DRAFT
SEPT 2013

# Wapato
## STATE GREENWAY

## 2013 **COMPREHENSIVE PLAN**

OREGON STATE PARKS
Nature HISTORY Discovery

# Wapato State Greenway

## Comprehensive Plan
## September 2013
## Volume 1

OREGON PARKS AND RECREATION DEPARTMENT
SALEM, OREGON

The mission of the Oregon Parks and Recreation Department is to provide and protect outstanding natural, scenic, cultural, historic and recreational sites for the enjoyment and education of present and future generations.

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A letter from the Director of the Oregon State Parks and Recreation Department

As we adopt this plan for the Wapato State Greenway, Oregon's state park system is nearing the beginning of its second century. In that time, the role of state parks has grown into one that includes a natural resource conservation approach where people have places both to play and to connect with our spectacular natural home. Parks are our gift to future generations. We asked for and received knowledge and passionate opinions from many people who joined us in giving this gift. I am grateful to those who rose to the occasion and participated in this public planning process for Wapato.

Wapato is part of the Willamette River Greenway, a network of lands set aside to protect our watershed. A new comprehensive plan retains this original concept by identifying wetland restoration opportunities, but also helps identify and serve the current and future needs of the public who greatly value the visitor experience that Wapato affords. This document focuses on understanding what exists at Wapato, what is needed, and what could be. It describes park management values, goals, strategies, and actions that will conserve the landscape and enable careful access to it. The park maps and project descriptions provide the public, the Oregon Parks and Recreation Commission, and local governments with a basis for approving us to move forward.

Our ultimate goal for visitor experiences is to reinforce the bond with the great natural surroundings at Wapato, to raise the level of appreciation for the parks as a community resource, and to encourage community investment in its stewardship. If we succeed in these goals, the benefits and value generated will be a legacy for generations.

This plan sets direction to guide the park forward for many decades: stewardship of the environment is at the forefront, and recreation enhancement is modest and just enough to invite an introduction to the natural landscape for each visitor to the park. The thoughtful public and professional comments shaping this plan reflect the deep love visitors share for the park's natural beauty. This plan is thus a reflection of both the landscape and the people who care most about its stewardship. With a comprehensive plan in place and your continued support of Wapato, I have great confidence in our ability to make Wapato a thriving habitat and an outstanding natural retreat for generations.

Tim Wood
Director

# Table of Contents

Chapter 1: Introduction ..... 1

Chapter 2: Context ..... 5

Chapter 3: Resource Assessments ..... 9

Chapter 4: Visitor Experience Assessments ..... 19

Chapter 5: Agency Mandates & Approach ..... 27

Chapter 6: Public Involvement ..... 33

Chapter 7: Opportunities & Constraints ..... 39

Chapter 8: Values & Goals ..... 49

Chapter 9: Park Wide Strategies and Operations ..... 53

Chapter 10: Management Zones ..... 57

Chapter 11: Enhancement Projects Phasing ..... 69

Chapter 12: Reviews and Approvals ..... 71

Chapter 13: Appendices ..... 75

# List of Figures

Figure 1.1 Traditional Management Approach Diagram ..... 3

Figure 1.2 Park Visitors Inform Park Management ..... 4

Map 3.1 Composite Natural Resource Values ..... 15

Map 3.2 Wildlife Reserve Concepts ..... 17

Table 4.1 Columbia/Willamette Region 2011 User Occasions ..... 20

Table 4.2 Park and Forest Agencies Investment Priorities ..... 21

Table 4.3 Value for Benefits of Parks and Recreation Services ..... 23

Figure 5.1 Oregon State Parks in 2010 ..... 28

Table 7.1 Recreation Opportunity Setting ..... 42

Map 7.1 Existing Conditions ..... 43

Map 7.2 Natural Resource Opportunities and Constraints Map ..... 45

Map 7.3 Visitor Experience Opportunities and Constraints Map ..... 47

Table 10.1 Combining Opportunity Areas into Management Zones ..... 58

Table 10.2: Desired Natural Resource Conditions ..... 62

Map 10.1 Comprehensive Site Plan ..... 59

Map 10.2 Restoration Priorities and Prescriptions ..... 67

Map 10.3 Day Use Parking Area Design ..... 65

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# 1 Introduction

## A VISION FOR THE PARK

The Wapato greenway sits along the southern edge of Sauvie Island and is surrounded by an agricultural landscape that is beloved by the local community and popular with tourists. Wapato offers visitors a quiet, reflective, outdoor experience that benefits from the high quality and diverse natural resources on site. Hiking, biking, fishing birding, and picnicking are the most popular recreational activities. The natural resource diversity also provides an engaging outdoor learning space for visiting school groups. This plan sets out to preserve Wapato's already successful outdoor experiences and to enrich its natural resources through clear direction for management and restoration over the next 20 years.

Oregon Parks and Recreation Department (OPRD) recognizes that Wapatos stewardship is dependent on stewardship by the local community as well as Parks staff. The park needs help to achieve its natural and cultural resource goals. The skills of established partners and efforts of community members are obviously crucial. This plan represents a shared vision among those living in Multnomah County and on Suavie Island who have attended public meetings, OPRD, Lower Columbia Estuary Partnership nonprofit, and the citizens of Oregon.

Staff gathered information about resources and potential uses, including natural, historic/prehistoric, scenic, existing uses and recreational and interpretive opportunities,

plus information about the local community and the surrounding region. The process included three rounds of public meetings in Multnomah County. Mailings and meetings with interest groups provided many other opportunities for public comment.

In the Wapato plan, minor upgrades are identified for the existing picnic shelter, pathways, and parking area. A permanent bathroom facility is also recommended. The natural resources vision for the park includes the re-establishment of a viable wetland for salmon and other species to re-inhabit and the restoration and reintroduction of native plant communities. The plan outlines a visitor experience that allows park users to observe and partake in the restoration of this dynamic riverside ecosystem.

## NEED FOR A PLAN

A comprehensive plan focuses on resource stewardship guidelines, recreation concepts, operational management, and community partnerships. It describes park management values, goals, strategies, and actions that will conserve the landscape and enable careful access to those lands. The park maps and project descriptions provide the public, the Oregon State Parks and Recreation Commission, and local governments with a basis for approval of the plan. The plan serves as the basis for park management and development; operational strategies provide park managers with a basis for effectively taking care of the park and its day-to-day business.

The contents of this plan will be submitted to Multnomah County staff for their approval. After the comprehensive plan is adopted and approved by the public, Oregon State Parks and Recreation Commission and the two local counties, it becomes the basis for enacting the plan's goals, strategies and actions. The plan can be updated only through an official amendment, an action that requires this same approval process. An OPRD plan is usually amended every five to 25 years, depending on the circumstances.

## PLANNING FRAMEWORK

The Comprehensive Plan for Wapato State Greenway accomplishes three tasks:

1. Meeting OPRD's legal obligation to provide a plan for local land use and state-level approval.
2. Setting the vision, goals, concepts and actions to guide park development and operation.
3. Establishes a library of assessments to help park managers succeed with their stewardship mission.

This plan works for a variety of audiences: the visiting public, park manager, county planners, local communities, and partner agencies. First and foremost, the comprehensive plan represents the vision of the public and describes their vision and intent for the park. The park manager at Wapato will use this volume to manage the park. Multnomah County will review this volume for compliance with the County comprehensive plans. Our partner agencies will work with us to ensure the plan is implemented. Local communities can use it in partnership with us to enhance the Willamette River Greenway as a place to live, and as a thriving, ecological system with minimal recreational use.

This plan contains the park vision and goals, and will guide overall park management. It also lists more specific strategies and actions. This plan, usually updated every 20 years, contains:

- Agency's purpose for the park
- Brief park history and regional context/role
- Overview of park natural, cultural, and scenic resources
- Overview of park recreational uses and facilities
- Overview of park operations
- Summary of stakeholder and public partnerships
- Summary of physical and operational opportunities and constraints
- Park values and management goals
- Strategies and actions based on the values and goals; including resource prescriptions, recreation activities, supporting facilities, programs, staffing, and partnerships.

Volume Two will define the vision for Wapato State Greenway in greater detail, including:

- Natural Resource Management and Action Plans
- Cultural Resource Management and Action Plans
- Scenic Resource Management and Action Plans
- Visitor Experience assessments
- Design Guidelines relating to development proposals
- Public Safety and Emergency Management Actions
- Sustainable Management Plan
- Community Engagement and Partnerships
- Marketing and Concessions
- Maintenance Management Plan
- Administrative Operations.

## PLANNING PROCESS

The planning process for public involvement is also outlined in state rule. OPRD goes beyond the state rule to ensure extensive public consultation and input for this plan. In general, this includes:

- Informal and formal public and stakeholder involvement before issuing a final draft plan
- Formal hearings for reviewing the plan
- Director and Oregon Parks and Recreation Commission support for amending state rule to include this plan
- Approving the plan through local jurisdictional land use.

The first step is to confirm the department's management intent and vision for the park. For new parks, this is usually outlined in a report to the Oregon State Parks and Recreation Commission before the property is even acquired.

## MEASURING SUCCESS

Measuring the success of a new park can be difficult. Implementing this plan will include several layers of analysis to determine how successfully OPRD has translated the needs of the local community, statewide community and the agency as a resource steward into discrete actions that uphold the department mission and adhere to the park vision. The primary method for determining success is to apply a traditional project management approach based on cost, scope, and schedule (Figure 1.1). The planning process identified many actions; each of these actions has costs, schedules, and scopes of work. The tasks will be refined and prioritized based on available budgets and park needs as Wapato State Greenway is established. The park manager, with the district and region manager, will prepare work plans to accomplish high priority items.

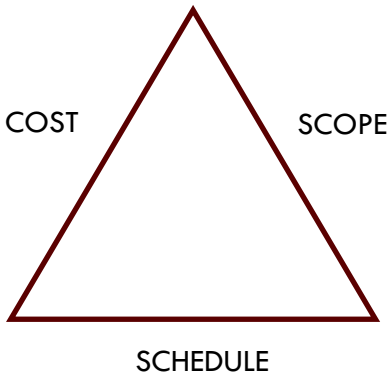



Figure 1.1 Traditional Management Approach Diagram

The planning process helps define the expected or desired visitor experience and helps identify successes and areas needing improvement. A broad community engagement effort—to reflect community and visitor needs and expectations—was essential to the planning process (Figure 1.2). The expected visitor experience becomes a measure of success that will help evaluate the implications of a change to cost, scope, or schedule.

The quality of the experience inherent in the visitor's expectation can be analyzed in several ways. The park manager can use the visitor experience to help prioritize and schedule tasks that will help meet (or exceed) visitor expectations or improve the overall quality of the visit. In most cases this will be a simple comparison with facilities or recreation experiences.

Visitor comments from park advisory committee members and local stakeholders give a deep understanding of the visitor experience. Including the visitor experience as a measure of quality also helps capture some of the intangible elements of park development related to resource protection and enhancement.

Finally, measures also help evaluate the effects of changes to the park budget, and communicate those effects and their related trade-offs. Much of this analysis is contained in Chapter 9.

The finite budget for the park must be prioritized to accomplish a wide variety of tasks and actions. Due to changes on the ground, emergencies, and unanticipated park needs, annual plans will require changes. The criteria presented here can help identify ways that tasks and action plans can be adjusted with a conscientious effort to consider impacts to visitors and other resource values.

Figure 1.2 Park Visitors Inform Park Management

# 2 Context

## ON THE EDGE

Wapato is situated within a vast network of riparian ecosystems. Its unique location on the Multnomah Channel, just upstream from the Willamette River, provides a snapshot of the ever evolving riparian edge. The wetland at the heart of Wapato provides for a variety of fish species to harbor, turtles and amphibians to live, and an excellent destination for birds to touch down, feed, and nest. As a reserve, the dock and existing trail at Wapato deliver an opportunity for visitors to experience the rise and fall of the river and the many flora and fauna it breeds.

