMP:				

	Component	Yes	No	NA	Comments
	Plan includes a timeframe (Table 13-15 on pg. 101) to implement the 4 control measures by the deadlines specified below in jurisdictional areas outside of permit coverage (or throughout jurisdiction in absence of a MS4 permit), or includes language describing how the DMA is already meeting these requirements.				
	1. Pollution Prevention and Good Housekeeping for County Operations (Sept. 3, 2022)				
	2. Public Education and Outreach (Sept. 3, 2022)				
	3. Enforcement of Prohibited Pollutants (Mar. 3, 2024)				
	4. Construction Site Runoff Control (Sept. 3, 2025)				
	Plan describes some or all of the 4 control measures that are currently being implemented or ready to implement and are sufficient for meeting Table 13-12 requirements.				
	<b>d. ALL DMAs</b> Plan includes strategies to reduce runoff and erosion <u>directly</u> to waterbodies (i.e. not through a stormwater conveyance system). Examples could include riparian ordinances, protective environmental overlays, riparian restoration projects, etc.	<b>X</b>			-Section 9. City lists applicable riparian overlay ordinances for protection of waterbodies. Appendix D includes riparian inventory maps, as well as a website to access maps. -City partners w/ the Scappoose Bay Watershed Council (SBWC) and the Columbia Soil and Water Conservation District (CSWCD) to conduct riparian restoration efforts
<b>Implementation of Temperature TMDL</b>					
	<b>a.</b> Temperature Management Plan is sufficient for reducing heat load over time.			<b>X</b>	
	<b>b.</b> Cold water refuges (Chapter 14 Willamette TMDL WQMP pg. 14-34)— <u>applies to DMAs along the lower 50 RMs of the mainstem Willamette</u> . Plans shall identify any cold water			<b>X</b>	

	Component	Yes	No	NA	Comments
	refuges and provide options for protecting or enhancing such areas.				
	<b>Implementation of Other Applicable TMDL Parameters (e.g. DDT, dieldrin, lead, chlorophyll a, pH, total phosphorus, etc.)</b>				
	a. Plan contains sufficient management measures for reductions of TMDL pollutants			X	Address each TMDL pollutant here
<b>2</b>	<b>Provide a timeline for implementing management strategies and a schedule for completing measurable milestones. These dates should be reflected in the reporting matrix.</b>				
	a. Implementation dates identified	X			-Appendix E, Table 2
	b. Completion dates identified	X			-Appendix E, Table 2
	c. Steps/milestones between start and completion of strategy implementation identified	X			-Appendix E, Table 2
<b>3</b>	<b>Performance monitoring with a plan for periodic review and revision</b>				
	a. Monitoring the implementation of strategies  As part of annual reporting, DMAs may use the reporting matrix table "status" column to track implementation of strategies.	X			-Appendix E, Table 2.
	b. Monitoring the success/effectiveness of the strategies implemented  e.g. monitoring data, photo documentation, volume of sediment captured, percent survival of planted vegetation, etc.	X			-Section 7 and throughout plan under management strategies
	c. Acknowledgment of annual report for describing the status of the implementation strategies that were selected for pollutant reductions.	X			-Section 8, pg. 10
	d. Acknowledgment of the year 5 evaluation report for describing the effectiveness of the strategies implemented during the preceding 4 years and any adaptations to plan if strategies are not effective.	X			-Section 8, pg. 10 Note that the city's next Year 5 TMDL plan will be due in 2028.
	e. Adaptive management approach acknowledged for DEQ's re-evaluation, year 5 plan updates, or revision of the TMDL.	X			-Section 8, pg. 10
<b>4</b>	<b>Provides evidence of compliance with land use requirements</b>				
	a. Acknowledgement that management strategies determined to significantly affect land use are carried out in a manner that complies with the statewide land use goals and			X	DEQ no longer requires evidence of complying w/ statewide land use goals. However, Section 9 in plan

