CITY OF SCAPPOOSE
REGULAR CITY COUNCIL MEETING
MARCH 16, 2009
AT 7:00 P.M.
SCAPPOOSE, OREGON

Call to Order

Mayor Burge called the meeting to order at 7:00 p.m.

Flag Salute

Roll Call

The meeting of the City of Scappoose City Council was held at 7:00 p.m. in the Council Chambers; 33568 East Columbia Avenue; Scappoose, Oregon with the following present:

City Council Members:		**Staff:**	
Scott Burge	Mayor	**Jon Hanken**	City Manager
Donna Gedlich	Councilor	**Doug Greisen**	Police Chief
Larry P. Meres	Councilor	**Brian Varricchione**	City Planner/P.E.
Art Heerwagen	Councilor	**Susan Reeves**	City Recorder
Jeff Erickson	Councilor		

Press:
None

Excused: Council President Bernhard and Councilor Ingham
Also present: Craig Frasier (City Charter Review Committee member)

Approval of Agenda

Mayor Burge removed agenda item 7.0 Columbia County Leadership Project Idea.

Councilor Gedlich moved and Councilor Meres seconded the motion to approve the agenda as amended. Motion passed (5-0). Mayor Burge, aye; Councilor Gedlich, aye; Councilor Meres, aye; Councilor Heerwagen, aye; and Councilor Erickson, aye.

Public Comments

None

Approval of Consent Agenda

February 17, 2009 City Council Meeting minutes & March 2, 2009 City Council Workshop minutes

Councilor Gedlich moved and Councilor Erickson seconded the motion to approve the February 17, 2009 City Council Meeting minutes and March 2, 2009 Workshop minutes. Motion passed (5-0). Mayor Burge, aye; Councilor Gedlich, aye; Councilor Meres, aye; Councilor Heerwagen, aye; and Councilor Erickson, aye.

Scappoose Watershed Council Presentation

City Manager Hanken explained the City of Scappoose has been working with the Scappoose Bay Watershed Council well before he came to the City in 2000. He explained the City has done projects with them and there are some other projects that we have on the list in the future as funding moves forward. He explained one of the things that he wanted to do is bring Janelle St. Pierre here to talk about some of their findings as a result of a recent study of the stream and hopefully some of the things that we will probably be looking hopefully in the near future for projects.

Janelle St. Pierre, Scappoose Bay Watershed Council Coordinator, gave a handout to Council (see below). She thanked City Council for their time. She explained they have had a lot of property owners and the City come to them a couple of years ago with concerns about the condition of South Scappoose Creek through town, that the banks are eroding pretty substantially. She explained there are something's that property owners are concerned during flooding and high water events. She explained it was a big enough area where they felt for them in order to even consider projects they needed to do a study to understand what is happening to the creek, the dynamics of the creek and what are some of the potential places where they would want to do some work. She explained they work with John Dvorsky with Swanson Hydrology & Geomorphology and they contracted with them to work with them to conduct this survey of about 5 miles from Raymond Creek to West Lane Road.

Janelle St. Pierre and John Dvorsky, Senior Associate with Swanson Hydrology & Geomorphology went over the power point.

Janelle St. Pierre explained they have had a couple of series of discussion with the community and identified where resource agencies and local residents are most concerned.

Councilor Gedlich asked regarding the public access issues is there any real lands that are publicly owned? Janelle St. Pierre replied the City owns about 7 parcels. She explained they are looking at the Scappoose Veterans Park to see if there are ways to make that a more desirable and more attractive place.

John Dvorsky explained one of the main things they are looking at is how the creek has changed between 1940 and the present.

John Dvorsky explained they had some initial conversations with City Planner Brian Varricchione about the potential of doing a project in the park and at the time the park wasn't developed. He showed the concept that they have come up with.

Here is the hand out from Janelle St. Pierre:

SWANSON HYDROLOGY + GEOMORPHOLOGY

Executive Summary

In 2000, the Scappoose Bay Watershed Council (SBWC) completed a watershed assessment for the streams and catchments that enter Scappoose Bay (DEA, 2000). The watershed assessment identified several areas of concern affecting watershed and ecosystem health. Concerns include sediment delivery into Scappoose Bay, loss of high quality spawning and rearing habitat for salmonids, and incision within many of the primary channels. Of particular concern was the potential impact that channel incision has on channel and floodplain interaction and the ability of the stream to support and maintain the physical habitat features that provide for good aquatic habitat.

A five mile stretch of South Scappoose Creek that flows through the City of Scappoose was determined to have high priority for further assessment. This segment is characterized by an incised channel, severe bank erosion, lack of a continuous riparian corridor, a half dozen road crossing that have constricted the channel and floodplain, and urban encroachment into the historic floodplain. It 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 high quality aquatic habitat.