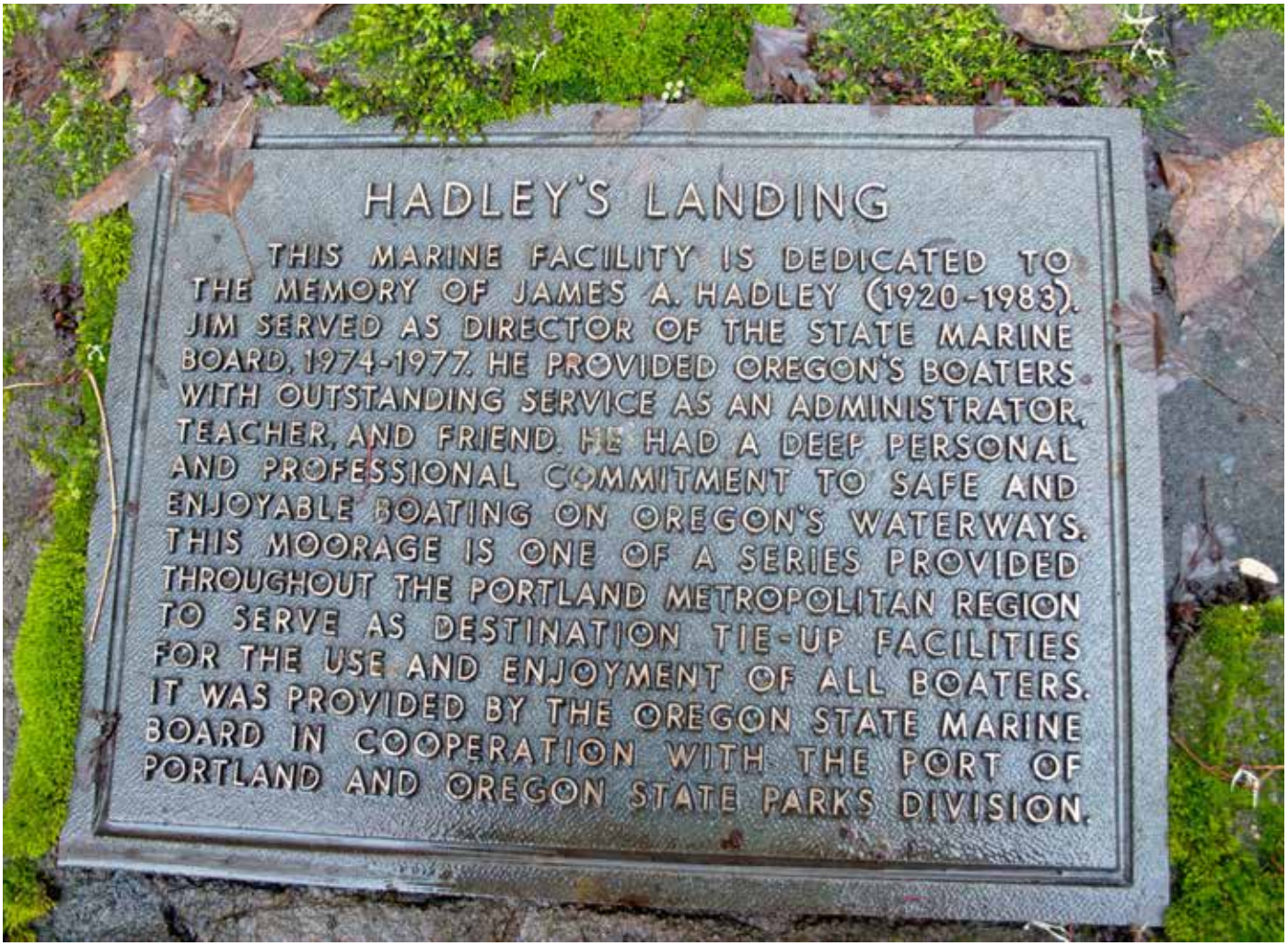
Visitors to Wapato can access the park from a gravel parking lot and trailhead located off of the N.W. Sauvie Island Road. Gillhan Loop Road on Sauvie Island. Just north of Portland off of Highway 30, Sauvie Island is a weekend destination for many urbanites especially during the autumn harvest and summer beach seasons. Sauvie Island residents have already established a great appreciation for this wildlife refuge and wish to let it remain as a local treasure for future generations.
For local residents Wapato State Greenway is an

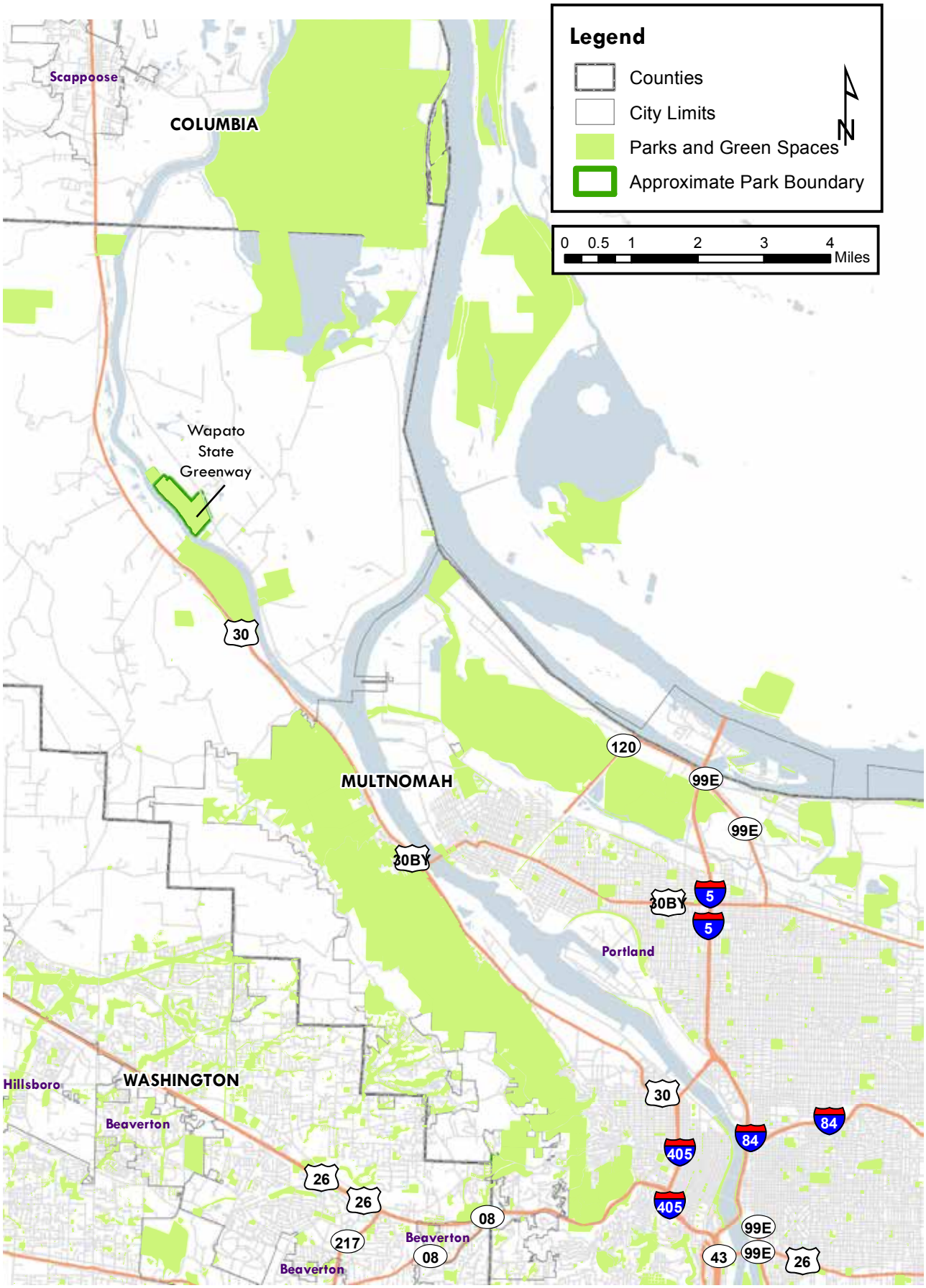
unparalleled natural resource for recreation and access to Multnomah Channel. Additionally it is one of the few public natural areas on the island where hunting is prohibited, making it a safe choice for outdoor recreation during the hunting season. For urbanites, Wapato is one of limited opportunities on Sauvie Island for parking without a permit, allowing public access to a natural area for everyone.

## THE WILLAMETTE RIVER GREENWAY

The Willamette River is a vital, multi-purpose waterway that touches the lives of millions of people. It provides ports for commercial barges and oceangoing ships, irrigation for crops sold worldwide, an abundant fishery, and recreational opportunities. Nearly 70% of Oregonians live within 20 miles of the Willamette River, and some may not even realize it. All the more reasons to preserve, protect, and enhance its many shores. It is the responsibility of OPRD and surrounding communities to continue to foster an appreciation for the Willamette River and its numerous benefits.

Wapato sits within the Willamette River Greenway program area which identifies the need for scenic recreational and natural resources to be fostered and protected. That is why, in recent years, Lower Columbia Estuary Partnership has identified Wapato for an estuary enhancement project.




Legend
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# 3 Resource Assessments

## PARK ASSESSMENTS

OPRD prepares resource inventories and assessments as a basis for resource management and recreation planning. This chapter summarizes the findings of resource inventories and assessments for Wapato State Greenway. Assessments include natural (abiotic and biotic), cultural (historic and prehistoric), and scenic (landscape character and views). The regions discussed in this chapter include the Portland Metropolitan Area, the Willamette Valley Ecoregion, and the Sauvie Island area, including OPRD, private, and other public ownerships.

Summary maps are included in this document for the major resource assessments in addition to the Composite Natural Resource Value Assessment Map. Detailed resource maps and technical reports not published in this document are available at the OPRD headquarters office in Salem and on the OPRD web site.

## LANDSCAPE CONTEXT OF THE PARK

Topographically, the study area is centered on low and relatively flat ground in the flood plain of the Willamette and Columbia Rivers. The study area has very little variation, and is best characterized as low rolling land surrounding a wet depression historically known as Virginia Lake, which holds water for much of the year (Note: The water body truly functions as a wetland, not a lake). Elevation within the study area ranges from 9 to 63 feet above sea level. Much of the property is within the 100-year flood plain of the Willamette River.

General landcover types present include, open water, marshland, riparian forest, upland forest, grassy areas, and shrublands. While the vast majority of the property is undeveloped and natural, the study area includes many artificial features.

The immediate vicinity includes several other prominent natural areas managed by the Oregon Department of Fish and Wildlife, Metro, and the US Fish and Wildlife Service. Much of the natural habitat land use is located along the mainland bank of the Multnomah Channel of the Willamette River and in a variety of locations on Sauvie Island. These natural areas are well situated relative to each other, and provide collective function that adds more value than just the sum of their individual habitat values because of migration, dispersal, and other aspects of biological movement.

## HISTORICAL AND PREHISTORIC VEGETATION PATTERNS

The broad vegetation types presumed to be present on much of the site prior to and soon after European-American settlement are assumed to be marshland, open water, riparian hardwood forest, Oregon white oak-Douglas fir forest, upland prairie, riparian and scrub-shrub wet shrubland, and wet prairie. Forest density and distribution changes are not known with certainty, but it is likely that dense coniferous forest is much more prominent on the property today than it was before European settlement. There is very strong evidence that the site's vegetation was managed by Native Americans in the past, and this management probably involved burning and other treatments that would have resulted in reduced conifer stocking, more open savanna habitats, and wapato marshland (wapato was a staple food plant of most native Americans along the Columbia and Willamette Rivers, and Sauvie Island was formerly

known as Wapato Island). Anthropogenic hydrological alterations have had significant impacts on the vegetation and ecology of the wetland and floodplain portions of the property.

## CURRENT VEGETATION PATTERNS

The study area's vegetation is a combination of forested areas, emergent wetlands, woodlands, scrub-shrub wetlands, weedy shrublands, reed canarygrass meadows, non-native grasslands, and submerged and aquatic plant communities. Forest habitat types are varied in both age and species composition. Major forest types present in the study area include riparian hardwood forest, oak woodland, maple forest, Douglas-fir forest, and oak-ash forest. The reed canarygrass grasslands are primarily seasonally flooded. As spring water levels recede in the summer, the land that is exposed is mainly characterized by reed canarygrass. More upland grasslands have higher species diversity, but are almost completely non-native in species composition. Portions of the Virginia Lake complex of permanently and seasonally flooded areas also include wetter habitats that range from Bidens meadows to floating parrotfeather and lady's thumb communities. Areas where Seasonal flooding is shorter-lived are usually dominated by either shrubland or forest, unless mowed and maintained as open.

The distribution and composition of the many plant communities and vegetative habitat types found are on property are described in detail in the 2011 vegetation inventory report.

## WILDLIFE PRESENCE AND USAGE

Wapato Access Willamette River Greenway is a well-used wildlife area, particularly for marshland birds. The property provides habitat for a range of fish and wildlife species that includes 5 listed animal species.

Some of the most important species to note that are either known to be present or for which presence is possible or likely include:

- Chinook Salmon
- Coho Salmon
- Steelhead Trout
- Bald Eagles
- Columbia White-tailed Deer
- Western Pondturtles
- Red-legged Frogs and other aquatic amphibians
- Acorn Woodpeckers
- Slender-billed Nuthatches
- Western Bluebirds
- Willow Flycatchers
- A number of native bees.

## HABITAT CONNECTIVITY

Connectivity is the degree to which a landscape helps or disrupts the ability of an animal to move and acquire resources (Fahrig and Merriam, 1985). Without habitat connectivity individuals may be unable to move between patches, and the population is more susceptible to disease, population pressures, predation, and extirpation from natural disturbance like fires and human-caused disturbances that impact their habitats. Continuing land-use changes as well as the emerging threat of climate change make the need for habitat connectivity even more critical, as many species will need to adapt to a changing climate by moving across the landscape.

The Willamette Valley has experienced significant habitat changes and landscape conversions, and few remnant natural areas remain. As a result, preservation and enhancement of the natural resources within Wapato is of critical importance in the larger network of the natural landscape. Wapato provides an important link in potential wildlife corridors spanning Sauvie Island from Sauvie Island Wildlife Area, through private lands, to natural areas across the Multnomah Channel.