	Component	Yes	No	NA	Comments
	are compatible with acknowledged comprehensive plans				helped describe existing environmental protections for riparian corridors and waterbodies.
<b>5</b>	<b>Provides any other analyses or information specified in the WQMP</b>				
	<b>Public involvement plan for implementation of strategy</b> Public involvement plan is sufficient. Annual reports and plans must be posted on a publicly accessible website unless a DMA does not have a website, or work with DEQ to make their plans publicly accessible (e.g. copies made at City Hall).	<b>X</b>			Plan will be posted here: <a href="#">Stormwater Management   City of Scappoose Oregon</a>
	<b>Fiscal analysis for resources needed to develop, implement, and maintain plan over the next 5 years</b> DMA conducted a fiscal analysis to determine what additional resources are necessary to develop, implement, and maintain the management strategies, and how these resources will be obtained. Generally, this analysis is based over the 5 years of an implementation plan. See fiscal analysis detail in Mercury WQMP on pg. 128 to meet this requirement.	<b>X</b>			-Appendix E, Table 2
	<b>Implementation plan reporting matrix table included</b> Table should include DMA-specific implementation deadlines for all required strategies. This is also an appropriate place to reflect costs/fiscal analysis associated with each strategy or BMP.	<b>X</b>			-Appendix E, Table 2
<b>6</b>	<b>Optional short background piece</b> DMA is encouraged to include background information in the plan that would be useful for public understanding of DMA responsibilities to protect water quality, plan goals, objectives, DMA jurisdictional boundaries, watershed maps, water quality and waterbody beneficial use concerns, etc.	<b>X</b>			

### **Part III: Review Comments**

The city's updated TMDL implementation plan received on 11/16/2023 meets approval criteria.

**Part IV: Year Five Review**

**(Survey Monkey comments, sufficient progress determination, and other discussion items)**

Not applicable for this review.



November 30, 2023

Dave Sukau  
Public Works Director  
City of Scappoose  
33568 E. Columbia Ave.  
Scappoose, OR 97056

RE: Department Order Approving the City of Scappoose Nonpoint Source Mercury TMDL Implementation Plan

Dear Dave Sukau,

The Oregon Department of Environmental Quality approves the City of Scappoose Total Maximum Daily Load Implementation Plan (the "Plan") dated November 2023 and received on Nov. 16, 2023. This Plan addresses the deficiencies DEQ identified in its Oct. 10, 2023, warning letter to the city in response to the Plan submitted on Aug. 24, 2022. The city developed this Plan to meet the implementation plan criteria as outlined in OAR 340-042-0080 and DEQ's 2019 *Revised Willamette Basin Mercury TMDL Water Quality Management Plan*.

This approved Plan outlines the actions for minimizing mercury and sediment inputs into surface waters from those areas where the city has jurisdiction to reduce mercury and sediment in the Willamette Basin to protect people who regularly eat fish and shellfish from streams and lakes across the basin.

The city must report on Plan implementation to document that the Plan is being implemented to restore and protect water quality in the Willamette Basin. To adequately fulfill the reporting and implementation requirements of the revised Mercury TMDL the City of Scappoose must:

1. Implement the best management practice activities it has proposed in the updated Plan.
2. Consult DEQ for approval on any changes to the updated Plan activities and timelines in advance.
3. Monitor, document, and report on progress in implementing the provisions of the updated Plan:
  - a. Submit annual reports to DEQ by **Mar. 1** each year. Reports should cover the previous months of implementation for **Jan. 1 through Dec. 31**. The city's first report is due **Mar. 1, 2025**.
  - b. Submit complete reports. Reports must contain sufficient information to enable DEQ to assess reporting metrics, measurable goals, compliance with the provisions of the Plan, progress, and delays and challenges towards implementing the Plan for meeting the TMDL load allocation.
4. TMDL implementation is an iterative process that continues every five years. The fifth report submittal, due on **Mar. 1, 2028**, must document 1 & 2 above and include information on the following:

- a. A comprehensive review of overall plan implementation progress over the previous years (**Sept. 4, 2022, through Dec. 31, 2027**).
- b. An evaluation, in consultation with DEQ, to determine whether strategies, timelines, or other components of the updated Plan are adequate for the next five-year timeline.
- c. Submittal of an update to the Plan for approval by DEQ if evaluation determined that the Plan or effectiveness of management strategies are inadequate for meeting the TMDL load allocations. At a minimum, the city must update the five-year timeline for the continuation of implementation activities effective **Jan. 1, 2028**.

The TMDL, WQMP, the DEQ-approved TMDL Implementation Plan, and the deadlines and requirements established by this letter are enforceable orders. Failure to implement or timely implement the approved Plan is therefore an enforceable violation. The city's reporting on implementation is the mechanism to document that the city is implementing the terms and conditions of these orders. Failure to report is also an enforceable violation. Compliance with the approved Plan is considered compliance with the TMDL.