Clear evidence of continuing changes in creek conditions makes it likely that the channel is still in the process of responding to changes in the hydrology, and to the impacts of local and regional land use. This prompted the Council to commission a focused study to evaluate historic and current hydrologic and geomorphic conditions, and identify a comprehensive strategy to address habitat loss, bank erosion, and chronic flooding.

This study required several stages of analysis with the ultimate goal of developing a comprehensive approach to actions that will restore and enhance morphologic function on lower South Scappoose Creek within the context of current and future land uses. The tasks outlined by Swanson Hydrology and Geomorphology (SH+G) to evaluate historic impacts and develop an enhancement strategy include the following:

- Historic Geomorphic Analysis
- Existing Conditions Analysis
- Identification of Enhancement Actions
- Project Prioritization and Conceptual Design

The study area encompasses approximately five miles of South Scappoose Creek from the Raymond Creek confluence in Dutch Canyon on the upstream end, to West Lane Rd crossing on the downstream end (Figure ES-1). The study area is located at the lower end of the watershed and is characterized by a low gradient meandering channel that is severely incised from the Dutch Canyon Road crossing to the Columbia River Highway crossing. A total of eight reaches were delineated for the project area. Reach delineations were based on specific changes in channel and

valley morphology, site specific geomorphic conditions, and other variables such as a tributary input, bridge location, or changes in bed substrate.

Channel morphology through the five mile study reach is much different today than it was when Europeans arrived in the 19th Century. Historically, reaches such as this would have consisted of a primary channel more closely at grade with the adjacent valley floor. The reach would have contained a more sinuous primary channel, with remnant channels, backwaters and other wetlands occurring across the valley floor. The vegetation on the valley floor most likely consisted of a mix of hardwood and coniferous species that formed a dense understory and canopy. The understory would have contained downed logs that created a rough channel and floodplain surface which obstructed flow, encouraged formation of new flow paths, and resulted in deposition of sediment delivered from large landslides and debris flows in the upper watershed and adjacent tributaries.

Remnants of past channel patterns, including old meander scars and terraces can be seen on the modern valley floor. In most cases these channels have been modified in some way or are cut off from the main channel by levees or filled areas of the floodplain, creating discontinuous overbank channels. These channels, though not functioning biologically or morphologically as they did in the past, still provide some function by collecting and filtering runoff from adjacent land, thereby reducing pollutant loads to South Scappoose Creek.

The mid-19th century to the early 20th century was most likely a period of rapid change in land use and stream morphology on the lower Scappoose Creek valley floor. Following removal of much of the marketable timber, agriculture and grazing took hold on the fertile soil. This required clearing land, building levees, and controlling local and tributary drainage. Over time, this process affected most of the valley floor, confining South Scappoose Creek to a narrow riparian corridor. It is also likely that the creek was forced into a single channel at the margins of the valley floor to maximize usable farmland, a process which likely resulted in early channel incision.

Constricting the channel and reducing total floodplain area has created a more homogeneous, less dynamic environment, thereby reducing the range of physical habitats necessary to support all salmonids life stages. Flood flows in most of this reach are now focused into an entrenched primary channel which is isolated from much of the historic floodplain. This has resulted in higher flow velocities and more energy focused on the bed and banks of the channel. Consequently, the channel has incised, exposing steep banks that are prone to erosion.

The most significant area of concern for the project reach – in terms of impacts to existing infrastructure, loss of property, and introduction of excessive fine sediment loads to the channel – is associated with long-term and systemic channel incision and the resulting risk of excessive bank erosion and failure. Simon and Hupp (1986) present a six stage model describing the long-term evolution of incised channels. The model hypothesizes that channels go through a series of stages, whereby the incised condition eventually is remedied, resulting in a more natural channel with functional floodplain inset into the historic floodplain (Figure ES-2). Based on our observations,

South Scappoose Creek is in Stage 4 (degradation and widening), and in some areas is transitioning into Stage 5 (aggrading and widening). Stage 5 consists of continued bank erosion, combined with an aggradation phase resulting from deposition of material eroded from the banks in Stage 4, and constitutes the "floodplain building" phase of the channel evolution model. The widening phases (Phases 4 and 5) are often the most destructive in that they affect adjacent properties and infrastructure and can completely remove narrow riparian corridors that provide shade and large woody debris to the creek, essential to healthy salmon habitat.

To evaluate bank conditions locally, a comprehensive bank and channel stability analysis was conducted for the project. The results show that a majority of the banks within the study area are classified as a moderate risk of erosion (Figure ES-3). Within the critical portion of the channel between Highway 30 and the Dutch Canyon crossing, most of the banks are characterized as having a moderate to high risk of erosion. Within this segment, 11 large active erosion sites were identified out of the 13 total identified in the project area.