Since most of Wapato is bordered by private ownership, providing habitat connectivity across private lands will involve extensive planning and agreements with land owners, and may not be feasible. This reduces the potential connectivity for terrestrial species such as amphibians and small mammals; however, habitat connectivity for aerial insects, birds, fish, and large mammals to the surrounding natural areas is possible.

The Sauvie Island Wildlife Area draft site management plan was reviewed by OPRD staff to assist in development of management strategies that complement

the management strategies. Wapato can provide connectivity for a number of wetland and grassland-obligate bird species that may not utilize the site for breeding (ODFW, 2009). In addition, a Backyard Habitat Certification program developed by the Portland Audubon Society, Lower Columbia Land Trust, and Friends of Tryon Creek State Park is increasing available habitat in the Portland metro area. These connections provide an outlet for dispersal for aerial insects and birds, and in some cases amphibians and reptiles. Wildlife movement from Wapato to the remainder of the island may be impaired by Sauvie Island Road, especially for slow-moving terrestrial species such as amphibians and reptiles. Assessment of wildlife crossings at Wapato would be beneficial to understanding connectivity for these species. Additional connections by land-use agreements with adjacent land owners would increase population stainability within the park, and should be developed where feasible.

## AQUATIC HABITATS AND HYDROLOGY

Hydrological alterations affecting the property are very important from an ecological perspective. Alterations that affect the property include:

- The advent of flood control and hydroelectric dams on timing and volume of the annual flood freshets in both the Willamette and Columbia Rivers

- Analysis of hydrology data from the last 100 years shows that overbank flooding has decreased radically as a result of man made impoundments upstream. Since overbank flooding is what supplies the Wapato property with the vast majority of its annual inundation, decreases and changes in timing of flood events can radically change the character of the properties wetlands.
- At least one drainage channel has been dug to drain the Virginia Lakes basin in the last 150 years, presumably to make more of the property suitable for agriculture.

Hydrological alterations to the local landscape have generally decreased the duration and depth of inundation of wet areas, which decreases habitat value for birds and amphibians in addition to encouraging proliferation of certain invasive plant species and contraction of the extents of important marshland habitats.

## ECOLOGICAL CONDITION

Much of Wapato Willamette River Greenway is currently rated as being in poor condition, and around one fifth of the park is in marginal condition, mostly due to large-scale infestations of exotic plants. The best ecological conditions are located in dense forest and shrubland habitats without trail or road access and with little light penetration through the overstory canopy to support the growth of invasive plant species. Restoration efforts are underway and have improved habitat quality in some important areas (particularly in oak savanna locations) but condition in these areas is still significantly degraded by invasive species.

## OVERALL NATURAL RESOURCE VALUE RATINGS

As a basis for natural resource related planning decisions for the park, OPRD natural resource staff rated the ecological value of existing plant communities, at-risk plant species, water features, and wildlife habitat. The distribution of these individual-resource values were mapped across the park landscape, and then overlaid to obtain a Composite Natural Resource Value Map. The values rating system has four levels ranging from highly valued (1) to very low value as functioning ecosystem elements (4). Each of the four value ratings (1-4) indicates an appropriate level of resource management and the level of recreation that can occur for corresponding

mapped areas of the park. Areas of the highest recorded resource value (1) also have the highest level of protection and conservation value. The *Composite Natural Resource Value* map (Map 3.1) is included at the end of this chapter.

## CULTURAL RESOURCE VALUES

The probability zone map for Wapato is completely yellow indicating a high probability for finding subsurface cultural resources. This particular greenway has never had a complete archaeological survey, and nothing has been reported to be found on the surface of the trails. There is a significant archaeological site about 1 mile upstream, Sunken Village, that Village that is listed on the National Register of Historic Places. Also, the Confederated Tribes of Grand Ronde, Confederated Tribes of Siletz and Confederated Tribes of Warm Springs have all indicated this area as an ethnographic location for the collection of wapato and have encouraged OPRD to manage the natural resources to encourage the growth of wapato.

## VIEWPOINTS, VIEWSHEDS AND SCREENING ASSESSMENT

Scenery at Wapato is defined by views across the wetland and of Multnomah Channel. Scenery is heightened by the various natural conditions and the presence of wildlife species. Some of these views include:

- Wetland view from wildlife viewing platform
- View of Multnomah Channel from outer trail lookout.

# Wapato Access
# Composite Natural Resource Value Ratings

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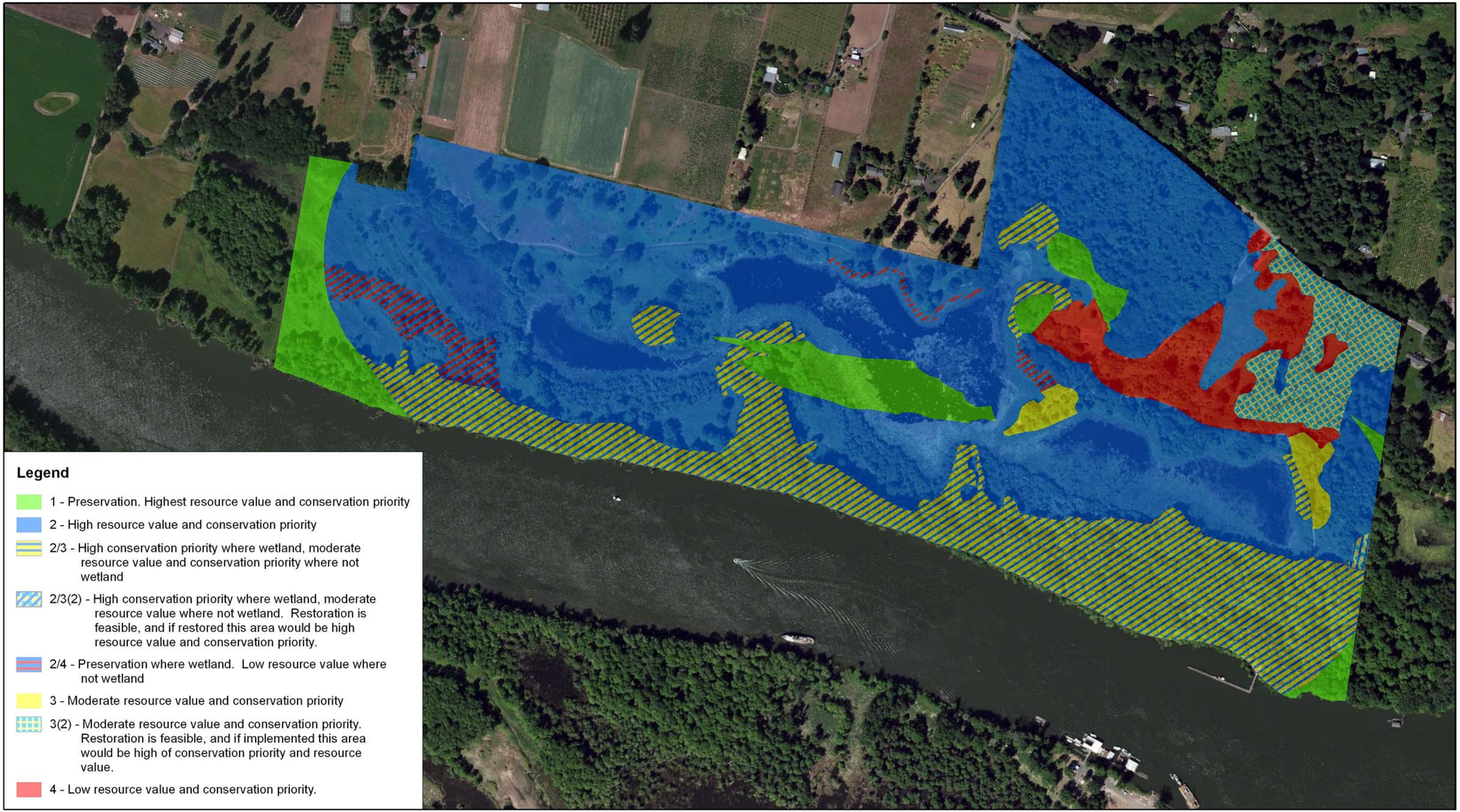


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P:8/9/2011
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# Wapato Access WRG
# Wildlife Reserve Concepts

- Park Boundary
- Reserve Area 1
- Reserve Area 2
- Reserve Area 3

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# 4 Visitor Experience Assessmnts

## REGIONAL RECREATION

To help park providers know what kinds of new facilities and parks might be needed in a region, studies are undertaken to understand recreation trends and demands. These include assessment of the future recreational demand for different types of activities, how that demand changes over time, and surveys of public opinion about participating in future recreational activities. This section outlines regional recreational use estimates, trends and needs for the planning region that includes Multnomah County, as well as the entire state. Understanding regional needs provides a broad picture among all parks, public lands and park providers of the type of activities that will meet public demand in the region. The regional demand for Multnomah County indicates the hope for increased opportunity for wildlife viewing, interpretive elements, and trails. Wapato, therfore provides highly valued recreation opportunities and needs to be thoughtfully managed to preserve valued visitor experiences.

Wapato has been assessed relative to its location along travel routes and in relation to other parks. The potential for meeting recreational needs that may be appropriate at Wapato were assessed against the known resource values, and physical and infrastructure constraints at the site. Final recommendations about what will be provided at Wapato are outlined in Chapter 9, Parkwide Strategies and are described in detail in Chapter 10, Park Management Area Concepts of this plan.

## REGIONAL RECREATION PARTICIPATION ESTIMATES

The Oregon Outdoor Recreation Survey was conducted to estimate annual participation levels with recreation participation estimates were measured in "User Occasions." A user occasion is defined as each time an individual participates in a single outdoor recreation activity. The boundaries for Oregon Statewide Comprehensive Outdoor Recreation Plan (SCORP) Planning Region 2: Columbia/Willamette includes Portland where Wapato is located. Table 4.1 lists those outdoor recreation activities that had the top annual

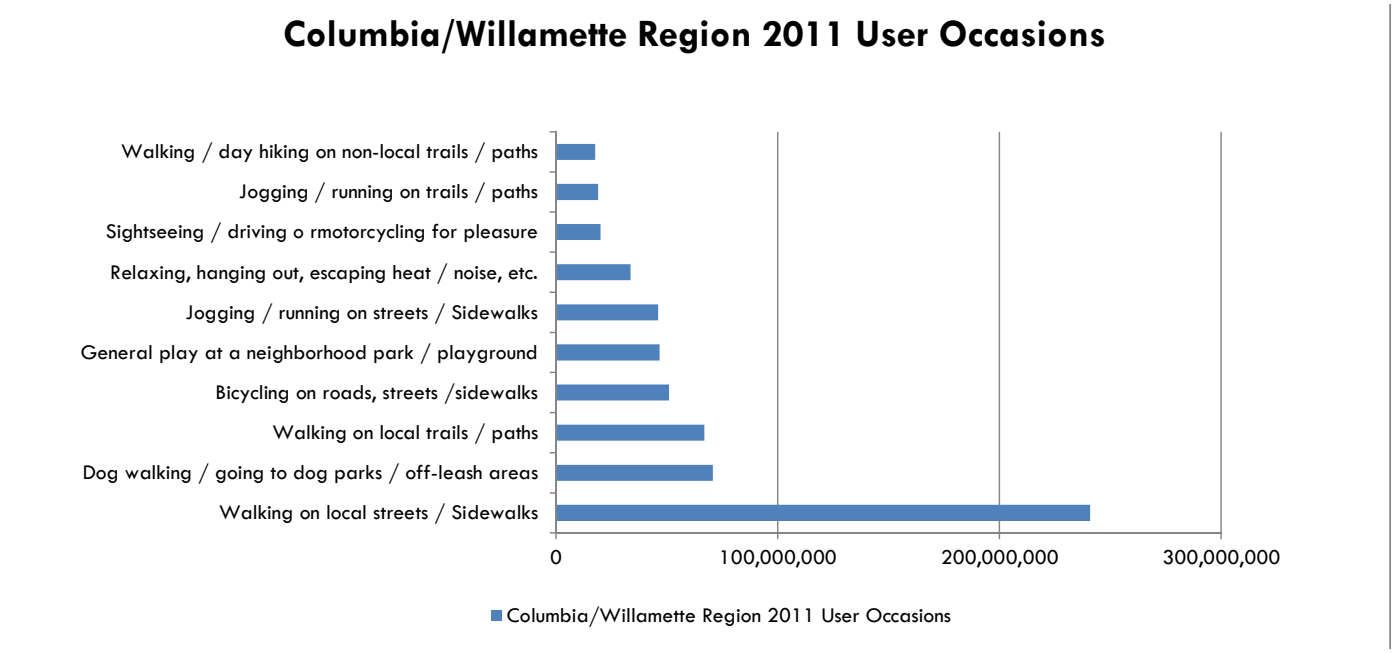


Table 4.1 Columbia/Willamette Region 2011 User Occasions (OPRD SCORP DATA)