DEQ endeavors to assist the city in its implementation efforts. Please do not hesitate to contact your basin coordinator if you have questions about TMDL implementation:

Andrea Matzke  
Lower Willamette Basin Coordinator, DEQ Northwest Region  
700 NE Multnomah Street, Suite 600  
Portland, OR 97232-4100  
503-348-6858  
[andrea.matzke@deq.oregon.gov](mailto:andrea.matzke@deq.oregon.gov)

Sincerely,

*Christine Svetkovich*

Christine Svetkovich  
Acting Water Quality Manager, DEQ Northwest Region

ec: Andrea Matzke, DEQ  
Chris Negelsbach, City Engineer, City of Scappoose  
Charlotte Baker, City of Scappoose



## **2024 CITY COUNCIL LIAISON**

**COLUMBIA COUNTY:** Councilor Tyler Miller

**COLUMBIA ECONOMIC TEAM (CET):** Mayor Joe Backus

**ECONOMIC DEVELOPMENT COMMITTEE:** Councilor Jeannet Santiago

**HISTORICAL SOCIETY/WATTS HOUSE:**

**PARKS COMMITTEE:** Councilor Marisa Jacobs

**SCHOOLS:** Mayor Joe Backus

**SENIOR CENTER:** City Manager Larry Lehman

**TRAFFIC SAFETY:** Councilor Andrew Lafrenz

**50-YEAR VISION PROCESS:** Councilor Kim Holmes; Councilor Jeannet Santiago

**911 COMMUNICATIONS:** Councilor Tyler Miller

Approved by Council on February ?

## 2.04.010 Public Meetings

A. Regular meetings of the council shall be held on the first and third Mondays of each month, except holidays. If the regular meeting of the council falls on a holiday, the meeting shall be held the next business day. Meetings shall commence at seven p.m. in the council chambers at city hall unless public notice is given of an alternate time or location. Adjournment of the meeting shall be nine p.m. unless a motion is adopted to continue.

B. Scheduled council meetings may be canceled or rescheduled by the mayor upon reasonable public notice thereof.

C. Members of the council shall advise the city manager if they will be unable to attend any meetings. Under the charter, a council position becomes vacant if the member of council is absent from meetings of the council for sixty (60) days without the consent of the council.

DE. All meetings of the council, its commissions and committees shall be held and conducted in accordance with the Oregon Public Meetings Law. No council meeting shall be held at any place where discrimination on the basis of an individuals' race, religion, color, sex, national origin, ethnicity, marital status, familial status, age, sexual orientation, source of income or disability is practiced

ED. Presiding Officer. The mayor shall preside over all meetings. The mayor shall retain all rights and privileges of the office of the mayor as set out in the city charter when acting in this capacity. In the mayor's absence the president of the council shall preside over the meeting. The president of the council shall retain all rights and privileges of the office of the mayor as set out in the city charter when acting in this capacity. If both the mayor and the president of the council are absent from the meeting, the following procedure shall be utilized to determine who is the presiding officer:

1. The city recorder shall call the council to order and call the roll of the members.
2. Those members of council present shall elect, by majority vote, a temporary presiding officer for the meeting.
3. When drafting a quorum requirement, ensure it complies with the city charter, which should indicate what constitutes a quorum and whether the mayor counts towards the quorum requirement.
4. Should either the mayor or the president of the council arrive, the temporary presiding officer shall relinquish control of the meeting immediately upon the conclusion of the item presently being discussed.
5. The presiding officer shall retain all rights and privileges of a member of council when acting in this capacity.

**FE.** *Public Comment.*

1. One period for public comment will be reserved for every regular meeting of the council. It shall not exceed a maximum of 30 minutes, unless a majority of councilors present vote to extend the time.

2. If a member of the public wishes to speak on an item that is scheduled for a public hearing at that same meeting, the speaker shall wait until that public hearing.

3. Speakers are limited to five minutes. Generally, the speakers will be called upon in the order in which they have signed in on the speaker's roster. Speakers shall identify themselves by their names and by city or county of residence. The presiding officer may allow additional persons to speak if they have not signed the speaker's roster and sufficient time is left in the 30-minute period.

