

CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

Study Session Worksheet

Presentation Date: April 8, 2014 **Approx. Start Time:** 3:30pm. **Approx. Length:** 45 minutes

Presentation Title: CREEW 2014 Action Plan – Barton/Carver and Clackamas River

Department: BCS, DTD, H3S, CCSO, County Counsel, PGA

Presenters: Rick Gruen, Parks Manager; Lt. Adam Phillips, CCSO; Stephen Madkour, County Counsel;

Other Invitees: Eben Polk, Office of Sustainability; Tiffany Hicks, Children, Youth & Families; Robert Wurpes, CCSO; Tracy Moreland, PGA; Cheryl McGinnis, Clackamas River Basin Council; Rachel Pearl, Community Corrections,

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

Review and acceptance of the 2014 CREEW Action Plan.

Financial support to meet 2014 CREEW Action Plan funding gap

EXECUTIVE SUMMARY:

Background:

Personal on-river and in-park observations by members of the Board of County Commissioners during summer months showed heavy usage from rafters and floaters with the majority of river users accessing the river at County-owned Barton Park and Carver Boat Ramp. Heavy use on the river results in these parks operating at or near maximum capacity, with overflow parking on the shoulder of county roads. Park rules prohibit the possession and use of alcohol on park property except by permit and only within designated picnic, event and camping areas. However, river users will frequently run the river with coolers of canned and bottled alcoholic beverages, and based on observations, the majority of empty cans and bottles are discarded in, and along the river.

In July, 2013, BCC considered options and solutions to address access, crowd control, alcohol use, littering, traffic, and general use of Barton Park/Carver Boat Ramp and the Clackamas River. At that time, the BCC agreed to move forward with amending the parks ordinance to provide CCSO deputies with clear authority to inspect personal property items as a means to enforce the no alcohol policy (except as allowed by permit within reserved areas). The ordinance change was adopted in August, 2013. The BCC further recognized the parks and river issues were a County-wide concern and that additional resources would be required to enforce the policy amendment for the remainder of the season and likely for the next number of seasons. The BCC agreed to provide up to \$40,000 from Contingency to the Sheriff's budget for additional deputies above what County Parks allocated in its annual operating budget for regular reserve deputy support.

The issues presented by the popularity of the Clackamas River are too numerous for Parks and CCSO to handle alone. The problems of traffic, parking, alcohol use, river safety, littering, and disorderly conduct will require a collaborative approach to resolve. Public outreach and information, as well as partnering with other County departments and river users is necessary to successfully implement changes in our parks that will also transform more positive attitudes toward river safety and river health.

Current Progress:

Following the end of the 2013 summer parks and river recreation season, BCC directed staff to work across departments and develop a plan of action for 2014 that will build upon the new parks ordinance so momentum and gains would not be lost from the initial success realized at the end of the 2013 season. As a result, staff from Parks, DTD, CCSO and Children, Youth and Families convened a working group that became known as Clackamas River Enforcement and Ecology Workgroup (CREEW). CREEW has met monthly since its formation, recruited additional partners and stakeholders and developed the **2014 Clackamas River "Our River" Action Plan. (see Attachment A).**

Highlights of the 2014 *Our River* Plan include:

1. CCSO to begin 2014 summer parks and river recreation season with a zero tolerance position for non-compliance of the alcohol policy.
2. Baseline monitoring matrix established to track/record: river users accessing from Barton/Carver parks, temperature, cars entering park, citations/exclusions, weight/volume of river litter/garbage collected.
3. Construction of a multi-use kiosk at Barton Park to help implement a life jacket loaner program and expanded Stash-the-Trash River Cleanup program between Barton Park and Carver Boat Ramp. Kiosk will be manned by Clackamas River Basin Council volunteers.
4. Coordination with Office of Sustainability and the Pacific Jet Boat Association and Clackamas River Basin Council to provide trash barrel stations between Barton and Carver and a trash receiving site at Carver Boat Ramp that will be serviced weekly.
5. Hire Parking Marshal's and Event Staff to expand weekend traffic control and people movement within Barton and Carver parking lots and improve compliance with .
6. Public outreach campaign led by PGA including media, web, video, *Citizen News* and other printed materials. CREEW staff are also vetting the idea of a 'pledge for the Clackamas' serving as a point of outreach and encouraging safe, clean, and respectful use of the river.
7. Positive messaging signage program promoting river safety and river health installed in Barton Park and Carver Boat Ramp that builds off of the TRP Kids brand.
8. Coordinate with Commercial Shuttle Providers; provide designated drop off-pick up zones. Continue working with Parks Ad-hoc Shuttle Committee to look at long-term shuttle bus service options as part of a current Barton Park Complex Concept Planning effort underway.
9. Authority for Park Rangers to write cites for nonpayment of park entrance fees.