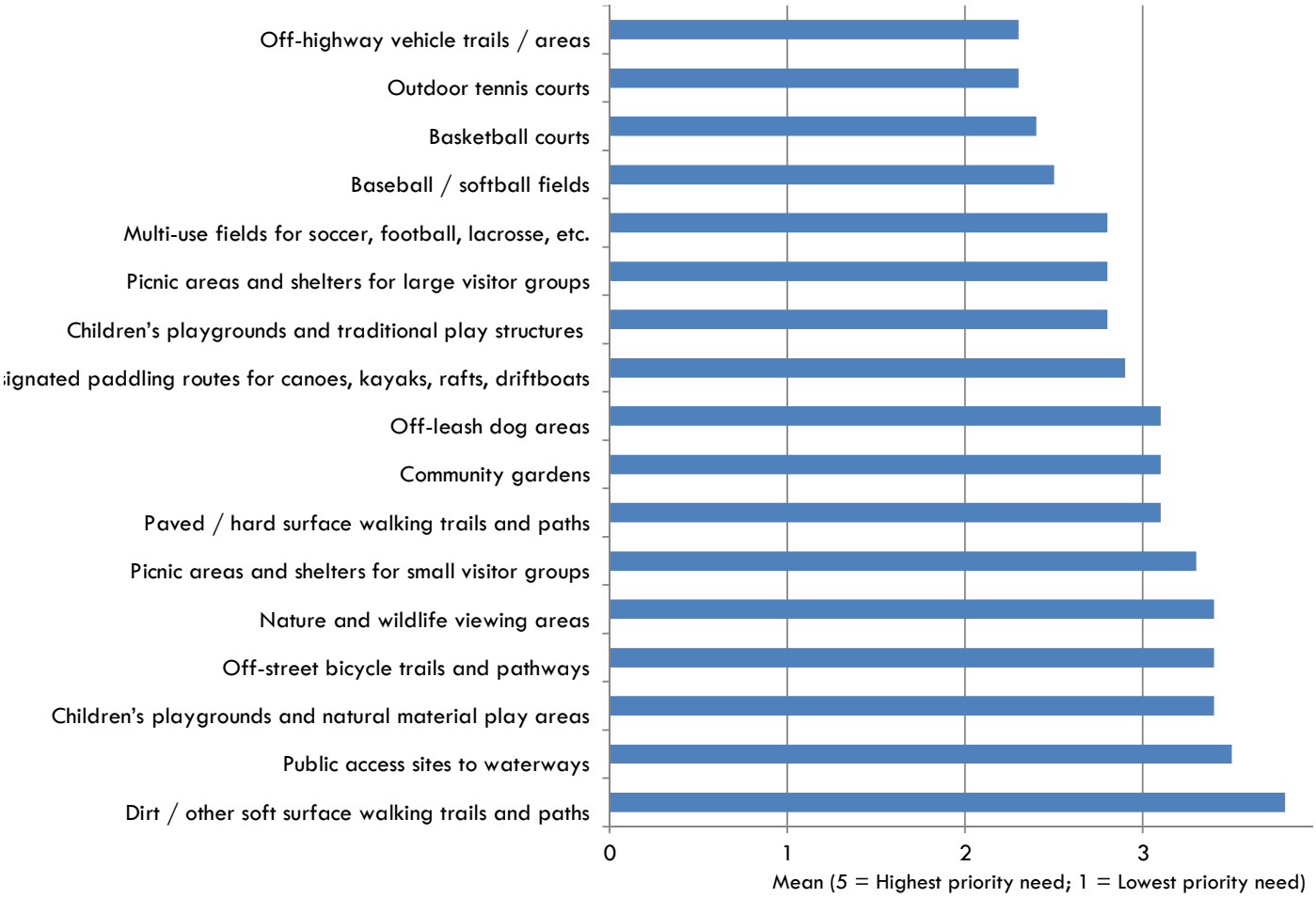


Table 4.2 Park and Forest Agencies Investment Priorities (OPRD SCORP DATA)

participation estimates in 2011. The most popular activities occurring in this region include walking on local streets and trails, dog walking, bicycling, playing at a playground, running for exercise, relaxing and escaping heat or noise, and sightseeing.

## REGIONAL RECREATION PARTICIPATION TRENDS

Another method of identifying recreational demands is to look at how participation for a comparable set of activities changes over time to determine which activities are growing and which are becoming less popular. For the SCORP analysis, recreation participation estimates from the 2002 Oregon Outdoor Recreation Survey were compared to participation estimates from the 1986-1987 Pacific Northwest Outdoor Recreation Survey.

Below are the five outdoor recreational activities with the largest increase over time in participation (growth activities).

Participation growth activities in SCORP Columbia Planning Region 2 & Willamette Planning Region 3 include:

- Nature/Wildlife observation (+254%)
- Golf (+224%)
- Using Playground Equipment (+114%)
- Baseball (+131%)
- Sightseeing/Driving for pleasure (+69%)

Wapato already supports the top activity, Nature/ wildlife observation. Additionally, 2011 SCORP survey participants were asked about their opinions on priorities for the future in and near their community. Respondents were asked to rate several items for investment by park and forest agencies using a 5-point scale (5 = Highest priority need and 1 = Lowest priority need).

Items were developed by the steering committee, representing several municipal-type areas and beyond. Table 4.3 reports Columbia/Willamette Region results, with items listed in descending order by mean priority ratings. The top priority needs for Columbia/Willamette Region residents are soft surface walking trails, access to

waterways, playgrounds with natural materials (Natural Play Areas), off-street bicycle trails and nature and wildlife viewing areas. Picnic areas for small groups, paved walking trail, community gardens and off-leash dog areas rated high as well.

Nine of the seventeen items mentioned as desirable are available at Wapato, with seven of the items ranking highest on the list. In consideration of the limited opportunities for some of the items mentioned near urban development, such as wildlife viewing or access to waterways, Wapato is of remarkable value to the immediate community.

SCORP survey participants in the Columbia/Willamette Region that participated in outdoor recreation activities were also asked their opinions related to the benefits provided by park and recreation agencies. First, respondents were asked to rate each benefit type based on how valued it is using a 5-point Likert scale (5 = Highest priority need and 1 = Lowest priority need). Table 4.4 reports Columbia/Willamette Region results.

## REGIONAL RECREATION NEEDS ASSESSMENT

The 2008-2012 Oregon SCORP planning effort used additional methods to understand recreational needs. This included a county-level analysis to identify priority projects for grant funding.

## REGIONAL TRAIL ASSESSMENT

OPRD staff completed a series of nine regional trail issues workshops across the state, as part of the Oregon Trails 2005-2014 Statewide Action Plan. Trail issues were defined as any high-impact issue related to providing recreational trail opportunities within the region. At each regional workshop, participants voted to identify top priority issues. An emphasis on the provision of non-motorized trail systems and water trails, statewide emerged as the top priority for trail users. Trails require interagency partnerships to ensure good experiences for visitors and effective management of the sites and lands along them. Adequate trailheads are needed to support peak use and the desired amenity level.

Non-motorized Trails:

- Need for trail connectivity within the region providing access from urban to rural trails, connections between public facilities, parks and open space and connections from state and regional trails to community trails.
- Need for additional non-motorized trails (for all user types) – especially in close proximity to where people live.
- Need for additional funding for non–motorized trail acquisition and development. Potential strategies include allocation a certain portion of the state's lottery fund; acquisition of fee title, easements, and land exchanges; and ways to allow users to pay for trail facilities and services.

# Value For Benefits of Parks and Recreation Services

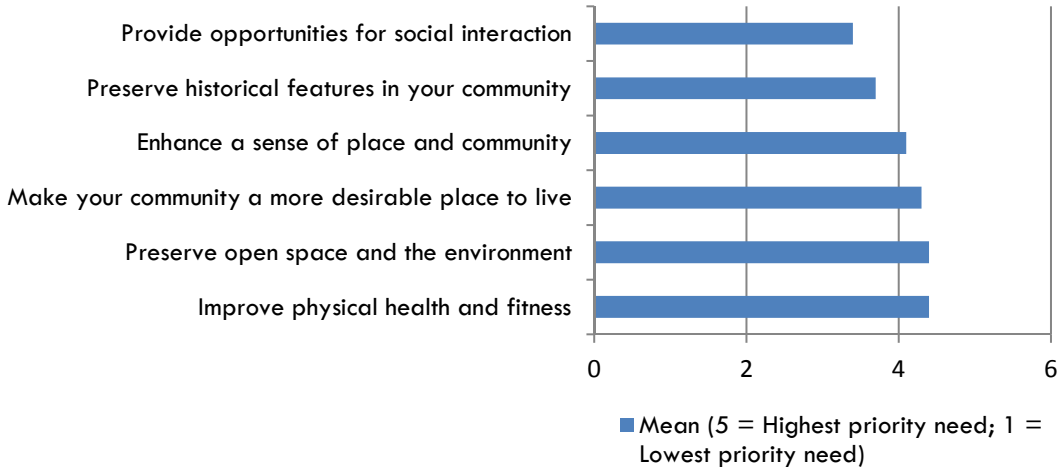


Table 4.3 Value for Benefits of Parks and Recreation Services (OPRD SCORP DATA)

At the statewide level, top non-motorized trail issues include:

- Statewide Issue A: Need for trail connectivity
- Statewide Issue B: Need for trail maintenance
- Statewide Non-Motorized Trail Concern 1: Need for more trails in close proximity to where people live
- Statewide Non-Motorized Trail Concern 2: Need for additional non-motorized trails.

Wapato acts as a significant connectivity gateway as a largely protected area of water and wilderness stretching along the Columbia River.

## PARK NATURAL, HISTORIC, CULTURAL AND RECREATIONAL FEATURES FOR INTERPRETATION

**Natural**

The following natural features should be prioritized for increased interpretive programming at Wapato:

Wetlands and Related Riparian Habitat

Extensive seasonal and permanent wetlands are found on-site. These habitats seasonally attract large populations of waterfowl and songbirds for nesting, feeding and migration stopovers.

Amphibian Habitat

With extensive wetland habitats present, diverse populations of amphibians are attracted to this site and provide good opportunities for observing amphibians in their native habitat.

Oregon White Oak and Hardwood Habitat

Large Oregon white oaks can be found in the uplands around the wetland habitats. Other extensive hardwood forests grow on portions of the site.

Quality Wintering Bird and Breeding Habitat

- The Important Bird Area (IBA) Program is an international program sponsored by Bird Life International with support from the National Audubon Society (locally Audubon Society of Portland) that identifies outstanding lands for birds, and builds an interconnected network of areas that are recognized for their conservation value.

- Wapato Greenway is part of the 12,000-acre Sauvie Island IBA, which is one of over 9,000 IBA's worldwide. Since 2009, systematic bird counts have been completed by volunteers ("citizen scientists" – citizen's trained in the collection of wildlife and environmental information) at specific locations in the park tallying nearly 100 species of birds. The park area contains important wintering and breeding habitat for waterfowl and song birds.

**Cultural**
The following natural features should be prioritized for increased interpretive programming at Wapato:
Native American use and cultivation of the Wapato

- Historically, the native peoples who lived here on Sauvie Island were Chinookan and spoke the Chinookan language and, according to a National Park Service report, were a part of "one of the highest population densities" of the Lower Columbia River area during pre-contact times (http://www.oregon.gov/oprd/HCD/docs/courier_206.2.pdf).
- The island was an important source of Wapato – a wild potato cultivated in wetland areas by native peoples. Some documentation shows that this food source was traded up and down the Columbia River with other tribes.

Multnomah Channel Access (fishing and boating)
Located directly on the Multnomah Channel, the park provides access to the water from the land and vice versa at Hadley's Landing. As a stop on the Willamette River Water Trail, Wapato Greenway attracts boaters, kayakers and yachtsmen to stretch cramped legs on the land. Anglers are also attracted to this river access site for fishing.

## OVERVIEW OF VISITOR MARKETING AND AUDIENCE IDENTIFICATION

**Visitor Group Descriptions**
Visitors to Wapato Greenway can be divided into the following interest groups:

Primary:

- Sauvie Island residents
- Day travelers to Sauvie Island (generally Portland Metro residents)
- Anglers
- Birdwatchers
- Boaters along Willamette Channel (Hadley's Landing).

Secondary:

- Interpretive program attendees (i.e. bird walks, etc.)
- School groups – field trips (seasonal)
- Organized groups (picnic shelter).

**Desired visitor experience**
What experiences do visitors want when they visit Wapato Greenway? The matrix below summarizes the interests and desires that particular visitor groups may have for their visit. To confirm these assumptions, visitor surveys would need to be conducted in the park.

**Desired Experience at the Park**
*Trail walkers & hikers:* A quiet and peaceful experience enjoying being outside with family and friends; wayfinding; marked trails maps at entrances; adequate parking; free location to explore.

*Birders:* Ability to see birds in a natural setting without disturbances; safe natural trails; adequate parking.

*Groups:* Enjoy being outside in a safe and comfortable setting; restrooms; clean picnic shelter; advance reservations for shelter; pack in – pack out information in advance; adequate parking.

*Boaters:* A place to land to take a break with restrooms; gathering for overnight stays and social events.

*Locals:* Free location on the island to explore and walk.

# 5 Agency Mandates & Approach

## THE MISSION

The mission of the Oregon Parks and Recreation Department is to provide and protect outstanding natural, scenic, cultural, historic and recreational sites for the enjoyment and education of present and future generations. This gives the agency a dual mandate: serve people by operating the state park system and protect park resources so future generations may also understand and enjoy them.