4. If speakers wish to bring written materials, they should bring copies for each member of council and the city recorder. Speakers may play electronic audio or visual material during the time permitted for their comment. Speakers may utilize city-provided audio or visual equipment located in the council chambers as a part of their comment, but must provide the materials in a readable format to city staff prior to the meeting so that it may be installed on the city's equipment to avoid a delay or disruption of the meeting.

**GF.** *Special Meetings.* Special meetings may be called by the presiding officer or by request of three members of the council. The City Manager, Mayor or designee will coordinate the time and place of the meeting. Notice of the special meeting shall be given to each member of the council, the city manager, and each local newspaper, and radio and television station which has on file a written request for notice of special meetings. Notice of the special meeting shall be given to all members of the council and the city manager via telephone and email. Special meetings shall be noticed in accordance with Oregon's public meetings law, and, at a minimum, shall be noticed at least 24 hours prior to the meeting taking place.

**HG.** *Emergency meetings.* Emergency meetings may be called by the presiding officer or by the request of three members of council. The City Manager, Mayor or designee will coordinate the time and place of the meeting. Notice of the emergency meeting shall be given to each member of the council, the city manager, and each local newspaper, and radio and television station which has on file a written request for notice of special meetings. Notice of the emergency meeting shall be given to all members of council and the city manager via telephone and email.

Emergency meetings are those meetings called with less than 24 hours' notice and the council shall identify why the meeting could not be delayed 24 hours immediately after calling the meeting to order. The minutes for any emergency meeting shall specifically identify why the meeting constituted an emergency and was necessary.

**IH.** *Executive Sessions.* Executive sessions may be called by the presiding officer or by the request of three members of council. The City Manager, Mayor or designee will coordinate the time and place of the meeting. Only members of the council, the city manager and persons



specifically invited by the city manager or the council shall be allowed to attend executive sessions. Representatives of recognized news media may attend executive sessions, other than those sessions during which the council conducts deliberations with persons designated to carry on labor negotiations, or where the matter involves litigation and the news media is a party to the litigation.

**J. Work Sessions.** Work sessions are permitted to present information to the council so that the council is prepared for regular or special meetings. All work sessions are subject to Oregon's public meetings law and must be noticed accordingly. Work sessions are intended to allow for preliminary discussions, and the council is not permitted to take formal or final action on any matter at a work session. Work sessions are to be scheduled by the city manager. The city manager is to invite any relevant staff to work sessions so that the sessions are as productive as possible. (~~Ord. 897, 2021; Ord. 701, 2001~~)

**K. Training sessions may be held outside of the city's jurisdictional limits, provided no deliberations toward a decision are made. Interjurisdictional meetings may be held outside of the city's jurisdictional limits, but should be held as close as practical to the city, and such meetings shall be located within the jurisdictional boundaries of the other government entity.**

**L. Order of Business.** The order of business for all regular meetings shall be as follows, however when it appears to be in the best interest of the public, the order of business may be changed for any single meeting by a majority vote:

1. Call to order;
2. Flag salute;
3. Roll call;
3. Announcements/proclamations;
4. Reports of boards, commissions, committees, elected officials and city employees;
5. Public comment on items on the agenda (other than comment for public hearing);
6. Consent agenda;
7. Items removed from consent agenda;
8. Ordinances and resolutions;
9. Public hearings;
10. Appointments;
11. Public comment on items not on agenda;

## 12. Adjournment.

### **2.04.020 Quorum.**

A. A majority of the seated members of seven members of the council, as defined by the charter, shall constitute a quorum required to meet and conduct business of the councilCity. Vacancies in office do not count towards determining a quorum.

B. In order to cause a quorum to exist, the mayor or council, without a quorum, may direct the police chief or designee to find and request or cause the attendance of an absent councilor, or may adjourn the meeting. (Ord. 701, 2001)

### **2.04.030 Voting.**

A. Unless otherwise required by the Charter or this chapter, the affirmative vote of a majority of council present shall prevail in the adoption of any proposal before the council.

~~B. *Conflicts of Interest.* In the event of a potential conflict, councilors shall contact the Oregon Government Ethics Commission (OGE) and get a determination, if deemed an actual conflict, the councilor shall not vote. If it's deemed a potential conflict of interest, the councilor shall disclose that information.~~

C. Voting shall be by voice vote. A roll call vote shall be evoked upon request of a councilor. All votes shall be recorded in the minutes.