To comprehensively evaluate the frequency of overbank flooding, channel hydraulic conditions, and the potential affect that future enhancement scenarios have on channel conditions, a hydraulic model was prepared for a portion of the South Scappoose project area (based on available data). The hydraulic model was developed using HEC-RAS, the U.S. Army Corps of Engineers one-dimensional hydraulic modeling software. The hydrology data were used to evaluate water surface elevations at each cross-section for the 2-year, 5-year, 10-year, 25-year, and 100-year events. The results suggest that frequent flooding (e.g. – 5-year and greater) inundates the adjacent valley floor at the lower end of the project area and at the upstream end of each of the main bridges. In most cases, the bridges are inundated and overtopped in the 25-year, 50-year, and 100-year events. Flow velocities are relatively low upstream of the bridges, where backwaters are created, but flow velocities are high immediately downstream of the bridges. High flow velocities at the downstream side of bridges can exacerbate bank erosion, as was observed downstream of the Raymond Creek Bridge.

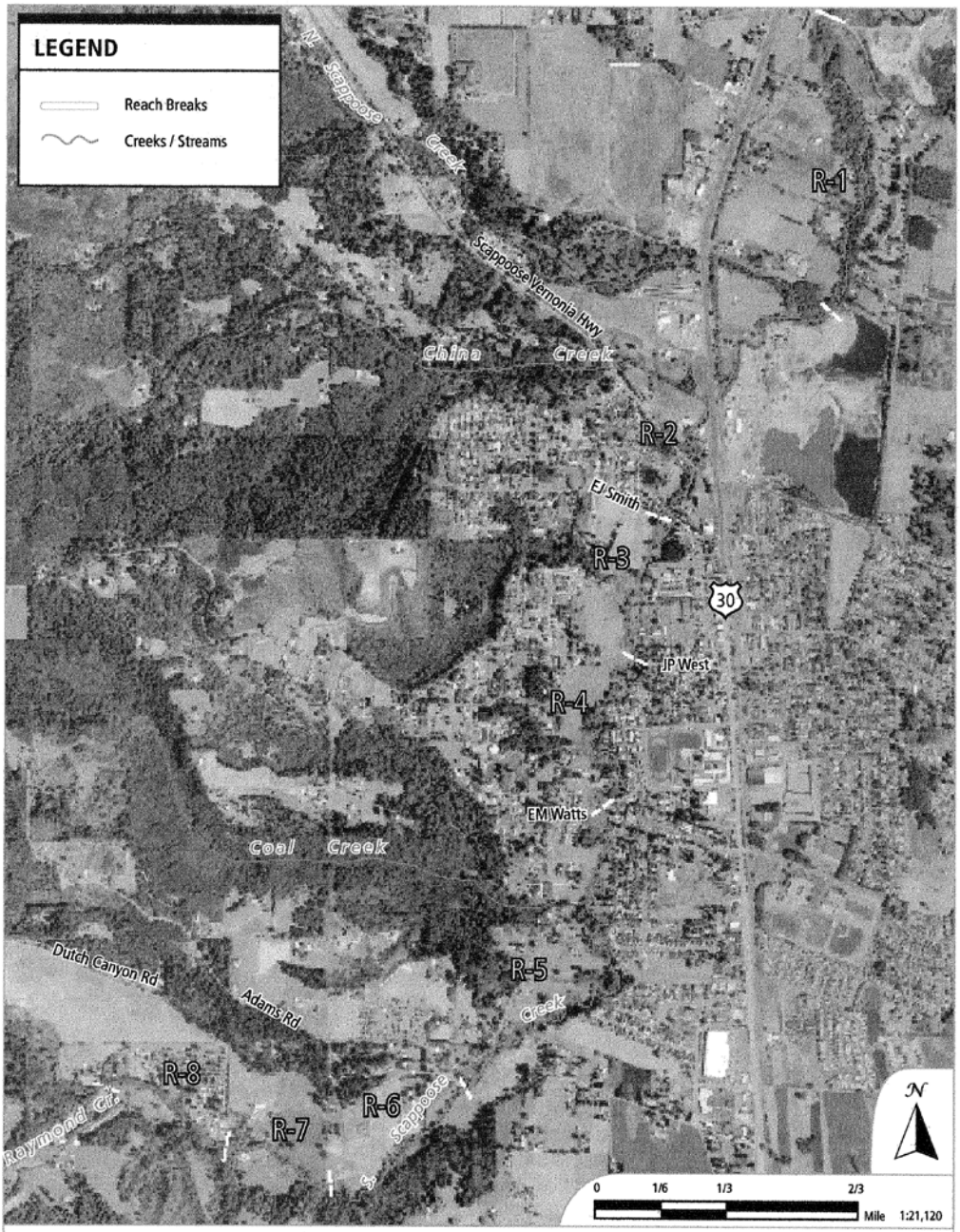
In addition to their role in constricting flow during high magnitude, infrequent events, the bridges also protect the creek from incising further. Historic head cut migration up South Scappoose Creek likely resulted in exposure of bridge abutment foundations and piers, which most likely prompted the owners of the bridges to take remedial action and place large rock in and around the abutments and piers to protect them from further erosion. Those actions have prevented further head cut migration. Long-term management of the South Scappoose Creek will require some careful consideration of the channel, bank, and floodplain conditions around the bridges to ensure that an attempt to fix one problem does not exacerbate another. Consequently, a more detailed study will be required to evaluate enhancement opportunities in and adjacent to the existing bridges.

