



CITY OF
SCAPPOOSE

2024 City Council Retreat



SCAPPOOSE
Oregon

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INTRODUCTION

The Scappoose City Council and management team gathered on January 27, 2024, for their annual Council Retreat. This retreat serves as an important opportunity for City leaders to engage in comprehensive discussion aimed at setting realistic goals aligned with Scappoose’s Community Vision; community and organizational need and opportunities; and the resources and capacity of the dedicated City staff.

The retreat offers a unique environment conducive to fostering collaboration and open dialogue amongst Council members and staff. It allows the team to step away from the day-to-day responsibilities and engage in substantive conversations focused on the seven tenets of the Community Vision and strategic actions required to bring that shared vision to life. Furthermore, the retreat offers the opportunity for Council and staff to engage directly with one another to share input and insights to develop a deeper understanding of the challenges and opportunities facing the community and organization. In this way, Council can harness the collective expertise and perspectives to identify realistic goals that are both aspirational and obtainable.

The City hired SSW Consulting, a professional strategic planning and facilitation consulting firm, to guide the process for the retreat and Council goal setting. In preparation for the retreat, SSW conducted outreach interviews with Council to gather input on challenges and opportunities facing the organization and community and City Manager Alexandra Rains conducted outreach with staff. Informed by the results of the outreach, SSW worked with City staff to develop an agenda designed to achieve the following desired outcomes:

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

During the retreat, the team engaged in a collaborative exercise to develop a thorough assessment of the City’s current environment to develop a shared understanding of the existing community and organizational landscape. Using this assessment as a shared foundation, the team discussed how to refine the Council Goals to support the delivery of quality and relevant services and support a high-performing organization.

The resulting 2024 Council Goals reflect a shared commitment of Council and staff to serve all community members in Scappoose to the best of their ability. As staff works to implement the goals over the coming year, they will provide regular progress updates to Council to support transparency and accountability to the Scappoose community.

SCAPPOOSE TEAM

City Council

- Joseph A. Backus, Mayor
- Megan Greisen, (Former) Council President
- Tyler Miller, Councilor
- Jeannet Santiago, Councilor
- Kim Holmes, Councilor
- Andrew Lafrenz, Councilor
- Marisa Jacobs, Councilor

City Team

- Larry Lehman, Interim City Manager
- Alexandra Rains, (Former) City Manager
- Isaac Butman, Assistant to the City Manager
- Susan Reeves, City Recorder
- Laurie Oliver Joseph, Community Development Director
- Carol Almer, Finance Administrator
- Brian Jensen, Interim Public Safety Director
- Dave Sukau, Public Works Director



SCAPPOOSE VISION

In August 2016, City Council adopted the City Vision Statement to guide the City in making strategic decisions and allocating resources to address the current and future needs of the community. The City Vision Statement was prepared by the Community Vision Committee comprised of community members and City staff.

VISION STATEMENT

Scappoose is a small town nestled in the heart of a Pacific wonderland—surrounded by lush green forests, the majestic Columbia River, and panoramic views of the snowcapped Cascade Mountains. It is no secret why the Chinookan People made this unique place their home for centuries. Today, our community is distinguished by its balance of rural and urban living—we are proud of our independence and small-town personality, yet we value our closeness to neighboring cities and towns. Scappoose is friendly and welcoming, and we cherish the way we know, care about, and rely upon each other. We desire to preserve the harmonious qualities of our home as we anticipate change and look ahead to the future.

Smart Growth

Inspired by our responsibility to tomorrow's generations, we pursue forward-thinking and sustainable solutions to grow mindfully while keeping in step with our environment. We strive for high-quality development and infrastructure, and to provide equal and affordable housing opportunities for all to live and raise a family.

Sustainable Economy

We take pride in our locally owned businesses that add quality and character to our town, and we respect our abundant natural resources that have sustained our community for years. We can forge a path to a balanced, local economy by opening doors for entrepreneurs, clean industry, higher education and research. We seek sustainable, living-wage jobs and careers that support families and future generations.

Local Pride

Art and self-expression greatly enhance our cultural identity, and we value our local artists who cultivate pride in our community. We strive to preserve our unique cultural artifacts and foster education and the arts by promoting city beautification, cultural heritage projects, and public art. We treasure our heritage as a meeting place for Native Americans, and we hope to honor those who lived here in the past as we tell the story of Scappoose in the present.