D. Council shall vote on any issue of substance, that is not specifically excluded by ordinance or rule, which may concern the direction of the City Manager or City Attorney, encumbrance of funds, changes in policy, political positions on any matter, or any other matter that council may consider substantive.

E. *Suspension of Rules.* A unanimous vote of all members of the council present shall be required to suspend or rescind a rule contained in these rules of procedure, however, rules in this chapter which also appear in the city's charter shall not be suspended or rescinded. ~~(Ord. 897, 2021; Ord. 701, 2001)~~

F. Tie votes shall indicate a denial of the proposal. If the tie is a matter that has been appealed from a lower city body or commission, a tie shall render the lower body's decision approved.

### **2.04.040 Ethics, Decorum, Outside Statements, Conflicts.**

A. *Ethics.* All members of the council shall review and observe the requirements of state ethics law. In addition to complying with state ethics law, all members of the council shall refrain from:

1. Disclosing confidential information.

2. Taking action which benefits special interest groups or persons at the expense of the city as a whole.

3. If taking a position that has not been adopted by the Council, they shall disclose that this is their personal opinion and not the position of Council.

*B. Decorum.*

1. The presiding officer shall preserve decorum during meetings.

2. Members of the city staff and all other persons attending meetings shall observe the council's rules of proceedings and adhere to the same standards of decorum as members of council.

*C. Statements to the Media and Other Organizations.*

1. *Representing City.* If a member of the council appears as a representative of the city before another governmental agency, the media or an organization to give a statement on an issue, the member may only state the official position of the city, as approved by a majority of the council.

2. *Personal Opinions.* If a member of the council appears in their personal capacity before another governmental agency, the media or an organization to give a statement on an issue, the member must state they are expressing their own opinion and not that of the city before giving their statement. ~~(Ord. 897, 2021)~~

*D. Conflicts.*

1. *Definition.* An actual conflict of interest exists where an action by a council member would have a private pecuniary benefit or detriment to that council member, the council member's relative, or a business with which the council member or the council member's relative is associated. A potential conflict of interest exists where an action by a council member could have a private pecuniary benefit or detriment to that council member, the council member's relative, or a business with which the council member or the council member's relative is associated.

2. *Actual Conflict.* Where an actual conflict of interest exists, the council member shall publicly announce the conflict at each meeting on the matter and shall refrain from deliberating or taking any actions on the matter as a council member, including voting.

3. *Potential Conflict.* Where a potential conflict of interest exists, the council member shall publicly announce the appearance of a conflict at each meeting on the matter. The council member may refrain from deliberating or taking any actions on the matter as a council member, but is not required to do so.

**2.04.050 Councilor authority and delegation.**

A. Councilors shall have authority only to act as part of the council and shall not have individual authority to bind the city or direct the actions of city officers or employees.

B. Notwithstanding paragraph [\(A\)](#) above, the council may delegate specific duties or functions to a councilor(s) in which case such councilor(s) shall have such authority as has been expressly delegated by the council but shall not have the authority to bind Council as a whole. (Ord. 897, 2021; Ord. 701, 2001)

#### **2.04.060 Requests for staff assistance.**

A. All members of the council shall respect the separation between the council's role and the City's Manager's responsibility by:

1. Not interfering with the day-to-day administration of city business, which is the responsibility of the City Manager.

2. Refraining from actions that would undermine the authority of the City Manager or a department head.

3. Requests to staff for information, questions or research should be made during council meetings to the extent possible so that council may determine priority.

B. Questions from individual members of the council requiring significant time or resources (two hours or more) shall normally require approval of the council. Members of the council shall normally share any information obtained from staff with the entire council. (Ord. 897, 2021)

#### **2.04.070 Compliance with council rules.**

A. Violations of this chapter or any other City ordinances, the City Charter, or State laws applicable to the governing body by any councilor shall be brought to the attention of the mayor. Upon such notification, the mayor shall attempt to resolve the matter and prevent future violation by contact with the offending councilor. In the event such resolution or prevention fails, the mayor shall place the matter on the council agenda for consideration and action by the full council.

B. A councilor found by the council to have violated this chapter may be publicly reprimanded by the council. (Ord. 897, 2021; Ord. 701, 2001)

#### **2.04.080 Appointments.**

##### A. Appointments of City staff.

1. The council appoints and can remove those positions identified in the city's charter. All appointments require a majority vote of the entire council.