For this project, the overarching desired future condition for South Scappoose Creek would be to move toward a more stable channel with functional floodplain and a continuous and diverse riparian corridor. Based on our geomorphic analysis, the existing functional value of South

Scappoose Creek, especially the portion that flows through the City of Scappoose, is limited because of the severe incision, narrow riparian corridors, and lack of a connected floodplain. According to the Simon and Hupp model, the current incised condition of the channel will likely lead to accelerated bank erosion in the future. Although in the long-term this process will lead to a more stable channel with functional floodplains and healthy riparian corridor inset into the existing valley floor, this "vision" of the creek is at conflict with the interests of adjacent properties and infrastructure. In addition, excessive erosion of banks that consist primarily of fine sediment would have negative consequences to aquatic communities that are already stressed and in decline. Consequently, enhancement opportunities that address the existing and future instability of stream banks should receive priority given what is desired by the community. Within the Simon and Hupp model framework achieving a quasi equilibrium defined under Stage 6 (quasi equilibrium) would be the desired future condition and would be achieved by active expansion of the floodplain and lowering the bank angle to reflect a more stable condition. The approach selected at a particular location will depend on site specific opportunities and constraints that will be identified at the project design phase.

To achieve the desired future condition for South Scappoose Creek, our enhancement approach recognized the fact that the goals and objectives of a successful management strategy should consider regional issues that integrate the concerns of multiple landowners and address the larger issue of channel stability and floodplain function. Consequently, SBWC and SH+G devised a project prioritization strategy that focuses on enhancement activities using a Management Zone approach, the boundaries of which are roughly defined by parcel boundaries and ownerships along the channel, similarities in proposed project types, and the degree to which landowners have participated in the process. A total of 18 Management Zones were defined in the project area, from A to R. The boundaries of each of the Management Zones are shown in Figure ES-4, along with the proposed project types occurring within each of the Zones and their approximate locations.

To achieve consensus on a prioritization strategy while also taking advantage of the research information generated as part of this study, results from a stakeholder prioritization workshop were combined with the results of a Project Team prioritization effort. Project opportunities outlined within each Management Zone were identified through discussions and site visit with property owners, with the exception of the riparian planting projects, which were identified via an aerial photo analysis. Scores from each of these efforts were summed and averaged to generate a Management Zone prioritization that identifies, in five-year increments, the management strategy for the next fifteen years. The results of this analysis are presented in ES-5. Using this approach, six Management Zones fell into the first five years of implementation (MZ's: A, C, G, H, J, O), five in the second five years (MZ's: E, I, K, L, Q), and seven in the last five years (MZ's: B, D, F, M, N, P, R). The prioritization provides a framework for restoration and enhancement of the project area, but it will be up to the Watershed Council, the City of Scappoose, local residents, and other project partners to determine how this plan is implemented.