SCAPPOOSE VISION

Connected Community

Safe and comfortable transportation is central to our quality of life. We value our local trails that offer world-class opportunities for walking and biking, and our scenic byways that connect us to greater Oregon. We will work to ensure better connectivity, safer commuting, modern transit, and equal opportunities for people to walk, bike, ride or drive. We aspire to be a pleasant and accessible town, and we encourage others to slow down, explore, and enjoy Scappoose.

Lifelong Learning

We prize our exceptional schools and teachers that pass along our knowledge to future generations, instill our community with creative adaptability, and create cultural awareness and resilience. We aim to develop educational opportunities for all ages and ability levels as we strive to be a community that never stops thinking, learning, and doing.

Caring Community

Peace and good health are essential to our town's growth and well-being. We value our community spaces and parks that support active living and civic engagement, and we cherish how we care for and rely upon each other. We strive to be aware and prepared, and to empower everyone to lend a hand when challenges arise. We aspire to be a neighborly community where anyone can safely and comfortably visit businesses and schools, enjoy the outdoors, and be at peace in their homes.

Passionate Stewardship

Our wild and scenic landscape is an extension of our community, and we treasure our beautiful setting that makes Scappoose a serene place to live. We are committed to nurturing and preserving our open spaces, natural habitats, and diverse ecosystems, and we will champion new opportunities for conservation and peaceful engagement with our environment. As stewards of our land, air, and water, we seek to protect this special place for generations to come.

ENVIRONMENTAL SCAN

CONTEXT MAP

Examining the current context of the organization provides valuable information for strategic decision making in the goal refinement process. A thorough understanding of where the organization is today ensures the resulting goals are responsive to needs in the community and organization to support sustainable growth and the provision of quality city services.

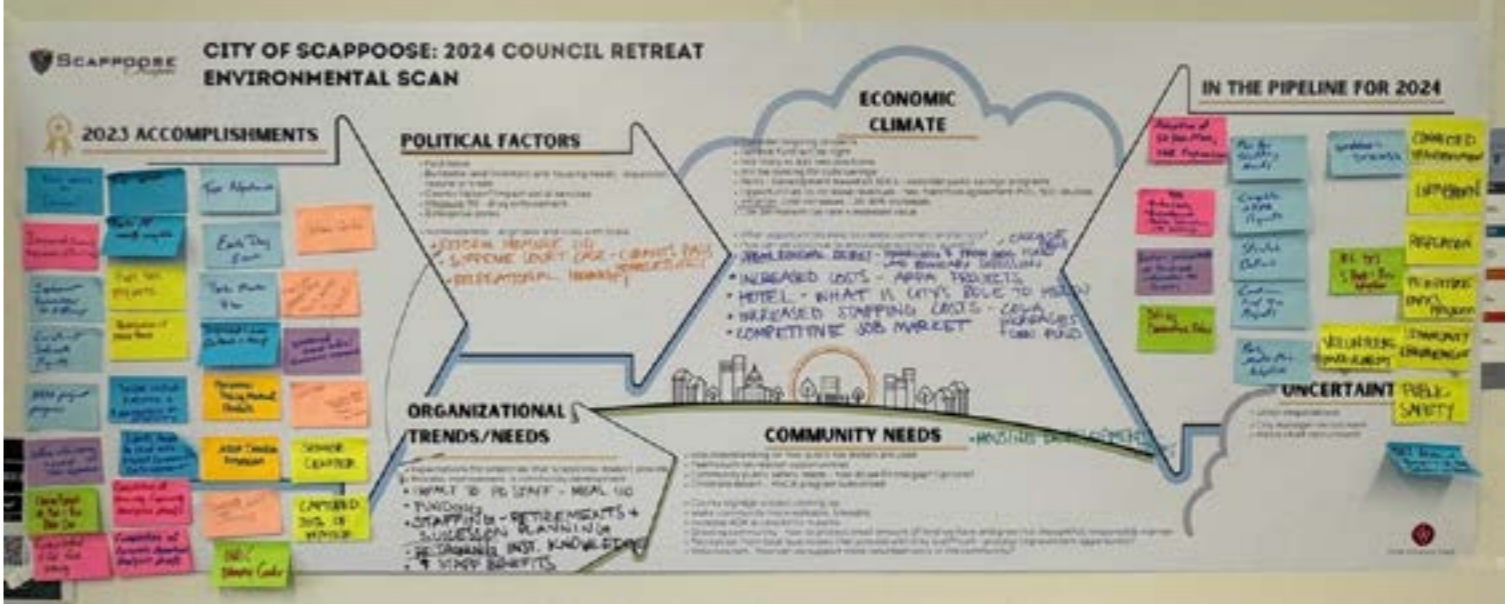
Recognizing and celebrating successes is an important part of the process as it acknowledges the hard work of staff and Council as well as sets a positive tone for the team moving forward as they pursue the 2024 Goals. Being aware of the various department priorities for the coming year enables Council to stay informed of the breadth and depth of the City's work already underway.