2. Reviews. Any person appointed by the council shall be subject to an annual review by the council.

3. Removals. All appointed persons may be removed by a majority vote of the entire council.

4. Interference. If the council appoints a municipal judge, the council may meet with the judge, but in no instance shall the council be permitted to interfere with the judge's exercise of judicial authority or discretion.

BA. Appointments of members to boards, commissions, and/or committees.

1. Unless otherwise mandated by state law, Appointments to city commissions and committees shall be made by the mayor with consent of the council. The mayor may enlist the assistance of other councilors, commissioners or staff members in the appointment process.

2B. Unless otherwise mandated by state law, aAll vacancies in elective or appointive positions to be filled by the mayor or council shall be announced publicly and nominees for such appointments shall be solicited by providing reasonable notice to the public of the vacancy and the process by which it will be filled. The city manager or designee shall maintain and disseminate forms by which interested persons may apply for appointment.

3C. An appointee to a committee or commission may be removed by the city council, following the process outline in section 2.04.110 of this Title. (~~Ord. 905, 2022; Ord. 701, 2001~~)

**2.04.090 Ordinances and resolutions.**

A. Ordinances and resolutions adopted by the council shall be signed by the mayor and attested by the city manager or city recorder prior to the next regular council meeting. Ordinances shall reflect dates of introduction, readings and passage.

B. No ordinance shall relate to more than one subject, which shall be clearly expressed in its title, and no ordinance, or section thereof, shall be amended or repealed unless the new ordinance contains the title of the ordinance or section amended or repealed.

CB. Ordinances and resolutions shall be introduced by a member of the council. Councilors may request of the mayor that an ordinance or resolution be prepared and placed on the council agenda by the city manager. If such request is denied by the mayor, the councilor may prepare such ordinance or resolution for introduction as new business at a regularly scheduled city council meeting.

DC. Each ordinance shall be read twice at two different meetings unless the council determines by unanimous vote of all councilors and the mayor present at the meeting, to enact the ordinance immediately based upon emergency conditions.

1. After introduction, the council may direct that:



- a. A public hearing on the ordinance be held;
- b. Refer the ordinance to committee for review and recommendation;
- c. Refer the ordinance to the city manager for further revision;
- d. Pass the ordinance to a second reading; or
- e. Reject the ordinance in whole or in part.

2. ~~In such situations~~ Upon emergency conditions, after the first reading the ordinance shall be read again and placed on final passage at the same meeting. An ordinance shall be read by title only unless a majority of the council present votes to have the first reading of the ordinance read in its entirety. An emergency ordinance shall require the unanimous vote of all members present.

ED. Copies of ordinances and resolutions included on a council agenda shall be made available to the public for inspection at city hall, and or online, upon agenda distribution.

FE. All positions or endorsements on, or of local or statewide ballot measures shall be by resolution prepared by council.

#### G. Effective Dates.

1. A resolution shall become effective upon adoption unless otherwise stated in the resolution.

2. The following shall take effect immediately upon its passage:

- a. Ordinances making appropriations and the annual tax levy;
- b. Ordinances relative to local improvements and assessments; and
- c. Emergency ordinances.

3. All other ordinances shall take effect 30 days after passage unless a later date is fixed on the ordinance or council deems it advisable, in which event it shall take effect at the later date.

4. The filing of a referendum petition shall suspend the effective date of an ordinance. (Ord. 876, 2018; Ord. 701, 2001)

#### **2.04.100 Council agenda.**

A. An agenda for each regular council meeting shall be prepared by the city manager and approved by the mayor, and, if requested by the presiding officer, for every special meeting. Councilors may request of the mayor that specific items be placed on an agenda at least one week prior to the meeting, or may raise matters for council consideration as new business. Matters introduced as new business, which are not itemized as agenda items shall, unless

emergency conditions exist, and upon majority vote of the council, be deferred to the next regular or special meeting as an agenda item or addressed at time of introduction under the "emergency" conditions previously noted.

B. The city manager may remove any items on the consent agenda, any item of old business, any resolution, or any ordinance placed for first reading from the agenda at any time prior to the time the meeting is convened. The presiding officer shall announce such removal under announcements/ proclamations.