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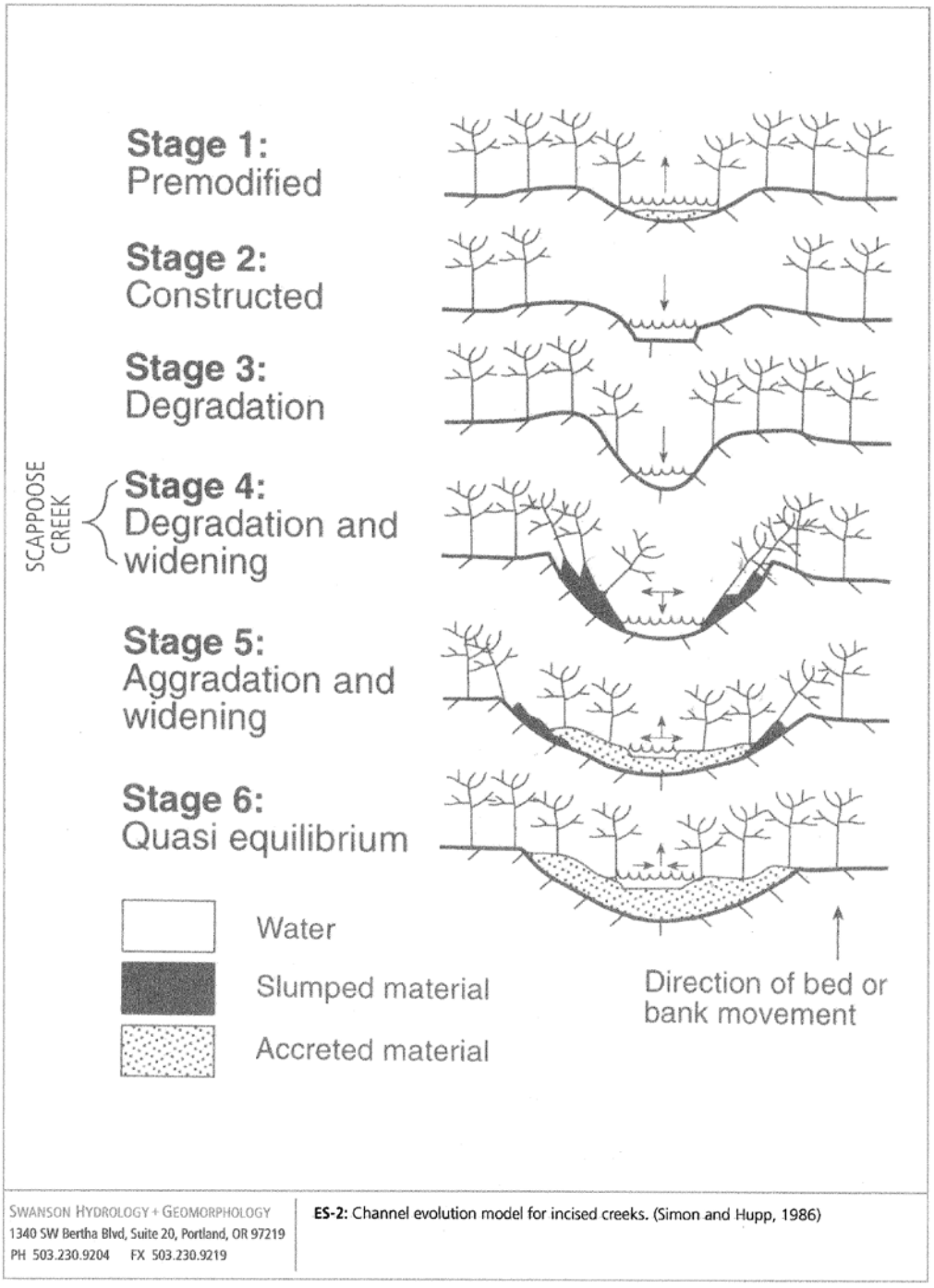
ES-1: Map of reaches delineated for the project area. The project focused on the mainstem of South Scappoose Creek from the confluence of Raymond Creek at the upstream end to the West Lane Bridge at the downstream end and encompasses eight distinct reaches.



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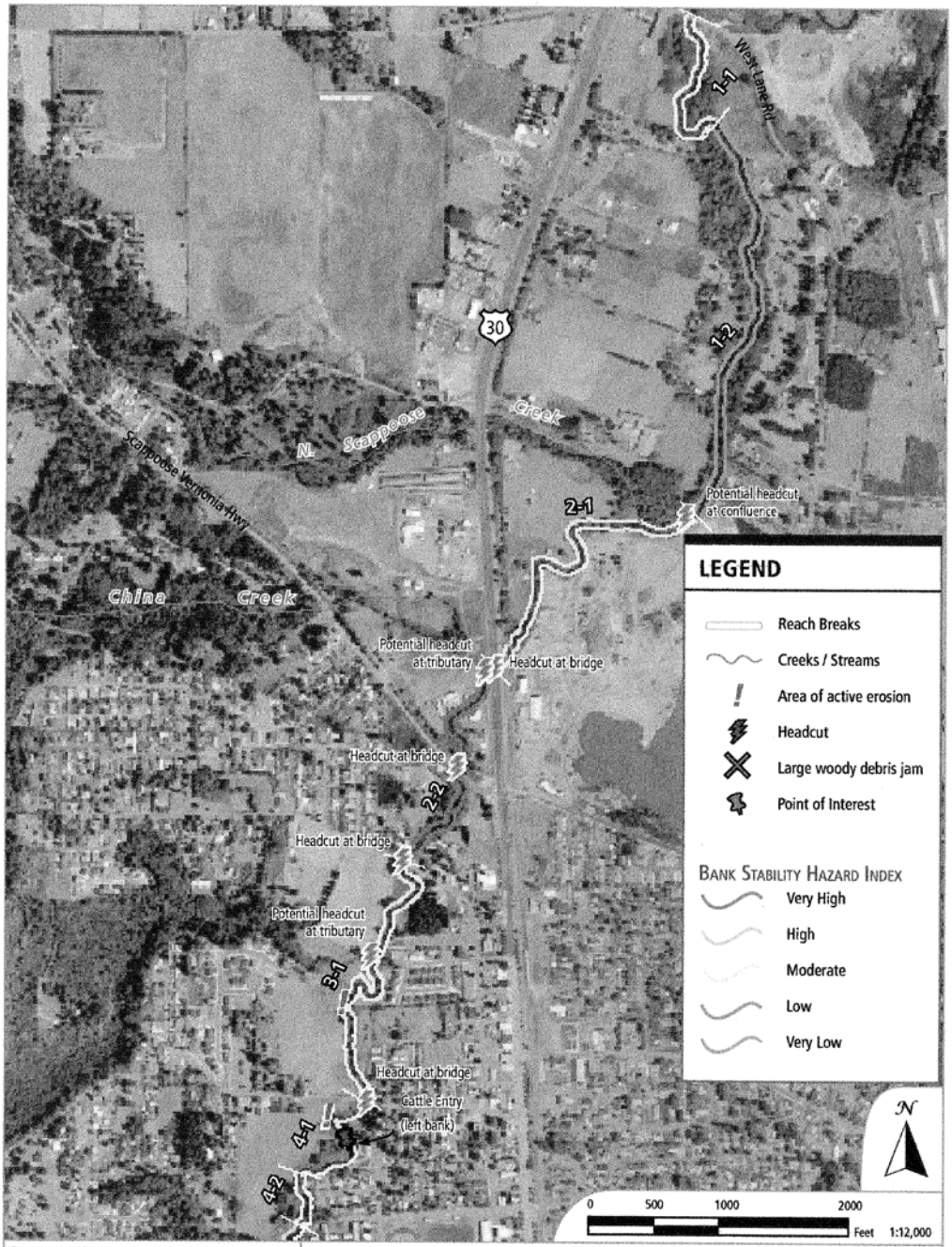
ES-2: Channel evolution model for incised creeks. (Simon and Hupp, 1986)