Each of our parks is an individual place where people play, picnic, camp, rest, hike, renew and everything in between. They are an everyday reminder of the things that make Oregon great, and their very existence is a testament to what Oregonians collectively value.

Oregon's outdoor recreation and cultural heritage values are explained in state law; Oregon Revised Statute Chapter 390 opens by stating the well-being of Oregonians is in large part dependent upon access to the state's outdoor recreation resources for their physical, spiritual, cultural and scientific benefits.

The Oregon Parks and Recreation Department is empowered by state law to provide outdoor recreation and heritage programs and plans. The Oregon State Parks and Recreation Commission (the department's citizen oversight body), positions the agency to function at a high level by aligning programs to the powers and duties granted by state law, and by observing and planning for emerging trends. Those laws direct the department to focus on four areas:

1. State Park System: Create and run a state system of parks that protects and manages resources in order to provide recreation opportunities.
2. Natural resources: Exercise forward-thinking, sustainable land stewardship in state parks and along ocean shores and state scenic waterways. Protect state park soils, waters, plants and animals.
3. Statewide recreation advocate: The agency is Oregon's lead advocate for outdoor recreation. Through research, financial and technical assistance, OPRD provides an Oregon context for federal, state and local governments to collectively fulfill their outdoor recreation-oriented missions.
4. Heritage Programs: Work to preserve and protect Oregon's heritage and historic resources.

## THE CENTENNIAL HORIZON

The Centennial Horizon—a vision document that looks ahead to 2022 and the 100th anniversary of the state park system—is a series of principles developed to guide the work and priorities of the Oregon Parks and Recreation Department in fulfillment of its mission. Eight principles compose the Centennial Horizon:

- Principle One – Save Oregon's Special Places
- Principle Two – Connect People to Meaningful Outdoor Experiences
- Principle Three – Taking the Long View
- Principle Four – Engage People Through Education and Outreach
- Principle Five – Build the State Park System with Purpose and Vision
- Principle Six – Attract and Inspire Partners
- Principle Seven – Prioritize Based on the Vision
- Principle Eight – Oregon's Parks will be Tended by People Who Love Their Work.

The first three principles play a substantial role in park acquisition, planning and development. The remaining five principles support the first three by offering more specific direction for park operations and programs. Each principle is more fully defined by a series of strategies and actions that change over time as opportunities arise. The full document is available at the department web site http://www.oregon.gov/OPRD/.

## THE STATE PARK SYSTEM

Three criteria define different kinds of state parks: the natural setting, facilities and primary purpose. These criteria help OPRD plan the management and visitor experiences at each park, and combine to create nine types of state park system properties: parks, recreation areas/sites, scenic corridors/viewpoints, greenways, heritage areas/sites, natural areas, trails, and waysides.

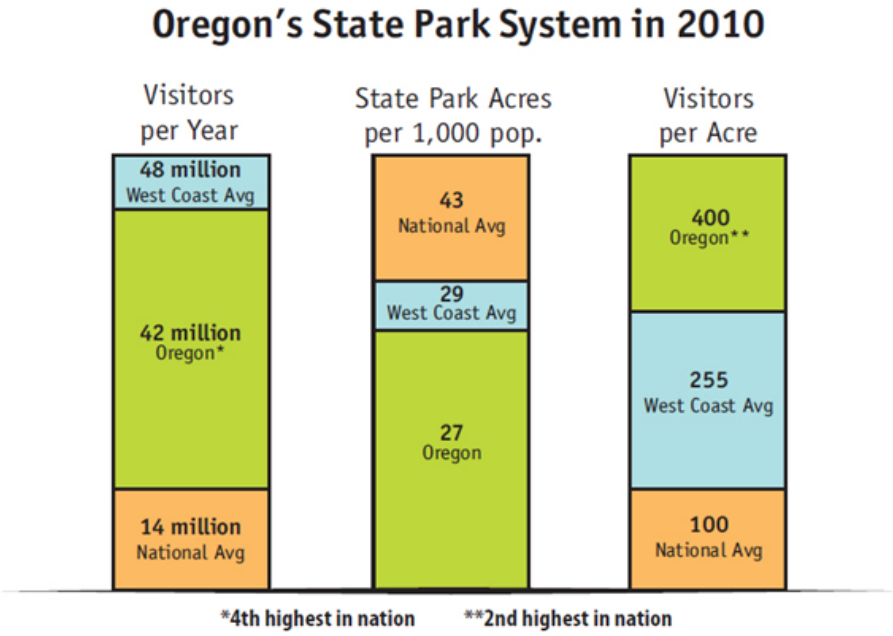


Figure 5.1 Oregon State Parks in 2010 (PARK SYSTEM PLAN)

State scenic waterways are a special category; the state doesn't own scenic waterways, but works cooperatively with the property owner to preserve each waterway's scenic and recreational qualities.

The Oregon state park system contains more than 100,000 acres, nearly all of it natural resource-based. There are more than 300 properties in the system, including 174 developed for day-use, 50 campgrounds, and 110 undeveloped parcels along the Willamette River Greenway.

## 2012 PARK SYSTEM PLAN

The Oregon State Parks and Recreation Commission has been engaged in doing long-term business planning for the state park system. They have focused on developing a greater understanding of how the park system functions and what financial opportunities and challenges are likely over the next ten years. The Commission has reviewed the current business model; the relative mission impact and economic viability of various park system activities; the ways in which the park system creates value and wealth for the state; and projections of future revenues and expenditures.

A number of strategies have been examined and refined about how best to sustain the park system and to continue and improve its valuable contributions to the state economy and to the quality of life for Oregonians. These are summarized in a set of policy directions in the following areas: service delivery, park system maintenance, park system enhancement, workforce maintenance, and park system funding. The park system plan summarizes this work, and is intended to be used to guide investment, decision-making, and staff effort. The state park system generates significant wealth and value in Oregon, and good decisions today can keep this source active and contributing.

## SYSTEM MAINTENANCE STRATEGY

The strategy for maintenance of the park system is to:

- Maintain up-to-date land and facility condition and mission effectiveness assessments;
- Consider profitability, mission impact, and economic activity prior to every maintenance investment decision to reduce under-performing assets and related activities;
- Complete preventive maintenance on facilities with high mission impact; and
- Reserve and dedicate a portion of earned revenues to a fund to be used for preventive maintenance.

The metrics for evaluating system maintenance includes:

- Percent of scheduled preventive maintenance tasks completed;
- Ratio of facility-closure months to total park facility program months;
- Percent of lands and facilities with condition assessments less than five years old;
- Asset condition index; and
- Ratio of under-performing assets to total assets.

## SYSTEM ENHANCEMENT STRATEGY

The strategy for enhancement of the park system is:

- Create new projects, parks, programs, and services without expanding existing department staff;
- Focus land acquisitions on improving performance of existing parks and addressing under-served markets; and
- Create opportunities for new trails, water access sites, nature viewing, and learning about history by finding internal savings and generating external support.

Determinations about system enhancement investments should rely on many of the criteria provided in the section above. Where enhancements can bring a lower performing property more in line with these criteria, they are better enhancements to consider. The system enhancement metrics for consideration are:

- Current operating expenditures for previous biennium enhancements;
- Change to park system staffing levels;
- Percent of parks with significant in-holdings, adjacent unprotected natural areas, or access problems;
- Percent and density of Oregonians within a 60- minute drive of five or more destination parks; and
- Value of external support towards capitalization of enhancements.

## RESOURCE MANAGEMENT ROLE

The natural resources staff of the Oregon Parks and Recreation Department is responsible for land stewardship, marine conservation and the rocky intertidal shores, several permit programs, department-wide resource policies, and park plants and animals.

We strive to provide a safe environment while maintaining the natural beauty and historic importance of our parks.

OPRD is committed to managing the natural, scenic and cultural resources within the Oregon State Park system. The agency writes plans and conducts management to balance resource protection with recreation use; resources are the essential foundation for nearly all forms of recreation.

The following categories best sum up OPRD's approach to resource stewardship:

- Forest Health
- Fish & Wildlife
- Ecosystems
- Invasive Species
- Protected Species
- Natural Heritage Sites
- National Register of Historic Places, Sites and Districts
- Historic Buildings
- Cultural Landscapes
- Iconic Oregon Views and Scenic Corridors.

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## ROLE AS RECREATION ADVOCATE

OPRD connects people to meaningful outdoor experiences by protecting Oregon's special natural and historic places. This inherent tension between recreation and preservation, between the needs of today and tomorrow, has always defined the mission of Oregon State Parks. ORS 390.010 declares the state's broad policy toward outdoor recreation. In summary:

1. Present and future generations shall be assured adequate outdoor recreation resources coordinated across all levels of government and private interests.
2. The economy and well-being of the people are dependent on outdoor recreation.
3. Outdoor recreation opportunities should be increased commensurate with growth in need in the following:
    - Oregon's scenic landscape
    - Outdoor recreation
    - Oregon history, archaeology and natural science
    - Scenic roads to enhance recreational travel and sightseeing
    - Outdoor festivals, fairs, sporting events and outdoor art events
    - Camping, picnicking and lodging
    - Tourist hospitality centers near major highway entrances to Oregon
    - Trails for hiking, horseback riding, bicycling and motorized recreation
    - Waterways and facilities for boating, fishing and hunting
    - Developing recreation in major river basins
    - Access to public lands and waters having recreation value
    - Development of winter sports facilities
    - Recreational enjoyment of mineral resources.

## PLANNING FRAMEWORK

In a critical first step for a park-specific plan, OPRD staff compiles data from department and other statewide or regional plans. This background information is used as a lens through which the park plan, like this one for Wapato Greenway, is first shaped. This data is used to inform and develop a framework for the park plan, then taken to the public for comment and discussion. Public advice and goals of the statewide system are then synthesized to produce the values, goals, strategies, and management actions to become the comprehensive, long-term plan for a park like Wapato.

A park-specific plan therefore includes information on:

- Mission and mandates that define the role of OPRD (Oregon Constitution, Oregon Revised Statutes, and Oregon Administrative Rules)
- OPRD goals and objectives (Centennial Horizon, Commission Investment Strategy, Legislative Performance Measures, and Oregon Benchmarks)
- Existing OPRD organizational structure and roles of visitors, volunteers, staff, external parkland managers, and other partners
- Statewide Comprehensive Outdoor Recreation Plan, State Trails Plans, Regional Interpretive Frameworks.

This background information defines the context for a state park comprehensive plan.

## VALUES BASED APPROACH

A critical component to that process is the interest of the public, and the stakeholders and partners that have interest in the property. As a state agency accountable to the public, OPRD seeks to engage the community in a discussion to develop a sense of public interest, concern, and desired experience. During the Wapato process, the community was asked to develop a value hierarchy, to help guide and define proposed management actions.

The agency looks to the community to help identify potential opportunities, conflicts, and desired outcomes for the property. The values developed in the public process help relate a sense of place to potential outcomes for management actions. These values help to develop an analysis framework to view the resource inventories and recreation assessments, so that a better sense of future condition or experience can be defined that is relevant to the landscape.

The values statements that were identified by the public were:

***Value 1: Nature***
We value Wapato as a natural refuge.

***Value 2: Visitor Experience***
We value the Wapato landscape, its natural character, and the enjoyment it brings to the lives of those who experience it. We value outdoor recreation at Wapato and the contribution it provides to a happy, healthy, stress-reducing lifestyle.

***Value 3: Traditions***
We value the history and experiences at Wapato that have shaped the landscape and our understanding.

***Value 4: Community Benefits***
We value how the parks can strengthen local communities, improve health, and benefit their economies.

## SUMMARY

The Oregon Parks and Recreation Department staff is continually involved in the long-range review of state park system properties. A Comprehensive Plan is an assessment of resource and recreation opportunities, and management recommendations. The plans include management guidelines for each park's natural, cultural, scenic, and recreation resource values, goals, strategies, and actions.

In the following sections the layers of analysis will be developed and discussed in greater detail, so peoples' values and park goals as well as management strategies and actions can be understood in terms of the Agency mission, landscape condition, and public needs and values.

# 6 Public Involvement

## OPPORTUNITIES FOR FEEDBACK

The issues summarized in this chapter were compiled with input from an advisory committee, OPRD staff and consultants, local officials, affected agencies and interest groups, tribal representatives and members of the public. Understanding the community needs and public expectations of a new park is an essential element of creating a comprehensive plan. During the process for the Wapato Greenway plan, OPRD has implemented approaches to maximize the opportunity for comment and issue identification. The opportunities to comment and efforts to raise awareness have included:

- Extensive public meetings scheduled to increase awareness and gather comments including three rounds of local public meetings on Sauvie Island
- Creation of an extensive mailing list
- Press releases
- Written-comment periods
- A web site with interactive comment capability
- Special meetings with relevant stakeholders
- Engagement with neighbors groups to comment on park proposals
- Issues raised and captured in the resource assessment process
- Advisory Committee made up of locals, agency partners, resource professionals, community leaders to provide guidance and comment.
- OPRD Commission input
- Meetings with OPRD staff for guidance and comment

- Media releases to increase awareness of the planning process
- Newsletter to mailing list

Many of these opportunities yielded excellent feedback and comments that are reflected in the overall planning document. This section addresses the issues that were identified during the outreach process and summarizes responses to these issues.