~~B. The council agenda shall include the flag salute, roll call, communications from the public on non-agenda items, new business, old business, staff reports and other agenda categories as directed by the mayor or council. If prepared, meeting minutes from prior meetings will be approved.~~

C. Each agenda shall include the time, date and place of the meeting and a brief description of the ordinances, resolutions or other matters to be considered. (Ord. 897, 2021; Ord. 701, 2001)

## **2.04.110 Committees.**

A. The mayor or council may establish by resolution ad hoc or standing committees to perform specified research, or investigatory and advisory functions.

B. Appointments to such committees shall be as provided in Section 2.04.080.B of this chapter.

C. *Complaint Procedure and Removal of Members.*

1. When written complaints from standing or ad hoc Committees are received by Council or city staff, the following procedure shall be observed:

a. Upon receipt of a complaint, meetings of the committee from which the complaint was received shall be suspended until resolution of the complaint; this does not apply to Planning Commission or to matters of removal of members for attendance issues. A notice to the complainant and the respondent that a complaint has been filed shall be issued via email and certified mail.

b. All complaints shall be reviewed and responded to by the Mayor, or their City Council designee, within 30 calendar days of receipt. Response shall be in writing via email and certified mail to the complainant and the respondent. Responses shall detail the facts as they are known, and the next steps, discipline, or recommendation for Mediation or Hearing by the reviewer. This complaint process may not apply to all complaints; recommendations for removal due to attendance issues may be heard immediately by City Council at either a Regular Council Meeting or a Special Council Meeting.

c. One course of action shall be a mediation between the parties named in the complaint. The mediator shall be the Mayor, or their City Council designee. Mediation shall be attended by the Committee Recording Secretary, and mediation may be held

virtually or in-person. Mediation shall be scheduled no later than 30 calendar days after receipt of a complaint and must occur no later than 45 calendar days after the receipt of a complaint. Notice of Mediation shall be sent via the process in clause b. above. Mediation does not preclude a Hearing.

d. A second course of action shall be a Hearing in front of City Council. Hearings shall be held in a public forum. Hearings shall be noticed as in clause b. above. Hearings shall be held like a Hearing in Rem:

I. A Special Meeting of City Council shall be called for the sole purpose of the Hearing.

II. During the hearing a statement of the facts as Council knows them based on the complaint, and any responses, shall be made.

III. Each party shall have 15 minutes total to make a statement to Council, and each party shall have the opportunity to reserve up to 5 minutes of their time for response to the other parties' statements.

IV. After each party has made their statements and rebuttals, if applicable, Council shall deliberate and decide on any disciplinary action and make a motion to such effect. Disciplinary action can include removal of a member.

e. Upon recurrence of a complaint of the same or similar nature, and after the initial complaint process has been completed, Council shall consider a recommendation for removal via a Hearing for Removal as described in section 2) below.

2. The process for a Hearing for Removal shall be the same as the Hearing in Rem described in Section 1)d.I. through 1)d.IV. above; parties shall be noticed as in clause 1)b. above.

a. No member of a committee shall be removed without the opportunity to be heard during a Hearing or Council Meeting. Motions to remove a member require a motion and vote via Council's standard operating procedures, and, if successful, shall take effect immediately.

b. Committee Members with attendance issues as described in Committee Bylaws shall be considered for removal via the process in Section 1) above. This consideration may occur at a special meeting as described in this section or at a Regular Council Meeting, but must take place within 45 calendar days of a recommendation for removal being presented to Council. (Ord. 905, 2022; Ord. 701, 2001)

#### **2.04.120 Vacancies in elective office.**

A. Vacancies in the position of mayor or councilor shall be declared by the council in accordance with the Charter and only for reasons specified in the Charter. The council shall be the sole judge of the qualifications of its members.

B. Declaration of a vacancy shall occur at the council meeting following any of the occurrences for which a vacancy may be declared.

C. Prior to determining a vacancy, the council may conduct a hearing to receive evidence of the existence of a reason to declare such vacancy. The incumbent shall be entitled to appear and rebut such evidence.

D. Any vacancy shall be declared by resolution of the council, which shall include findings of fact, and conclusions of law in support thereof.

E. Appointments to fill a vacancy in the position of mayor or a council position shall be made by the council in accordance with Section 2.04.080(B). (Ord. 701, 2001)

#### **2.04.130 Council officers.**

A. At its first ~~regular~~ meeting of each odd-numbered year, the council shall by majority vote select a council president who shall preside over council meetings and exercise other mayoral responsibilities in absence or incapacity of the mayor. In the absence or incapacity of both the mayor and council president, the council may select an acting council president who shall have the above duties during such absence or incapacity.