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ES-3: A bank and channel stability survey was conducted on South Scappoose Creek through the project area. The selected study approach, based on Rosgen (1996), produced a Bank Erosion Hazard Index (BEHI) for each bank along with site specific bank and bed stability observations.

LEGEND
Reach Breaks
Creeks / Streams
Area of active erosion
Headcut
Large Woody Debris Jam
Point of Interest
Bank Stability Hazard Index
Very High
High
Moderate
Low
Very Low
Coal Creek
Dutch Canyon
Rd.
Depositional Area
Retaining wall
Headcut at bridge
Potential headcut at tributary
Sewer outfall
Bedrock conglomerate outcrop
Headcut at bridge
Steep riffle - possible headcut
Bank failure / landslide
South Stappoore Creek
Richmond Creek
4-2
4-3
5-1
5-2
5-3
5-4
6-1
6-2
6-3
7-1
7-2
8-1
8-2
8-3
N
0
500
1000
2000
Feet
1:12,000
ES-3 continued...
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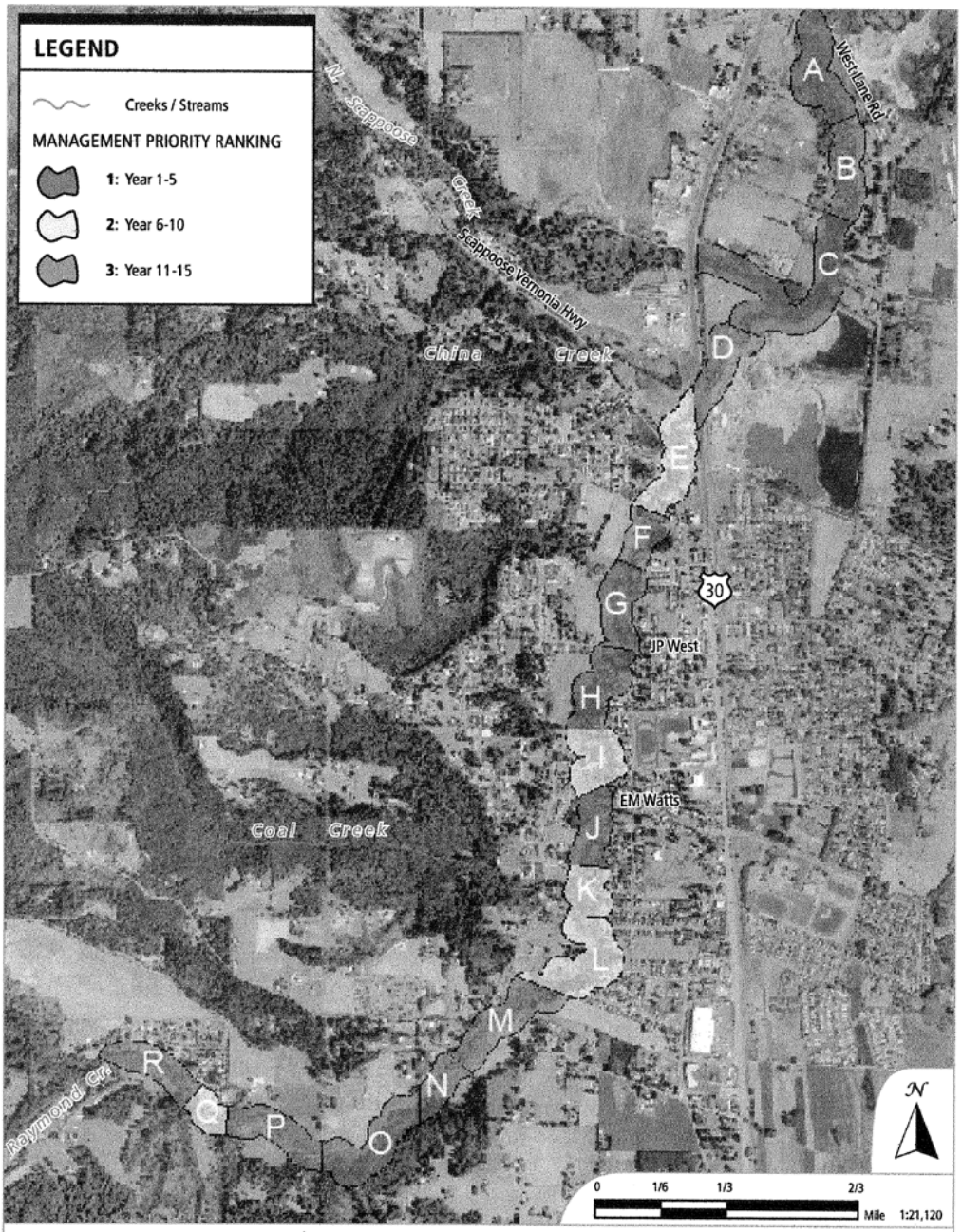