## COMMENTS SUMMARY

During the planning process, OPRD reviewed hundreds of public comments that came from public meetings, an advisory committee, an official web site, correspondence, phone calls, partner agencies, ORPD staff, and informal external sources (such as online responses to news stories). The public discussion is summarized below and informs the values, goals and management strategies contained in the following chapters of the plan. Five major categories emerged from the public discussion: general comments, recreation needs, natural resource concerns, community values, and management issues.

## GENERAL

The comments frequently relate to the operation of the agency and the state park system, such as funding for park development, how the parkland would be acquired, how the planning process works or general thoughts about how the park should be developed. Specific answers for frequent questions in these comments have included:

**Why the need for a park comprehensive plan?**
In order to maintain this park in accordance to OPRD's Centennial Horizon plan, mainly to connect people to meaningful outdoor spaces and create management plans that allow long term health of the natural area, a plan must be created to meet current and future generation's needs. A current vision for the park needs to be defined to guide future management and improvements.

Specifically for Wapato, this means considering existing park amenities such as the access dock, parking, and trails and making sure that the strategies for maintaining them are in line with interpretation, cultural, scenic and recreation strategic goals. Updates to the park in the comprehensive plan should align with recreation opportunities in tandem with natural resource management and restoration efforts.

**Is this going to be an adaptive management plan or a set plan?**
The plan is adopted through our Commission and Administrative Rules process and then we work with the county for land use. The ability to have a flexible park plan is very important so it can adapt to varying conditions over time.

**How do you fund the development and day-to-day operations?**
Oregonians decided to dedicate 7.5% of lottery funds to state parks in 1998. Most of the lottery funds are used to repair and improve existing state parks. State parks are not funded by tax dollars.

We do not receive any tax dollars, but most of our day-to-day park funding comes from three places:

- Visitor fees from campgrounds and day-use areas
- A portion of RV license fees
- 7.5% of the lottery funds are dedicated by voter passage of Measure 66 in 1998 and reconfirmed in Measure 76 in 2010.

We use these funds to provide recreation and protect resources on more than 100,000 acres across the state. Even though our 2009-2011 budget is lower than it was in 2007-2009, cost-effective management has allowed Oregonians to enjoy well-maintained, open parks during the economic downturn.

The comprehensive plan is a good opportunity for OPRD to evaluate the park and continue to use methods and materials that can be maintained affordably over the long term.

## RECREATION

The most frequent comments we received revolve around the types of recreational opportunities that will be available at the park. The planning process is an excellent time to identify community needs or expectations for specific types of recreation or experiences. The result of these comments can be seen in the General Plan map in Chapter 9, where recreational opportunities are identified, and come largely from the expressed needs of those who participate in this process.

OPRD planning staff works with resource experts, recreation advocates and local planning officials, and the OPRD commission to identify if these types of activities are consistent with the resource protection goals of the park, the county or state planning ordinances

and technically feasible. In some cases recreational development may be considered but excluded from the plan due to constraints in one or more of these areas. In other cases the recreational opportunity is possible but will be developed over time. In all cases the issues of recreational access are considered very carefully to ensure that the recreational character of the park matches the landscape and the need.

## NATURAL RESOURCES

Many issues that were identified as a result of the Wapato planning process relate to the interaction of recreation and the natural landscape. Wapato is a special place because of the beauty of the landscape and the unique opportunity for people to experience it in proximity to an urban environment. This is a challenge unlike any other OPRD property. OPRD will continue to work very hard to help restore those areas that have restoration potential, and protect those areas that offer outstanding natural or scenic qualities. That strategy is supported by many of the received comments:

*"Wow! I am excited about the changes coming to "my" Wapato greenway. Over the 15 years I've tramped there, I've become sadder and sadder about the suffering of that little piece of landscape. The next 15 years are going to be wonderful. To the good news about the restoration ahead! Double luck!" - Sheilah T.*

*"I am particularly concerned about carp and other river organisms entering into the lakes, changing the lake's present ecology, which supports a large variety of ducks, snipe, greater and lesser yellowlegs, red-winged blackbirds, geese (regularly including Dusky Canada), herons, great egrets, bald eagles, and the passerines that are around the area." - Bill T.*

*"Consensus seems to be that carp will enter and cause damage, but also that there are still significant populations of native water fowl, fish, vegetation and herptiles benefitting from those sites. The approach we have taken is to restore a balance between management for as many of the important species at Wapato Access as possible. The situation at these other sites suggest that connecting Wapato Access is the best way to accomplish this goal, despite potential issues with carp." – Marshall Johnson, Principle Restoration Ecologist, Lower Columbia River Estuary Partnership*

*"Wapato is part of a larger network of remnant natural areas that comprise what is left of the Lower Columbia River Floodplain. Significant habitat changes and landscape conversion of natural areas in the greater Willamette Valley and in this floodplain has made preservation of the integrity of places like Wapato all the more critical. We recommend that the management plan devote a section to describing the system of natural areas in which Wapato is embedded and strategies for developing an integrated approach to managing this system." -- Bob Sallinger and Mary Coolidge Conservation Director and Assistant Conservation Director, Audibon Society of Portland*

The outstanding natural features of Wapato are essential to the recreational experience. Oregon Parks and Recreation Department has the unique role of providing recreational opportunities that are enhanced by the surrounding natural and cultural resources. Many of the proposals in this plan are designed with the intent of preserving or enhancing those resources so that the recreation experience remains outstanding.

## COMMUNITY

Another large segment of comments relate to the place that Wapato holds in the local communities that surround it. While many visitors from outside the region visit the park, the residents of southwestern Sauvie Island consider the park as a local or backyard resource. OPRD has sought to have this park continue to reflect the character of all of these communities. This is proven in OPRD's efforts to identify community partnerships. Members of the community have also provided comment and input on the ways that Wapato could continue to be integrated into the surrounding community.

*"I think that State Parks missed an important opportunity in making these changes in the park without first bringing in some stakeholders, posing things and discussing them. Even the interpretive signs seem to not have a lot of really interesting or valuable information, or much in the way of verve, "oh, wow!" aspects or being fun to read. (Bringing in) stakeholders as part of the process, involved from even the concept stages will allow a lot of storylines to emerge from their ideas, expertise and experience. Wapato has an abundance of people, including wildlife biologists and excellent birders, who are exceedingly familiar with the site and have a great love for it. – D.M.*

*"I think Wapato's proximity to a major urban area, Portland, makes it a wonderful learning lab and opportunity for education and eco-tourism in our own back yard. Oregon State Parks belong to all Oregonians. Not all of us can live on Sauvie Island, but we can recreate and recharge ourselves by spending time in nearby nature. I understand the desire to manage park users and minimize their impacts to nearby residents and I support that." – C.S.*

As the planning process moves forward OPRD will be looking for ways that the agency can be a resource for local groups and interests. We hope that the park continues to be a valuable resource for the region.

## MANAGEMENT ISSUES

During the planning process issues, questions, or concerns are often raised about the management practices at the site. Answering these questions can often be difficult for park development because there is no 'silver bullet' cure for most of the park's issues like the availability of parking and eradication of invasive species.

*"The park area use has drastically increased - and will no doubt continue to do so. This year, several weekends in Jan-Feb (before summer has started) the parking lot and roadside have been packed with vehicles on the weekends. Containing/limiting the parking spaces, and doing something that keeps cars from being on the shoulders would be beneficial as opposed to unsightly "no parking" signage, which the County previously suggested". – C.R.*

*I think it is a good idea to have a restroom on the site. I have mixed feelings about where it should be. Having it near the shelter would minimize opportunities for vandalism and trash dumping by people who are not actually using the park. On the other hand, there are few places on the island where bicyclists and other island users have access to toilets, and when they are desperate, they duck behind trees and shrubs on landowner's property. A public toilet at the park could help prevent this. – J.H*

The issues raised by the comments in this group will be very important to help identify the best ways to manage the site over time. Not all of the issues can be addressed completely in the planning process. OPRD hopes to find the best way to continue to work through these issues, and continue to provide visitors and the community with the best service possible.

The summary of the comments presented here is not exhaustive, but is meant to provide context for the way that public input has shaped the plan. OPRD staff will continue to develop and manage the site based on public input.

# 7 Opportunities & Constraints

## UNDERSTANDING THE SITE

Strategies for a successful park arise from a thorough understanding of the site's opportunities and constraints. The master plan for Wapato digests these elements, determines their respective values, and defines methods for preserving and protecting natural and cultural resources while providing access to the greenway. Ever mindful of the opportunities and constraints, this plan defines areas of the greenway to be set aside for resource protection and restoration, and those that will focus on recreational uses and their support facilities. These two basic needs often merge on the ground, and the plan then serves as a set of goals demonstrating how recreation and resource management might coexist.

OPRD first determines the intent for the park based upon the importance of its resources and the potential for recreational access to those resources (or resources adjacent to the park). The park's classification (as a greenway, state park, state recreation area, state natural area etc.) and preliminary management goals approved by the OPRD Commission reflect this general intent. OPRD refines this intent through detailed inventories of the park's resources, by evaluating appropriate recreation opportunities, and through feedback from the public.

## WILLAMETTE GREENWAY

Wapato is one of many public parklands along the Willamette River Greenway, a statewide planning goal mandated in 1975 to "protect, conserve, enhance, and maintain" the qualities of the Willamette River. Its location is particularly well suited for hiking, bird watching, and fishing. The parcel is now a popular local destination for many types of outdoor enthusiasts in addition to a generous refuge for wildlife.

As a Greenway the natural resource values and opportunities are especially important in the planning of the site. The Natural Resource Plan denotes the various Opportunity Areas within Wapato's single management zone. Each has its own list of priorities including the removal of invasive species and restoration of existing habitat.

## NATURAL RESOURCE OPPORTUNITIES & CONSTRAINTS

A composite map of the natural resources shows the current condition of specific areas around the park in addition to factors including soils, terrain, and hazards. The natural resource management prescription is defined by prioritizing the conservation of high value habitat and restoring lower value areas. Natural resource goals become the priority, dictating the degree and type of recreation available throughout the park.

Assessments are made of the park's existing character and opportunity areas are based on information derived from:

- Composite natural resource values;
- Hazards, topography, soils;
- Cultural resources;
- Landscape character;
- Important views and viewpoints;
- Roads, utilities and existing facilities;
- Recreation (and interpretive) opportunities at the park; Operational needs; and
- Opportunities and constraints outside the park boundary.

The Natural Resource Opportunities and Constraints Map delineates the most appropriate places in the greenway to provide for resource protection and different levels of recreation compatible with that goal. (See the *Natural Resource Opportunities Map Figure 7.2*, for locations of the low to high value resources.)

**High Natural Resource Opportunity Areas** are protected and need to be conserved through monitoring. Limiting trail expansions and condensing redundant trails in these areas are likely to be considered.

**Medium Restoration Opportunity Areas** can be considered for resource enhancement. This often combines a mix of conservation and restoration with priorities established for actions. These areas are sometimes considered for recreation activities if the location has favorable slopes and soils, and is convenient or interesting, but will be generally limited to trails, dispersed camping, and moderate recreational impacts such as small camping or minor day use areas, and trailheads.

**Low Restoration Opportunity Areas and Developed Areas** will require extensive restoration and intensive weed eradication, much like the efforts that have been performed in the Oak Savanna area. Priorities for weed eradication are combined with restoration projects to improve habitat condition. If these areas have favorable slopes and soils, acceptable risk from hazards and cost-effective access to roads and utilities they can be considered for a wide variety of recreation activities.

Areas that have already been developed focus almost entirely on recreational uses, often embracing opportunities for education and interpretation.

**Delineated Wetland Areas** are designated as having a high natural resource value as they are a habitat for a diverse number of species. Recreational access is limited to a few platforms for viewing birds and taking in the scenery.

Primarily Recreational Areas are identified with careful consideration for impairment of resources through proposed recreational uses and supporting facilities. Through the composite mapping process the recreation areas have been located in areas where the natural resources are degraded or already developed. Therefore, concepts for these areas will include native plantings and other treatments that improve the setting, habitat and experience of these areas and blend them with the surrounding ecosystem as fully as possible.

Greenways are also assessed for important cultural resources (including historic and/or prehistoric and/or above or below ground). A cultural landscape assessment is completed to determine the significance of the cultural resources and compared to the Composite Natural

Resource Value map. The resulting assessment leads to strategies for preserving cultural resources and likely areas for facility consideration to identify the opportunity areas for the park.

## PRIMARILY NATURAL AREAS

Wapato's natural resources are diverse and its wetland provides unique habitat for many species of flora and fauna. The wetland (historically known as Virginia Lake) provides habitat for several special status species including: Western painted turtles, red-legged frogs, willow flycatchers, and salamanders. A stunning variety of winter waterfowl also harbor in the wetland.

Ancient oak trees primarily on the northern edge of the property have both cultural and ecological significance. They provide habitat for the slender-billed nuthatch, a Conservation Strategy species. The oak savanna is also designated a priority habitat in the Oregon Conservation Strategy.