In preparation for the retreat, SSW developed a working context map with the results of the Council outreach interviews and the team discussion at the 2023 retreat for the team to build on together during the shared exercise. As a group, the team shared their top accomplishments from 2023 and key projects "in the pipeline" for 2024. The group discussed the current economic climate, political factors, organizational trends/needs, community needs, and uncertainties for Council to take into consideration in the goal refinement process.

The insight gained from the context map exercise supports the development of Council goals that are both realistic and aspirational to move the City forward strategically. Additionally, assessing the external and internal challenges and opportunities facing the organization and community enables the team to collaboratively problem solve and prioritize resources to support a high-performing organization equipped to serve the community effectively.

ENVIRONMENTAL SCAN

The results of the discussion are summarized in the following graphic.



2023 Accomplishments

- New voices on Council
- PD Rehab
- Fee adjustments
- Increased community engagement (position)
- Parks Master Plan mostly complete
- Earth Day event
- Peace Candle
- Implement technology for efficiency
- Fuel tax projects
- Parks Master Plan
- Finalized Master Plan – Stormwater and Parks
- Construct sidewalk projects
- Rehabilitation of police force
- Improved and more outreach and transparency
- Increased social media/community engagement
- ARPA project progress
- Personnel policy manual update
- Social media presence = Increased awareness in community
- Supported: Adventure Fest, Earth Day, Movies in the Park
- Office efficiency and assist other departments
- Land available to feed into overall community development
- ARPA deadline extension
- Senior Center
- Commitment of Parks and Recreation Plan development
- Completion of Housing Capacity Analysis draft
- Basalt well permit
- Captured 20% of water
- Completed CDC fee study
- Completion of Economic Opportunities Analysis draft
- OMIC Training Center

ENVIRONMENTAL SCAN

Political Factors

- Paid Leave
- Buildable land inventory and housing needs
- County liaison? Impact social services
- Measure 110 – drug enforcement + potential reform
- Homelessness – align laws and rules with State
- Supreme Court Case – Grants Pass (Homelessness)
- Recreational immunity

Political Factors

- Consider ongoing projects
- General Fund will be tight
- Not likely to add new positions
- Will be looking for cuts/savings
- Parks – development based on SDCs – consider parks savings programs
- Opportunities to increase revenues – fee, franchise agreements PUD, SDC studies
- Inflation, cost increases – 20-30% increases
- Low permanent tax rate and assessed value
- What opportunities exist to create commercial districts?
- How can we continue to encourage economic growth?
- Urban Renewal District – funneling money from General Fund, land boundary discussion, Cascade Property
- Increased costs – ARPA projects
- Hotel – what is the City’s role to help?

Community Needs

- Misunderstanding on how public tax dollars are used
- Teen/youth recreation opportunities
- Community public safety needs – how do we fill the gap? Options?
- Childcare desert – YMCA program subsidized
- County signage project coming up
- Make community more walkable, bikeable
- Increase ADA accessibility in parks
- Growing community – how to protect small amount of land we have and grow in a throughfall way
- Perception from local businesses that process with City is difficult – process improvement
- Volunteerism – how can we support more volunteer work in the community?
- Housing developments - 2025

ENVIRONMENTAL SCAN

Organizational Trends

- Expectations for amenities that Scappoose doesn’t provide
- Process improvement in community development
- Impact to PD staff – Measure 110
- Funding
- Staffing – retirements and succession planning, retaining institutional knowledge
- Increased staff benefits
- Increased staffing costs – COLA increases, General Fund
- Competitive job market