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ES-4: Overview of the proposed final prioritizations for Management Zones A through R in the South Scappoose study area. The final prioritizations were derived by integrating a Project Team analysis of project evaluation criteria with results derived from a prioritization workshop with stakeholders.

Management Area	Project Team Prioritization		Technical Advisory Committee Prioritization		Final Proritization	
	Score	Ranking 1 = Year 1-5 2 = Year 6-10 3 = Year 11-15	Score	Ranking	Average Score	Ranking 1 = Year 1-5 2 = Year 6-10 3 = Year 11-15
A	15	1	16	1	15.5	1
B	9	3	0	3	4.5	3
C	11	2	21	1	16	1
D	9	3	0	3	4.5	3
E	11	2	3	3	7	2
F	9	3	1	3	5	3
G	13	1	31	1	22	1
H	15	1	24	1	19.5	1
I	11	2	8	2	9.5	2
J	13	1	18	1	15.5	1
K	12	2	10	2	11	2
L	12	2	13	2	12.5	2
M	10	3	1	3	5.5	3
N	10	3	0	3	5	3
O	13	1	16	1	14.5	1
P	10	3	0	3	5	3
Q	13	1	14	2	13.5	2
R	9	3	0	3	4.5	3

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ES-5: Summary of the proposed final prioritization of Management Zones in the South Scappoose project area. Prioritizations are lumped into a timeline of 1-5 years, 6-10 years, and 11-15 years.

Janelle St. Pierre explained to Council she is interested in pursuing grant opportunities if this is interesting to Council and they want her to look at proceeding in finding funding to do this work. She explained she actually has to do something by the end of the week if Council wants her to proceed.

Councilor Gedlich moved and Councilor Erickson seconded the motion that the Scappoose City Council authorize the Scappoose Watershed Council to work on the restoration planning project along the City owned property at Veterans Park area. Motion passed (5-0). Mayor Burge, aye; Councilor Gedlich, aye; Councilor Meres, aye; Councilor Heerwagen, aye; and Councilor Erickson, aye.

New Business

Ordinance No. 804: An Ordinance Adopting Parking Regulations and Penalties for Violations thereof, and Adding A New Section 11.04.175 and Amending Sections 11.04.270, 11.04.280 and 11.04.290 of the Scappoose Municipal Code

Chief Greisen went over the staff report.

City Manager Hanken replied currently we are at a $128.00 and that is not reasonable. He thinks the $25.00 is a more reasonable amount.

Mayor Burge opened the public hearing at 7:53 p.m. No one wanted to speak on this issue. Mayor Burge closed the public hearing at 7:53 p.m.

Councilor Gedlich asked why does someone have 14 days to pay a $25.00 fine. She doesn't really like the 14 days, if they can't pay the day they are in court they are never going to pay it.

City Manager Hanken replied Council needs to leave room for the Judge to have discretion. He stated he feels we have an obligation to let due process work through and that is a parameter for the Judge to work with.

Councilor Meres feels 5 days is too short of a time frame. Councilor Heerwagen wants to cut a little bit of slack and allow more than 5 days. Councilor Gedlich would like to make it 30 days.