In addition to the oak savanna, Wapato also contains ash-cottonwood forests. These habitats have declined precipitously in our area and provide refuge for many species. There is also the presence of a small, but pristine forest with old-growth western red cedars and firs.

Wapato also contains some of the last remnants of Columbia sedge meadow, an ecosystem that once was quite common on Sauvie Island and is now almost non-existent on the island or elsewhere. Due to the existence of this ecosystem the park has the potential to provide habitat for meadowlarks and other grassland birds that are considered a high priority on Sauvie Island by the Oregon Department of Fish and Wildlife. Rare Pacific willow swales in the park also provide important habitat for special status species including: red-legged frogs, woodpeckers, salamanders and other species. Wapato is considered a priority area by Portland Audubon, the West Multnomah Soil and water conservation district, the Lower Columbia Estuary Project, all of which are standing by to assist with restoration projects.

Most recently, the Lower Columbia Estuary Partnership has dedicated a great deal of time and resources in delineating a new wetland edge and generating designs to reintroduce a channel to connect the wetland to the Multnomah Channel in high water levels. This project would include restoring a 50' perimeter around the edge of the wetland in addition to a 2 acre swath on the northern rim of the wetland. The wetland would be dug slightly deeper in this northern portion as well. This project would increase the potential for salmon to enter, as they had in the past, and to develop a habitat more conducive to supporting amphibian, turtles, and other wetland wildlife species. The project also aspires to tame the invasive Reed Canary Grass that is currently dominating the majority of the wetland site and reintroduce native species such as Wapato The community has expressed much enthusiasm for this project and is eager to see what benefits the site will gain from the project.

## VISITOR EXPERIENCE OPPORTUNITIES AND CONSTRAINTS

In addition to restoration and ecology priorities, Wapato Greenway is a popular recreation destination that supports several types of outdoor activities including: wildlife viewing, hiking, running, interpretive programs and school tours. By maintaining existing facilities at Wapato Greenway a continued opportunity to experience nature in relatively close proximity to an urban area will be achieved. Please see the *Visitor Experience Opportunities and Constraints Map, Figure 7.3*.

The Recreation Opportunities Spectrum (ROS) is a three-point scale, where Class I is a Primitive setting (trails, wild landscape) Class II is a Natural setting (fields, roads, trails, natural appearance predominates) Class III is a Rural setting (occasional homestead, dirt roads, fields, natural features and appearance). Cultural resources are also considered and mapped in terms of high to low probability, as well as examined for their eligibility for the National Register. Cultural and scenic areas are then considered in regard to appropriateness and ease-of-access for public recreation opportunities.

These recreation settings have been applied to Wapato allowing the greenway to emerge as a set of experiences based on the character of the land (or potential character), including: habitat, topography, cultural associations, recreational activities, viewpoints, wildlife, geology, soils, and architecture.

## PRIMARILY RECREATION AREAS

Wapato has become an increasingly popular destination for Sauvie Island locals and more distant visitors as well. There are many features that contribute to its popularity including:

| Opportunity Areas | ROS Setting | ROS Description |
|---|---|---|
| High Natural Restoration Opportunity | 2 | Natural |
| Medium Natural Restoration Opportunity | 2 | Natural |
| Developed | 2 | Natural |
| Delineated Wetland | 3 | Rural |

Recreation Opportunity Setting

Table 7.1: ROS Settings for Wapato Greenway

- Its much-loved and well-used hiking loop that provides a different sort of experience than the closed-canopy forests of other nearby trails (i.e. those in Forest Park).
- Most of the other public areas on Sauvie Island are closed to the public from Oct. 15 to Apr. 15.
- The dock provides an important stopping place on the Multnomah Channel for a variety of watercraft.
- The dock is also frequently used by anglers.
- Many Sauvie Island residents as well as other area residents use Wapato's trails regularly as a place for dog walking, exercise and nature outings.
- Sauvie Island is a major destination for birdwatchers, and Wapato is prized by birders because its varied habitats attract many species within a small area. The bird watching and habitat diversity also provide excellent opportunities for school groups to tour.
- The park is used for day use only.

## CULTURAL RESOURCES

Wapato Greenway is within the traditional use areas of the Confederated Tribes of Siletz and Confederated Tribes of the Grande Ronde. Sauvie Island is known for possessing a significant amount of Native American archaeological remnants as a number of documented village sites are located on the island. Wapato's locale near the confluence of the Columbia and Willamette Rivers means there is a great likelihood of locating Native American archaeological resources during ground-disturbing work.

Wapato (*Sagittaria latifolia*), acorns, and salmon were historically significant food sources for Sauvie Island's early dwellers. Tarweed (*Madia sativa*) and other medicinal herbs were also important. As stated in the natural resources plan (Volume III) it would be both culturally and ecologically significant to reestablish and restore habitat for these species that contain such a rich past. By linking culture and ecological significance the argument for education, restoration and protection of the site is strengthened.

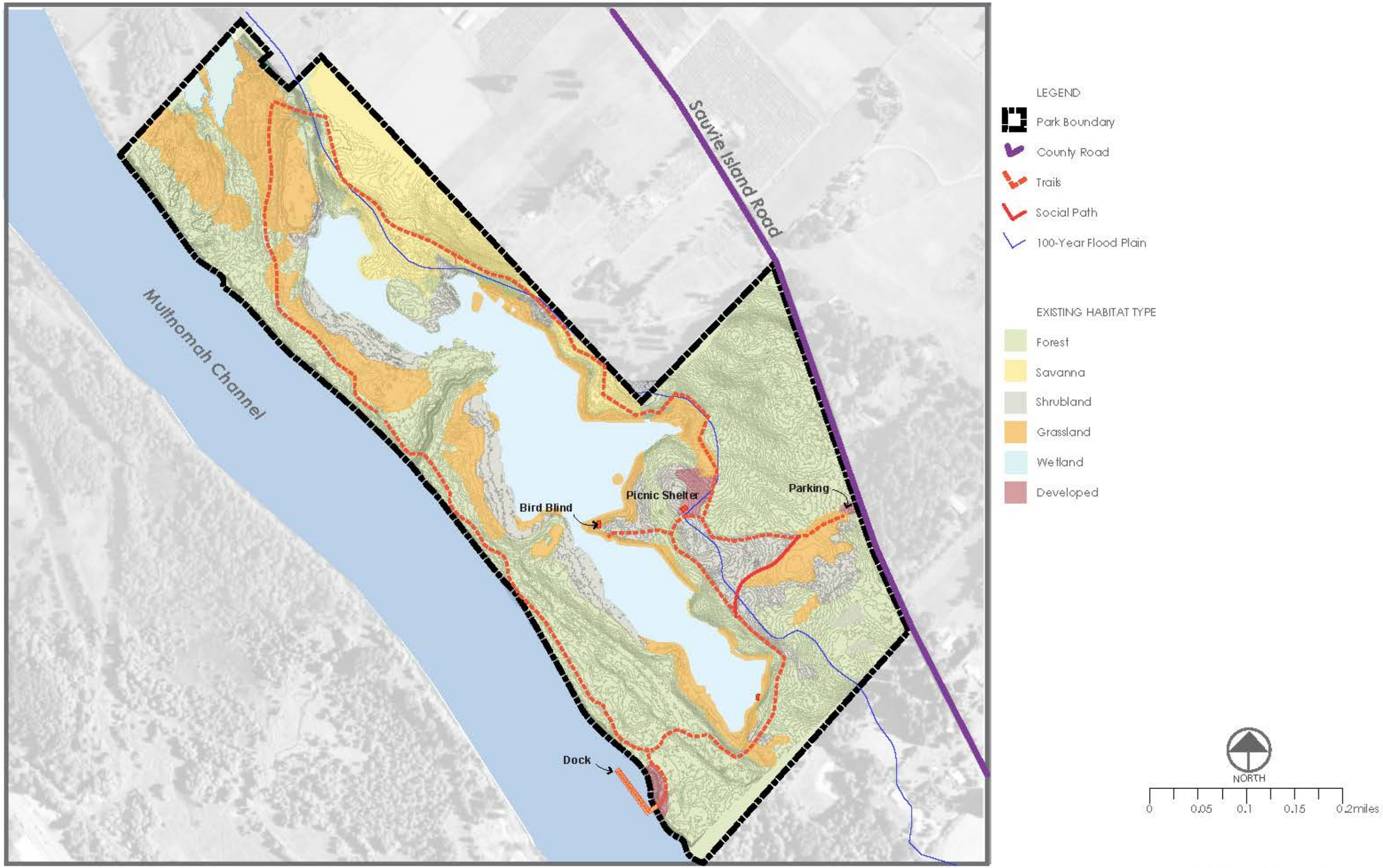
## A COMMUNITY RESOURCE

Sauvie Island residents frequent the park on a daily basis. Island residents have demonstrated appreciation for and a dedication to preserving Wapato local recreation haven through invasive species removal work parties, and engaged participation in this planning process.

Some residents have expressed concern for the increased human traffic Wapato is experiencing and the common overflow of vehicle parking onto the shoulder of the road. Adults, children and families are the most common audiences present at Wapato. The greenway is also being used as an outdoor classroom for Sauvie Island Academy courses. Portland Community College, Portland State University and Portland Audubon also host class periods at the greenway. With the already vast diversity of attention at this popular parcel evidence of ecosystem degradation is present and the community has expressed Wapato not be further promoted as a destination. This plan defines an outlook for the greenway that would embrace opportunities to restore and enhance the diversity of ecosystems that are present while providing continued access for public recreation and educational opportunities.

## SUMMARY

In summary, there are several opportunities to advance the natural resources and visitor experiences currently present at Wapato Greenway. Currently the park is a quiet retreat for residents of Sauvie Island and the Portland Metro area. It is a place to experience nature by hiking birdwatching, and boating. For Portland Metro residents, this is access to a natural experience, not found in the city, while Sauvie Islanders can have a place to stroll free from the hunting present on the rest of the island in the winter months. Additionally, there is ample opportunity to enrich the natural resources, with an intensive focus on restoration. Because of this, we are not proposing expansions of development into these areas.

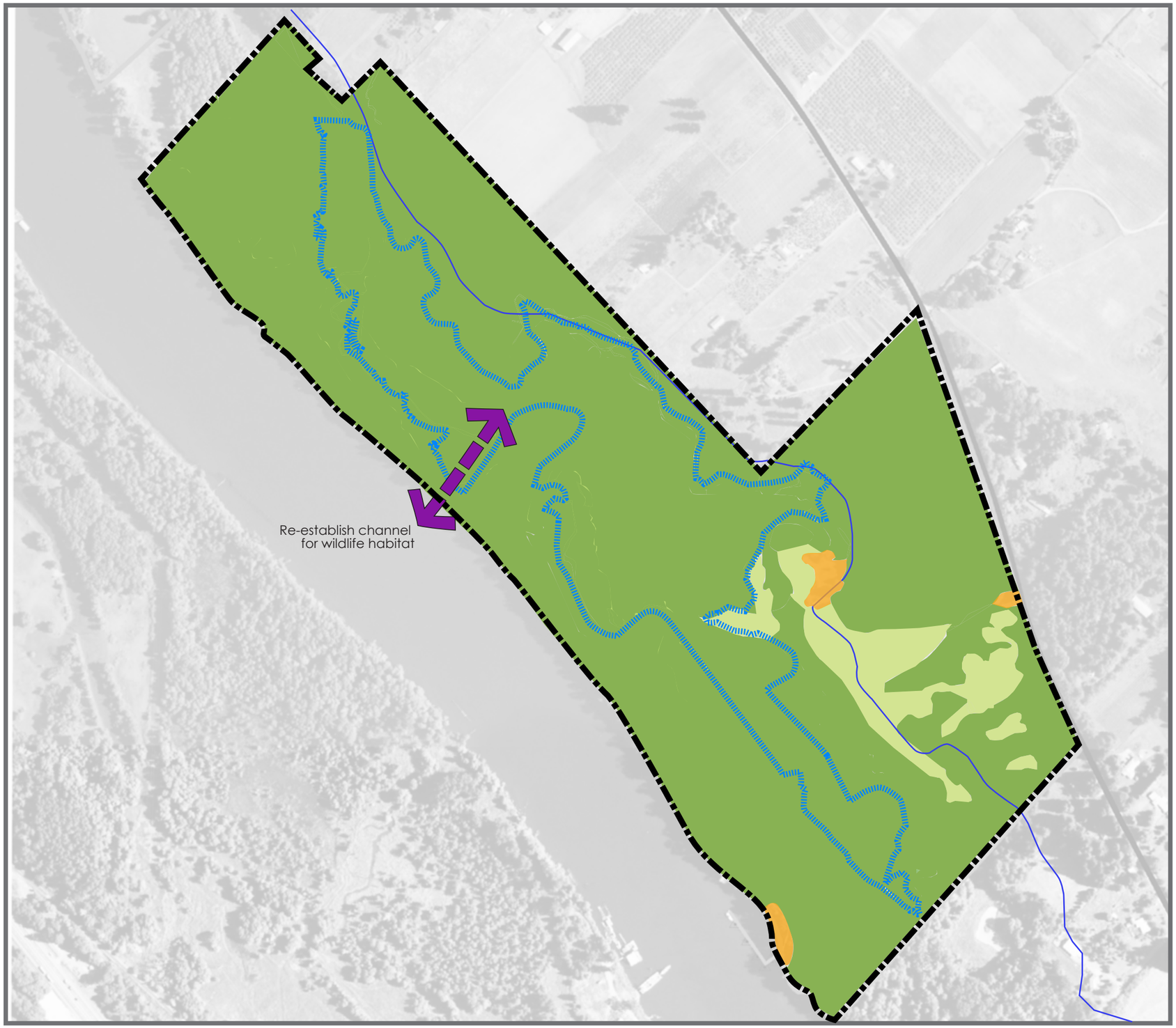



Wapato Greenway Park Comprehensive Plan

Existing Conditions

OPRD Planning Services 2013

Map 7.1




LEGEND

Park Boundary

County Road

100-Year Flood Plain

NATURAL RESOURCE OPPORTUNITY

High Restoration Opportunity

Medium Restoration Opportunity

Developed (Low Restoration opportunity)