Upcoming 2014 Challenges:

The desire of the BCC to maintain resources necessary to support CCSO inspection activities to enforce the no alcohol policy in County Parks and further increase CCSO presence on the river during the summer recreation season. County Parks has increased its 2014/15 parks operating budget allocation for deputies and compliance efforts by more than 25% over 2013/14 budget levels but there still remains a gap of approximately \$35,000-\$40,000 to meet the needed deputy staffing level for continued active inspection and enforcement of the no alcohol policy at the County Park boat ramps and parking areas.

CCSO further recognizes the need to increase its upriver presence on the Clackamas between Carver and Barton but is constrained by not having an adequate low draft jet boat that can navigate the waters during summer river levels and increased river usage. CCSO is budgeting for this capital expense in their 2014/15 budget.

FINANCIAL IMPLICATIONS (current year and ongoing):

Partners are contributing in-kind services and activities consistent with departmental budget objectives or specific grant deliverables to support implementation of the 2014 CREEW Action Plan as follows:

1. **DTD Engineering – \$1,000.** Staff time; monitoring; supplies/Materials
2. **Clackamas Safe Communities - \$1,500.** Staff time; safety signing
2. **Office of Children, Youth and Families – \$7,000.** Staff time, grant funds for signage and safety whistles; secure grant funds for CCSO overtime lines
3. **County Counsel (allocated costs) –** Staff time for review of Action Plan objectives
4. **PGA (allocated costs) –** Staff time for media outreach, funding for video production/distribution
5. **Office of Sustainability – \$1,000.** Staff time for coordinating with river partners; funds for river cleanup supplies and materials
6. **CCSO – \$70,000.** Marine Patrol seasonal staff; low draft jet boat; staff time for revising IGA with Parks, and update citation process; increased traffic patrol between Carver and Barton at beginning of season
7. **Parks - \$70,280.** Budget allocated for 2 Reserve Deputy FTEs; Event Staffing/Parking Marshals; Park Citation Book reprint; Multi-Use River Safety Kiosk; life jackets; Stash-the-Trash dumpster and garbage service.

The financial implications for implementing the 2014 CREEW Action Plan is estimated at approximately \$155,000. However, this amount is not an ongoing or annual expense. Much of the budget reflects one-time or start up expenditures or as part of the annual Parks operating budget. The exception being the \$35,000 to \$40,000 noted for increased deputy staffing levels to perform inspection and policy enforcement above what County Parks provides. It is anticipated that this supplemental amount would be needed for two to three years.

LEGAL/POLICY REQUIREMENTS:

Compliance with current County Parks Ordinance that provides specific authority for the CCSO to perform visual inspections of coolers that was adopted in August, 2013. The ordinance requires those refusing inspection be directed to leave the park premises.

PUBLIC/GOVERNMENTAL PARTICIPATION:

CREEW was formed following the end of the 2013 summer parks and river recreation season. CREEW is a collaborative, interdepartmental task force along with external river service providers.

- Clackamas County Parks
- Clackamas County Office of Children, Youth and Families
- Clackamas Safe Communities
- Clackamas County Traffic Engineering
- Clackamas County Sheriff's Office / Marine Patrol Unit
- Clackamas County Counsel
- Clackamas County Office of Sustainability
- Clackamas County Community Corrections
- Pacific Jet Boat Association
- Clackamas River Basin Council

OPTIONS:

1. BCC accepts CREEW Action Plan as written and will direct supplemental Policy Level funding to County Parks (or as determined) in the amount of \$40,000 to continue enforcement of the no alcohol ordinance at the current level.