B. A council president or acting council president may be removed by a vote of two-thirds of the entire council. (Ord. 701, 2001)

#### **2.04.140 Minutes.**

A. The City meets its statutory obligation by recording Council meetings and making the video available to the public. Written minutes shall be prepared as soon as reasonably possible and include the following:

1. All members of the council present;
2. All motions, proposals, resolutions, orders, ordinances and rules proposed and their dispositions;
3. The results of all votes, and the vote of each councilor; ~~and~~
4. The substance of any discussion on any matter;
5. The date, time, and place of the meeting; and
6. A reference to any document discussed at the meeting.

B. Minutes of executive sessions shall be limited consistent with ORS 192.660.



C. The written minutes and video shall be available to the public for inspection at city hall upon agenda distribution and shall be maintained as a permanent record of the actions of the council by the city recorder.

D. The council shall approve all minutes of any meeting. All minutes shall be approved within ninety days of the meeting having occurred. The draft minutes shall be submitted to the council as part of the council's packet prior to the meeting where they will be discussed. Any member of the council may request an amendment or correction of the minutes prior to a final vote being taken on the minutes.  
(Ord. 897, 2021; Ord. 701, 2001)

#### **2.04.150 Reconsideration.**

A. When a matter has been adopted or defeated, any councilor voting on the prevailing side may move for reconsideration of the matter.

B. Notice of the intention to move for reconsideration of an ordinance or resolution must be given orally by the councilor who intends to make the motion prior to adjournment on the same day on which the vote was taken. Notice of the intention to move for reconsideration of other matters should be made to the presiding officer prior to or at the next meeting.

C. Motions to reconsider shall be made and voted on not later than the next regular meeting after the meeting on which the vote to be reconsidered was taken. The motion for reconsideration has precedence over any other motion. (Ord. 701, 2001)

#### **2.04.160 Proclamations.**

A. All proclamations approved by the mayor may be read by title only before the council at a regularly scheduled council meeting.

B. Any proclamation read before the council by the mayor shall not require a vote of the council.

C. No proclamation may encumber the city financially or conflict with any existing ordinance, resolution, state law, federal law, regulation or administrative rule. (Ord. 897, 2021; Ord. 701, 2001)

#### **2.04.170 Miscellaneous.**

A. Any procedural matter not covered by the Charter or by a rule adopted by the council shall be resolved by a majority vote of Council. The council may by a positive vote of five members authorize the suspension of any rule adopted by the council. (Ord. 897, 2021; Ord. 701, 2001)

#### **2.04.180 Amendment & Repeal.**

A. *Amendment.* These rules of procedure are subject to amendment by the council in accordance with the rules noted herein.



1. Any proposed amendment to these rules shall be noted on an agenda for a regular meeting, wherein the same shall be discussed, and open for comment by the public.

2. All amendments to these rules requires a majority vote.

3. Amended rules shall not go into effect until the meeting after the rule was approved.

B. *Repeal*. These rules of procedure are subject to repeal and replacement by the council in accordance with the rules noted herein.

1. Any proposed repeal of these rules shall be accompanied by a proposed replacement.

2. Any proposed repeal and replacement of these rules shall be noted on an agenda for a regular meeting, wherein the same shall be discussed, and open for comment by the public.

3. Any repeal and replacement of these rules requires a majority vote.

4. Any repeal and replacement of these rules shall not go into effect until 30 days after the replacement rule was approved.

February 2024						
Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
				1	2	3
4	5 Council work session 6:30pm Council meeting 7pm	6	7	8 Planning Commission meeting 7pm	9	10
11	12	13	14	15 EDC noon Park & rec 6pm	16	17
18	19 City Offices Closed	20 URA 6pm  Council meeting 7pm	21	22	23	24
25	26	27	28 Appreciation Dinner 6pm	29		

# March 2024

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
					1	2
3	4 Council work session 6pm Council meeting 7pm	5	6	7	8	9
10	11	12	13	14 Planning Commission 7pm	15	16
17	18 Council Work Session 6pm City Council 7pm	19	20	21 EDC noon  Park & rec 6pm	22	23
24	25	26	27	28 Planning Commission 7pm	29	30
31						