Uncertainties

- Union negotiations
- City Manager recruitment
- Police Chief Recruitment

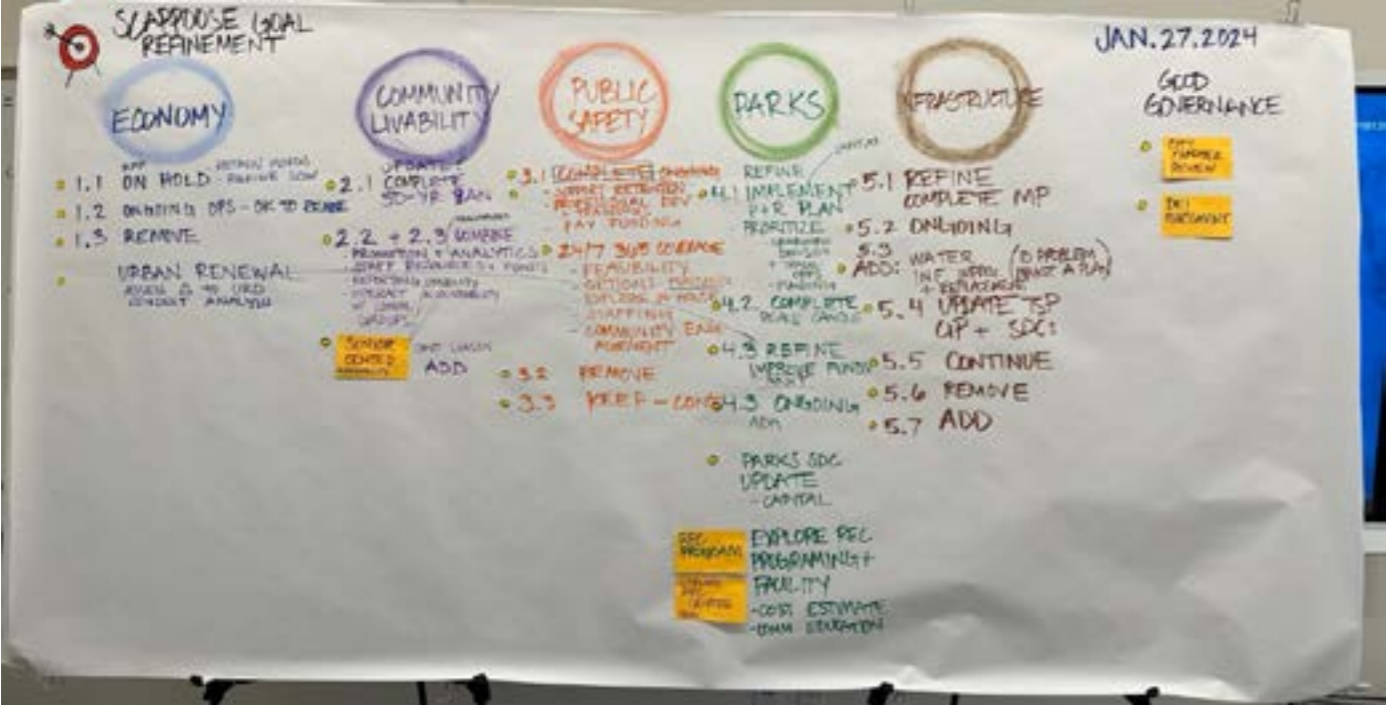
In the Pipeline for 2024

- Adoption of 50 Year Plan, UGB expansion
- SPD: Retention, recruitment, positive interactions with community
- Better presentation of financial information to Council
- Define committee roles
- Plan for staffing needs
- Complete ARPA projects
- Stretch dollars
- Continue fuel tax project
- Grabhorn – discuss
- DEI
- Parks and Recreation adoption
- Volunteers involvement
- Connected Transportation
- Grabhorn
- Recreation
- Prioritize Parks projects
- Community engagement
- Public Safety
- DEI Assessment
- Bargaining
- Community outreach

GOAL REFINEMENT PROCESS

City Council and staff meet on an annual basis to refine the Council Goals to provide policy direction to the organization for the coming year. The Council goals guide the development of the City’s budget and department work plans to align resources and staff capacity accordingly.