2. BCC accepts CREEW Action Plan as written and will direct supplemental Policy Level funding to Parks at a lesser amount to be determined by the BCC during the budget process.
3. BCC accepts CREEW Action Plan as written but cannot commit any additional funding to meet gap funding requirements. .

RECOMMENDATION:

Staff respectfully recommends BCC to consider and approve Option 1 and direct County Administration to prepare a policy level budget amendment to the Parks budget as part of the budget process.

ATTACHMENTS:

- 2014 Clackamas River "Our River" Action Plan

SUBMITTED BY:

Division Director/Head Approval _____

Department Director/Head Approval _____

County Administrator Approval _____

For information on this issue or copies of attachments, please contact: Rick Gruen @ 503-742-4345

Fiscal Impact Form – Instructions

RESOURCES:

Is this item in your current work plan and budget?

- YES
 NO

START-UP EXPENSES AND STAFFING (if applicable):

County Parks is planning to hire 28.5 summer seasonals as part of its normal summer operation requirements. In addition, County Parks has budgeted \$15,000 to support needed Event Staffing and Parking Marshals to assist Parks Rangers and CCSO with traffic control and people movement. A portion of these funds can be made available as needed for direct reserve deputy expense. Partner contributions for implementing the CREEW Action Plan are provided as in-kind services through staffing and supplies/materials. Some direct expenditures are available through different partner grants.

ONGOING OPERATING EXPENSES/SAVINGS AND STAFFING (if applicable):

It is expected that ongoing operating budgets for 2015 and 2016 would be less due to certain one time implementation costs identified in the proposed 2014/15 budget requirement. Items such as the CCSO low draft boat, kiosk, signage, etc. are considered one-time expenditures to support implementation of the CREEW Action Plan.

ANTICIPATED RESULTS:

It is anticipated that if the CREEW Action Plan is successful over the next few years through positive outreach and education efforts to augment the current enhanced enforcement activity, we could begin to see a reduced need for the additional deputies as compliance is achieved and both on-river and in-park attitudes are positively influenced and changed.

COSTS & BENEFITS: N/A

Costs:							
	Item	Hours	Start-up Capital	Other Start-up	Annual Operations	Annual Capital	TOTAL
	Capital purchase						
	Office infrastructure						
	Training						
	Total Start-up Costs						
	Ongoing Annual Costs						
Benefits/Savings:							
	Item	Hours	Start-up Capital	Other Start-up	Annual Operations	Annual Capital	TOTAL
	Debt Service Savings						
	Total Benefit/Savings						



**Clackamas River Enforcement & Ecology Workgroup (CREEW)
Proposed
2014 Clackamas River "Our River!" Plan**

Prepared by:

Rick Gruen – Clackamas County Parks

Joseph Marek – Clackamas Safe Communities/Engineering

Tiffany Hicks – Clackamas County Office of Children, Youth and Families

Eben Polk – Clackamas County Office of Sustainability

Lt. Adam Phillips – Clackamas County Sheriff's Office

April 2, 2014

The Clackamas River provides a unique floating experience very close to the Portland, Oregon Metropolitan area. Easy river access, clear water and terrific scenery bring thousands of people to float the segment of the Clackamas River between Barton Park and Carver Boat Ramp each season. Crowding, alcohol, litter, and disorderly conduct have occurred during the hottest days of the year. Heaviest river use occurs between Memorial Day and Labor Day, particularly on weekends and when temperatures exceed 90 degrees.

The Clackamas River Enforcement and Ecology Workgroup (CREEW) was established to create a more inviting and family-friendly culture along this portion of the Clackamas River. With an alcohol ban and container search policy in place since August of 2013, the time is optimal create a culture of enjoyment of the river resource but also with more environmental stewardship at the two parks and along this river segment. A collaborative team including the Clackamas County Sheriff's Office (CCSO), County Parks, Office of Children, Youth and Families, the Office of Sustainability, Clackamas Safe Communities and County Engineering was formed and first convened in late 2013 to develop a plan to create a more family-friendly and safer culture at the parks and along the river.