Mayor Burge asked if it can be written like the City of Portland within 30 days they can go in and see the Judge or they have to pay their ticket within 30 days or it doubles.

Councilor Gedlich asked shouldn't the language for money be in a resolution rather than in an ordinance because then if we want to change it than we wouldn't have to go back and the ordinance. She would like to put the fee in the ordinance and then we can always take the fines out of the ordinance and put it with the rest of the fees at a later date.

Councilor Gedlich moved and Councilor Heerwagen seconded the motion to adopt Ordinance 804, with amendments of allowing up to 30 days to pay the parking violation and or see the Judge, if not then after 30 days the fine doubles and remove the amount of the fine from the ordinance and have it set by resolution of the City Council.

Mayor Burge read the title for the first time.

Resolution No. 09-02: Resolution Supporting the City's Application for a Transportation and Growth Management Grant Management Grant to Develop Design concepts for the Highway 30 Sidewalk Replacement

City Planner Brian Varricchione went over the staff report.

Councilor Gedlich asked if a letter of support from the Mayor will help. City Planner Brian Varricchione replied the resolution will be sufficient because it shows the support of the whole Council.

Councilor Heerwagen moved and Councilor Erickson seconded the motion to approve Resolution No. 09-02: Resolution Supporting the City's Application for a Transportation and Growth Management Grant Management Grant to Develop Design concepts for the Highway 30 Sidewalk Replacement. Motion passed (5-0). Mayor Burge, aye; Councilor Gedlich, aye; Councilor Meres, aye; Councilor Heerwagen, aye; and Councilor Erickson, aye.

Federal Stimulus Update

City Manager Hanken gave an update on the Federal Stimulus. He explained he had the opportunity to give a presentation to the Oregon Transportation Commission on March 11, 2009 and every presenter had 3 minutes to present their projects. He was the 66 presenter and was no where near the end. He explained it is his understanding that the Oregon Transportation Commission will meet again on Wednesday to decide what projects they are going to recommend for funding. He explained he was one a phone conference this morning with ODOT related to the Federal Stimulus and they were saying they don't believe a lot of the projects are shovel ready or would be able to go out to bid by June 17. He explained anything that isn't allocated, he believes by December 2009, gets pulled and reallocated to other States. He explained he has done everything in his power to talk with ODOT and the railroad to make sure we can meet the time frames and move this project forward. He explained he was very happy when he was in Salem because the Vice President of the Portland Western came up to him and said he willing to sit down at the table with him and tell The Oregon Transportation Commission that if they get the City of Scappoose the money they requested the railroad can begin their portion tomorrow and that opened a lot of eyes. He explained he has been leaning on our elected officials to move this forward, to convince Oregon Transportation Commission that this is a project that needs to be done that will create jobs.

City Manager Hanken explained the City of Scappoose is anticipated to receive, in terms of direct stimulus allocations, a little of $65,000.00 to do projects. He explained one of the things they will be working is to identify the projects to use those dollars. He explained you get projects, you do them, and then you get reimbursed. He explained if you don't do projects you lose the money.

Announcements

Mayor Burge went over the calendar.

City Manager Hanken

City Manager Hanken explained the Dutch Canyon Water Line project is currently being reviewed by the State. He explained he expects once they get their comments back the bids should go out 30 days after the final adjustments are made.

City Manager Hanken explained he has been talking to Chad at the City of St. Helens and as they are both looking at their budgets one of things they are talking about sharing prosecution services. He explained currently we contract that out. He explained looking at the figures that Chad is talking about related to our cost he feels he could save the City approximately a little over $2,000.00 a month. The City of St. Helens has a full time person and they are not really sure it is full time work. If this works he will bring to Council for approval. He is looking at trying to cut our cost any way we can.

City Manager Hanken talked about being out of the office on Thursday. He explained The University of Northern Iowa made the NCWA play offs and they are playing in Portland and he will be there.

Police Chief Greisen

Police Chief Greisen explained last Saturday the Police Department spent 10 hours at the High School for "active school shooting training".

Police Chief Greisen explained Susan Sullivan has been with the City for approximately 7 ½ years and tomorrow is her last day. He stated we wish her lots of luck. She has done a lot for the City and we will miss her.

Councilors

Councilor Gedlich thanked staff for their staff report. She wants Jon to have a good time on Thursday.

Councilor Erickson thanked Chief Greisen for the excellent job with the Police Department. He explained one of the police officers stopped by the laundry mat and he found that quite nice.

Councilor Heerwagen explained it is nice to see the two students out in the audience who stayed the whole time.

Adjournment

Mayor Burge adjourned the meeting at 8:35 p.m.

City of Scappoose, Oregon

_____
Scott Burge, Mayor

Attest: _____
Susan M Reeves, CMC
City Recorder