In advance of the retreat, City staff provided Council a goal status report documenting the work completed to date on the supporting objectives as well as recommendations to consider in the goal refinement process. During the retreat, Council and staff participated in a facilitated discussion to review the status of the 2023 goals and objectives to determine which objectives were complete, ongoing, or needing refinement. Building on the information and insights gathered during the environmental scan exercise, the team discussed how the objectives needing refinement should be updated to reflect the work completed in 2023 as well as opportunities on the horizon for 2024 and beyond. Additionally, the group discussed ideas for any new proposals for Council to consider adding to the 2024 Goals. The following images summarize the results of the goal refinement exercise.



GOAL

DEVELOP A VIBRANT AND DIVERSE LOCAL ECONOMY

ACTION	LEAD	TIMELINE
1.1 Refine scope of work and retain funds for community branding project	Community Development	2025
1.2 Identify and conduct analysis of potential changes Urban Renewal District	Finance	2024-25

GOAL

ENHANCE COMMUNITY LIVABILITY

ACTION	LEAD	TIMELINE
2.1 Complete the 50-Year Plan	Community Development	2024-25
2.2 Continue to promote community events, increase community outreach, and track the outreach impact	City Manager's Office	Ongoing
2.3 Foster collaborative partnership with senior center	City Manager's Office	Ongoing

GOAL

CREATE A SAFE CITY WITH A VISIBLE PUBLIC SAFETY PRESENCE

ACTION	LEAD	TIMELINE
3.1 Develop and implement plan to retain Police Department personnel	Police	Ongoing
3.2 Fund increased community engagement and outreach for public safety	Police	Ongoing
3.3 Conduct feasibility study with community outreach to increase to 24/7 public safety coverage	Police	Ongoing

GOAL

DEVELOP A DIVERSE AND ACCESSIBLE PARK SYSTEM FOR PEOPLE OF ALL ABILITIES

ACTION	LEAD	TIMELINE
4.1 Implement the Parks and Recreation Master Plan, prioritize projects, and pursue funding for priority projects	Public Works	2024-25
4.2 Apply for OPRD LGGP grant for Grabhorn Park with focus on development of Grabhorn Property	Public Works	2024-26
4.3 Evaluate and implement funding mechanism for park maintenance and development	Public Works	2024-26
4.4 Prioritize upgrades for existing parks to current ADA standards and fund improvements	Public Works	Ongoing
4.5 Complete Parks System Development Charges (SDC) update	Public Works	2024-26
4.6 Explore feasibility of recreation program and facility	Public Works	2024-26

GOAL

PLAN AND INVEST IN RESPONSIBLE AND SUSTAINABLE COMMUNITY INFRASTRUCTURE

ACTION	LEAD	TIMELINE
5.1 Complete City Facility Master Plan	City Manager's Office	2024-25
5.2 Capacity upgrade for wastewater treatment facilities	Public Works	2021-28
5.3 Develop and implement plan to address aging water infrastructure	Public Works	
5.4 Update Transportation System Plan CIP and Transportation System Development Charges (SDCs)	Public Works	2023-25
5.5 Complete ARPA funded infrastructure projects	Public Works	2023-26
5.6 Update wastewater rates and System Development Charges (SDCs)	Public Works	

GOAL

SUPPORT GOOD GOVERNANCE AND STRENGTHEN INTERNAL OPERATIONS FOR ORGANIZATIONAL RESILIENCY

ACTION	LEAD	TIMELINE
6.1 Conduct City Charter review	City Manager's Office	2024-25
6.2 Conduct Diversity, Equity, and Inclusion (DEI) assessment of internal City operations	City Manager's Office	2024-25

NEXT STEPS


Following the adoption of the Council Goals, staff will develop department work plans to carry out the objectives under each goal. Additionally, the goals will guide the development of the annual budget to align resources and staff capacity with Council priorities. Staff will report progress to Council on an ongoing basis and include relevant information pertaining to the goals in department reports to Council.

Given the current leadership transition within the organization and on Council, it is recommended for Council and staff to reconvene once a permanent City Manager and Police Chief are hired and the upcoming vacant Council seat is filled. At that time, staff can provide a thorough goal status update for Council to assess and, where applicable, further refine the Council Goals. Additionally, it is recommended for Council and staff to develop an updated shared team agreement outlining how the team commits to work together effectively to carry out the Council Goals in service to the Scappoose community.





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