The following sections provide a detailed proposal for the 2014 season as part of a multi-year effort to create a safer family-friendly environment along the river called *Our River!*

Life Jacket Loaner Program

Safety along the river is of the highest priority for the County. Over 90 percent of fatalities from drowning occur when victims were not wearing a personal flotation device (PFD). Each year, the Sheriff's Office conducts a number of water rescues and there have been two drowning incidents upstream from Carver Boat Ramp at an area called Kiplings Rock in the past five years. To promote safer river use, a Life Jacket Loaner program will be implemented for summer 2014 by Clackamas County Parks based on existing models by the US Army Corps of Engineers and Safe Kids.

Based on plans from the US Army Corps of Engineers, a multi-use river safety Kiosk will be constructed at Barton Park. The Kiosk will include signing and incorporate the life jacket loaner pilot program, *Stash the Trash* river cleanup bags and other river safety information. County Parks will coordinate the transfer of life jackets between Carver Boat Ramp and Barton Park with volunteers who will staff the kiosk Friday through Sunday and on days where heavier river use is anticipated. The schedule may vary based on use. County Parks Staff will be closely monitoring this new program.

In an effort to further increase the level of safety, the County will also provide whistles with each life jacket as well as whistles at the life jacket kiosk. The County is also examining the feasibility of partnering with local businesses with a discount coupon program for PFD's.

Tasks

- Rick and Steven Madkour to work on release form, disclaimers on PFD's
1. Reference document: www.seattleChildren.org/pdf/PFD-life-jacket-loaner-guide.pdf

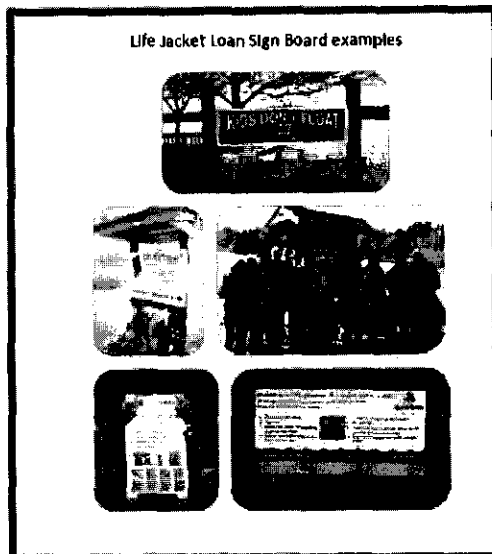


Figure 1: Examples of Life Jacket Loaner Kiosks (Source: Seattle's Children, Youth's Hospital)

Shuttle System

During high use times, parking capacity at Carver Boat Ramp is exceeded and river users park along County and City of Damascus roadways. At times, river users may park as far as a mile away and walk along roadways with no shoulders in order to access the river. Some parking is unsafe and requires regular law enforcement to ensure safety for the traveling public.

Several years ago, small private shuttles were started to transfer river users between Carver Boat Ramp and Barton Parks. The number of private providers grew to as many as eight. As these private systems have continued to operate, County Parks is taking an active role in coordinating the providers including issuance of special permits and designating loading and drop-off areas.

This effort will serve to relieve some parking issues in the vicinity of Carver Boat Ramp. As time goes on, the County plans to create a more robust shuttle service with higher capacity including special staging areas, but some park reconfiguration at Barton Park will be necessary.

Litter/Waste Management Plan

With the high number of river users during the peak season, litter and human waste is a concern. Clackamas River Basin Council (CRBC) has been a leader in reducing litter along the river and heightening public awareness about how the quality of the Clackamas River is important to fish, wildlife and all of the users who live work and play within the Clackamas River Basin. They have been the lead with the *Stash the Trash* program for many years. Other efforts are also underway by several local non-profit groups who support keeping the Clackamas River clean and healthy. The Clackamas County Office of Sustainability is coordinating the dedicated work of the various groups to maximize their effectiveness and highlight environmental stewardship as a key element when enjoying the river in a responsible and sustainable way.

CRBC is committed to continued efforts with the *Stash the Trash* program and helping with the *Down the River* cleanup effort each fall led by the *We Love Clear Rivers* organization. To support this stewardship goal, this program will continue with trash bags provided at various locations and river users will be encouraged to utilize the free bags to stow their trash appropriately as they enjoy the river.

In addition, there will be coordination with other groups such as *Pacific Jetboat Association*, riverside property owners and others to promote environmental stewardship and reduce litter in and along the river. Because of the high level of importance of water quality, a marketing plan and outreach will occur prior to, and during, the 2014 river float season. County Parks will coordinate pickup and disposal of the trash which may include refuse points along the river between Barton Park and Carver Boat Ramp as well as at each park.

The *Pacific Jet Boat Association* plans a second year of supporting trash can placement along the Clackamas River and may even add additional cans. This will be conducted in coordination with the *Stash the Trash* effort along the river. In addition, there is a desire to continue to have a portable restroom at Fishermen's Bend.

With many groups participating in different ways to help with environmental stewardship efforts, there is significant opportunity to coordinate with the various groups to have a very positive impact. As strategies are developed, it will be important to build in incentives and recognition for the efforts of these dedicated organizations, groups and individuals.

Alcohol and Other Message Signing

With the alcohol ban in Carver and Barton in place since August, 2013, staff has reviewed the signing within the two parks and will make minor changes plus add new signs. One goal is to make the message as positive as is feasible. Positive messaging will include use of the "TRP kids" which have been featured on bus vehicle wraps for Transportation Reaching People, operated by Clackamas County Social Services.

Proposed signs are listed below by park.

- Carver Boat Ramp Signing
 - Beginning of parking area – a large icon sign showing
 - Lifejackets required
 - No alcohol allowed
 - No littering
 - No glass containers
 - On restroom building - Large sign with regulations and park policies
 - Three outdoor feather banners promoting use of the park in positive way
 - Multi-Use Kiosk near restroom
 - Regulatory park signing
 - Safe river use
 - Stash-the-Trash
 - River map with information about hazards, litter drop sites, restrooms
 - Life jacket return information and deposit container
 - Placement of rescue donut with rope
 - Sign near park exit thanking people for coming to the park
- Barton Park Signing
 - Just prior to Barton Quarry turn off – a large icon sign showing
 - Lifejackets required
 - No alcohol allowed
 - No littering
 - No glass containers
 - Just prior to Park Information Booth off – a large icon sign showing
 - Lifejackets required
 - No alcohol allowed
 - No littering
 - No glass containers
 - On Information booth - - Large sign with regulations and park policies

- Main parking lot just past bottom of hill - three outdoor feather banners promoting use of the park in positive way
- At entrance to boat parking area - Three outdoor feather banners promoting use of the park in positive way
- To right of air station - Multi-Use Kiosk
 - Regulatory park signing
 - Safe river use
 - Stash-the-Trash
 - River map with information about hazards, litter drop sites, restrooms
 - Life jacket use information with hooks for life jackets
- Along roadway exiting the park - exit thanking people for coming to the park

Tasks:

- Determine size/colors of signs
- Build (contract of maybe sign shop)
- Install

Enforcement and Park Event Staff

Enforcement remains a critical component of culture change within the two County Park facilities. The foundation was established with the alcohol ban, and will be further emphasized and enforced during the 2014 season. While the efforts of this plan are anticipated to begin the process of culture change in the park, enforcement remains a fundamental element as the park transforms into a more welcoming and safe venue.

Since the alcohol regulations went into effect during 2013, many users learned of and complied with the "No Alcohol" rule. Because many users are repeat visitors, "zero tolerance" enforcement will be used inside the parks. In order to accomplish this enforcement levels need to be the same as what occurred during 2013 following implementation of the new "No Alcohol" regulation.

Event Staffing/Patrols

To supplement CCSO staff and provide a higher level of public interaction and observation, County Parks has proposed to hire event staff and/or "parking marshal's" to be stationed at the entrance of Barton Park and within the self-pay parking lot at Carver Boat Ramp. These personnel will be utilized during select times when park use is heavy and help direct traffic and ensure compliance with parking fees. In addition, these personnel will report illegal or unsafe behavior to CCSO.

Employee Training

Park Rangers and other key personnel that interact with the public on a regular basis will receive customized County training related to providing good customer service in a hostile working environment along with training to better help staff communicate effectively about the alcohol policy. This training will also be provided to contract employees such as hired event staff/security personnel.

Outreach

Outreach of the *Our River!* campaign includes efforts with County Public and Government Affairs. One video related to the Clackamas River has been made, and further messaging and media will be developed including, press releases, web and social media postings, Citizen News articles, videos, and publications and outreach in coordination with the on-site parks signing and themes. Staff is also vetting the idea of a 'pledge for the Clackamas' which would serve as a point of outreach and engagement, encouraging river users to make a commitment to clean, safe, and respectful use of the river.

Monitoring

A monitoring/evaluation plan will be developed and implemented to determine the level of success with the *Our River!* program. Most data collected will include Friday through Sunday from Memorial Day through Labor Day. Data will be acquired as part of evaluating the usage patterns of the two parks including, but not limited to:

- Barton Boat Ramp user counts
- Car counts and estimated vehicle occupancy at Barton
- Climate data
- Garbage volume on a weekly and seasonal basis

Also, there will be a BCC report back component including a summer progress report in August 2014. After the season is over, the CREEW team will evaluate the season's activity and data and make recommendations for the 2015 season and compile the information into a report presented to the BCC in January 2015.

Proposed 2014 Season Budget

Implementation of the *Our River!* plan relies on the collaboration of various County departments, each adding some resources for the collective goal. To that end, Table 1 provides a summary of the costs for the program during the 2014 river float season.

Department	Staff	OT/CCSO	Materials	Contracts	Total
Parks	\$ 5,280		\$ 9,000	\$ 56,000	\$ 70,280
CCSO	\$74,500				\$ 74,500
Children, Youth & Families Safe Communities	\$ 4,000		\$ 3,000		\$ 7,000
Engineering	\$ 1,000		\$ 500		\$ 1,500
	\$ 500		\$ 500		\$ 1,000
Office of Sustainability	\$ 1,000				\$ 1,000
Total	\$86,280	\$ 0	\$13,000	\$56,000	\$155,280

Table 1: Proposed *Our River!* 2014 Season Budget

Long Term Strategies

There remain long term strategies to be examined over the coming years. A current list of topics includes the following:

- PTZ CCTV cameras under carver bridge and on top of bridge
- AMR presence at Carver Boat Ramp– help with life jacket kiosk
- Expanded shuttle bus system, parking loading/unloading areas at Barton Park
- Barton Park reconfiguration to better serve day users
- Parking area for shuttle, cars, rafts
- Expansion of life jacket program to McIver, Riverside, Clackamette, High Rocks
- Water ambassadors to patrol river
- Rescue donut at Carver and Barton
- Examine water quality issues on river – possible future study to examine human impact on this regional water supply (would be led by water authorities taking water from the river)

Partners

Clackamas County is grateful for the commitment of the various non-profit organizations, citizens, interested groups and County departments. Because of the commitment and collaborative approach by all parties, there is an impressive list of partners committed to the *Our River!* Effort including:

- Clackamas County Parks
- Clackamas County Office of Children, Youth and Families
- Clackamas Safe Communities
- Clackamas County Traffic Engineering
- Clackamas County Sheriff's Office
- Clackamas County Office of Sustainability
- Clackamas County Community Corrections
- Pacific Jet Boaters
- Clackamas River Basin Council
- Friends of Barton Park – Don Burton, Bill Garity
- Mike Jordan – First Student
- We Love Clean Rivers; www.WeLoveCleanRivers.org

APPENDIX A

COUNTY CODE REFERENCES

County Code 6.06.030

Any County employee designated by the Director of Business and Community Services Department or any peace officer may request, as a condition of the license or permit to enter the County's park areas, that persons entering or about to enter allow inspections of all backpacks, briefcases, suitcases, athletic bags, packages, duffel bags, coolers, ice chests, picnic baskets, and other containers capable of concealing prohibited articles:

1. Inspections under this section may occur anywhere on park property. Persons possessing containers subject to inspection shall be informed that they are free to decline the inspection and then must immediately leave the park area.
 2. If a person already inside the park area possesses a prohibited article, that person shall be considered to have violated the license to enter and use the park area. The person's license is automatically revoked and the person shall be requested to leave immediately.
 3. Any person in violation of park rules is subject to citation and immediate trespass.
- C. The County shall display signs at entrances to the park area that generally identify prohibited articles and provide notification of the request for inspection. The signs shall generally describe prohibited articles; explain the potential request for inspection and the right-to-decline options. Similar explanations may be printed on parking receipts and where available may be displayed at ticket windows on County property where parking passes or admissions are regularly sold.