Delineated Wetland
(Restoration opportunity)

NORTH

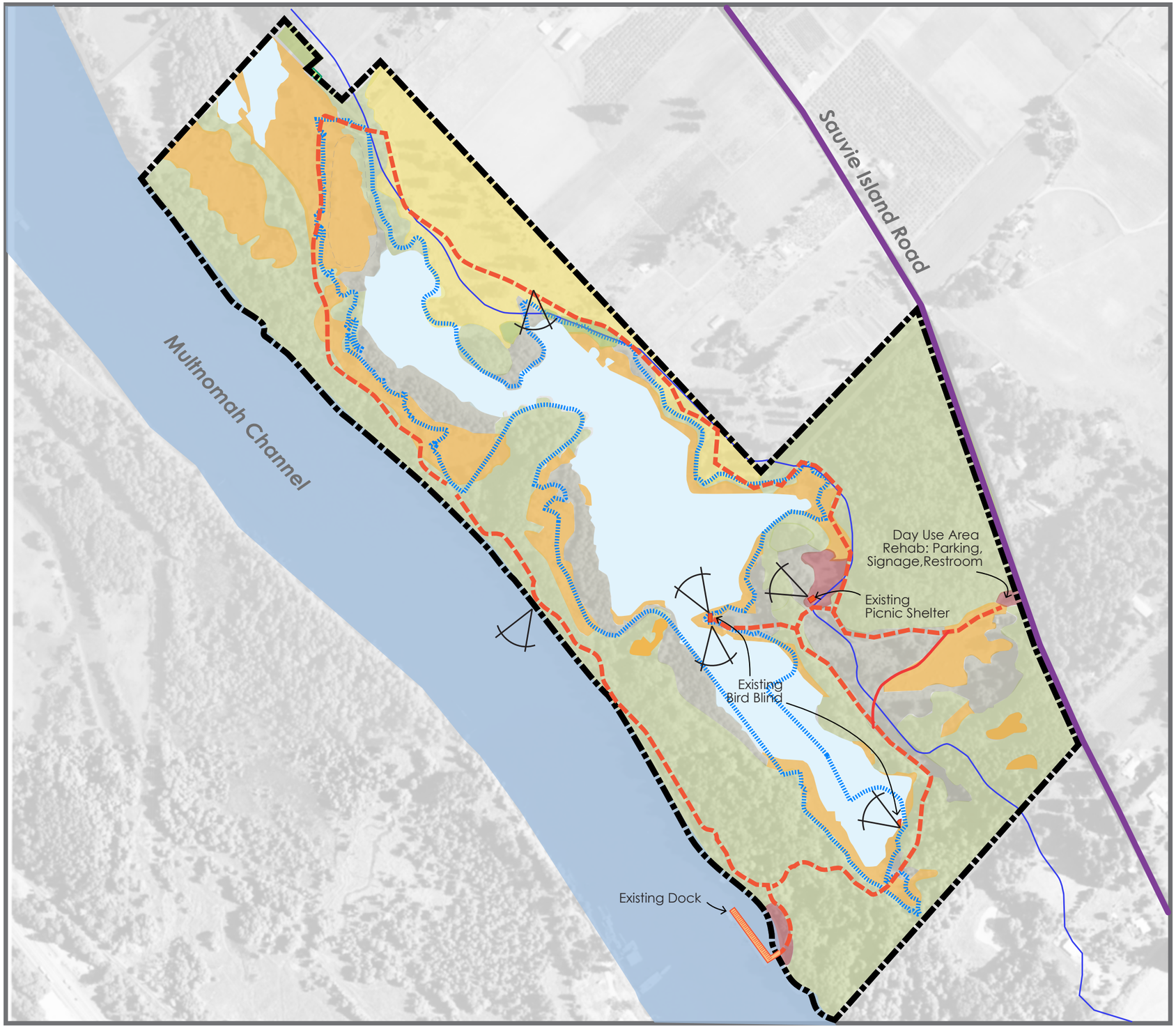
0 0.05 0.1 0.15 0.2miles

Wapato Greenway Park Comprehensive Plan

Natural Resource Opportunities & Constraints

OPRD Planning Services 2013

**Map 7.2**




LEGEND

- Park Boundary
- County Road
- Trails
- Social Trail
- Viewpoint
- 100-Year Flood Plain
- Delineated Wetland

EXISTING NATURAL RESOURCE HABITAT TYPE

- Forest
- Savanna
- Shrubland
- Grassland
- Wetland
- Developed

NORTH

0 0.05 0.1 0.15 0.2miles

Wapato Greenway Park Comprehensive Plan

Visitor Experience Opportunities & Constraints

OPRD Planning Services Program 2013

Map 7.3

# 8 Values & Goals

To become a state natural area, a landscape has to pass over a much higher bar—one set by the ideal qualities Oregonians collectively admire about their natural environment. In this plan, we refer to this collective regard for a particular ideal as a "value." By asking "Why a park here?", OPRD has an opportunity to create goals based on big ideas. Park values draw a line in the soft soil; they warn us when we are considering actions that could move us further away from the ideals that set state parks apart from other kinds of landscapes.

Describing those ideals begins by recognizing the agency mission, which shape the principles contained in the Centennial Horizon vision document and the Park System Plan that lays out an approach for managing the parks. These mandates and strategies thereby direct statewide policies for natural resources, recreation, and cultural resources. This process guides us when we draft values specific to Wapato, and in turn those values become goals for the park.

If we accept the concept that natural areas are important to the identity of Oregon, OPRD can best fulfill its role as a land steward by affirming to conserve and restore areas inside the park that will improve the fitness of the landscape. It must design and locate recreation facilities in a way that supports the story telling describing what is important about the park, and pursue strategies and actions that enable recreation activities in what is often referred to as a rural oasis.

This chapter draws a connection between the Oregon Parks and Recreation Department mission, Centennial Horizon Principles, and policies—statewide guidance discussed in Chapter 5 that affects the entire state park system—and Wapato specific values and goals (Figure 8.1). Chapter 9 takes these park values and goals a step further by converting them into park-wide strategies, services and programs. Chapter 10 divides the park into manageable zones, each with a slightly different mix of natural and recreation priorities. Each zone therefore, has a series of concepts, strategies, and management actions that are tied to the setting and resource needs for that location.

Oregon Parks and Recreation Department Mission
Provide and protect outstanding natural, scenic, cultural, historic and recreational sites for the enjoyment and education of present and future generations.

**Statewide Principle from Centennial Horizon**

1. Save Oregon's Special Places
2. Connect People to Meaningful Outdoor
3. Experiences
4. Take the Long View and Make Parks Last Forever
5. Engage People Through Education and Outreach
6. Build a State Park System with Vision
7. Attract and Inspire Partners
8. Prioritize Based on the Vision
9. Tend the System with People who Love their Work.

## STATEWIDE PARK POLICIES

**Natural Resources**
Preserve and protect Oregon's natural landscape. Manage park properties to enhance the natural ecological processes that sustain natural resources in balance with current and future outdoor recreation interests. Favor biodiversity, reduce ecological fragmentation, and promote native species.

**Recreation**
Foster appreciation and enjoyment of outdoor recreation resources by conserving, developing and maintaining waterways, scenic roads, highway corridors, trails, natural areas and parks.

**Cultural Resources**
Foster an understanding and appreciation of the cultural resources entrusted to the agency through research, treatment and interpretation. Consider cultural resource preservation as an intrinsic form of sustainable conservation.

## WHY A PARK HERE?

Once a well-kept secret, Wapato State Greenway, formerly known as Virginia Lake, has grown in popularity in recent years. Oregon State parks has invested in trail improvements, habitat restoration, and interpretive signage. Now its small parking lot provides access to the parks most interesting feature, the seasonal Virginia Lake, which is rich with abundant and extraordinary birds in winter. There are two bird watching viewpoint platforms around the lake, and over 250 species of birds can be seen throughout the year. The importance of this waterbody is underlined by recent efforts to reconnect the wetland with the river and improve habitat for juvenile salmon, as well as increasing the vitality of the habitat for all wildlife associated with the park.

## Value 1 – Nature

We value Wapato as a natural refuge with a focus on water reconnecting Virginia Lake to the Multnomah channel.

Wapato is a fragment of a former large water system providing important habitat, especially fish and birds with connections for wildlife movement in a now enveloped crowded rural setting. The wetland and forest habitat contribute to healthier air, land and water quality in the Metro area.

Goal 1: Maintain and improve Wapato's contributions to watershed health and habitat diversity, enacting the plan to guide prioritization and articulating actions for managing intact native habitats and restoring habitat conditions where feasible.

Goal 2: Continue to develop the wetland restoration plan for Virginia Lakes, improving hydrological functions, prioritizing viable projects that benefit stream flow, water quality and aquatic habitat.

Goal 3: Maintain and improve priority habitats including remnant patches of Oak savannahs, gallery ash-cottonwood forests, Pacific willow swales, and Columbia sedge meadow that now or potentially support at-risk species. Manage open meadows in locations, sizes and configurations that benefit biological diversity.

Goal 4: Habitat maintenance and restoration will enhance an important resting and feeding area for a stunning variety of wintering waterfowl, as well providing habitat for a wide array of species including Western painted turtles, red-legged frogs, and willow flycatchers.

Goal 5: Restore fish passage with the reconnection of Virginia Lakes to the Multnomah Channel, providing quality refugia for endangered salmonids.

Goal 6: Continue to use best management practices in controlling invasive species. Efforts to manage invasive weeds should focus first on avenues of dispersal and potential threats to higher quality native habitats.

## Value 2: Visitor Experience

We value the Wapato landscape, its natural character, and the enjoyment it brings to the lives of those who experience it. We value outdoor recreation at Wapato and the contribution it provides to a happy, healthy, stress-reducing lifestyle.

Goal 1: Continue offering the majority of existing recreation activities at their current levels, including hiking, exercise, dog walking (on leash), nature observation, and picnicking.

Goal 2: Enhance opportunities for environmental education especially the ongoing restoration of the wetland and birdwatching.

Goal 3: Provide enhanced opportunities for birdwatchers as the park is a significant bird area, where many species can be sighted in a small area.

Goal 4: Implement improvements to key park facilities, circulation, operations and maintenance as needed to support park functions and facilitate efficient and effective management.

Goal 5: Explore ways to improve universal accessibility to the park's recreational opportunities, and implement related changes that are compatible with the park's natural resource character.

Goal 6: Implement changes to the park's trail system as needed to enhance trail experiences, functions and orientation.

Goal 7: Preserve the natural character and sense of wild through minimal signage within the park and use of natural materials for any new facilities, ie logs and boulders for seating.

## Value 3: Traditions

We value the history and experiences at Wapato that have shaped the landscape and our understanding. The stories, traditions and experiences have been a part of the Wapato, Coalca landscapes for thousands of years and these activities that have been enjoyed at Wapato for generations.

Goal 1: Continue Honor the history and traditions of Confederated Tribes of Siletz and Confederate Tribes of the Grand Ronde Community.

Goal 2: Preserve and interpret vegetation and landscape elements traditionally valued by the Confederated Tribes of Siletz and Confederate Tribes of the Grand Ronde Community.

## Value 4: Community Benefits

We value how the parks can strengthen local communities, improve health, and benefit their economies.

Goal 1: OPRD, Portland Audubon, the West Multnomah Soil and water conservation district, and the Lower Columbia Estuary Project are committed to their partnership that serves to restoration of the wetland.

Goal 2: Continue exploring and implementing strategies for involving members of the community in natural resource stewardship activities especially regarding wetland restoration and enhancement of fish habitat.

Goal 3: Continue partnership with Audubon society to promote birding opportunities.

Goal 4: Work with Island Academy (island grade school) to create outdoor classroom for Sauvie Island.

Goal 5: Engage relationship with fisherman to understand their needs.

Goal 6: Expand opportunities for the community to keep a close relationship to the park including volunteer opportunities for invasive removal work parties.

Goal 7: Continue efforts to engage with boaters on the best practice for managing the dock.

Goal 8 Continue to work with Audubon Society of Portland, Portland Community College and Portland State University on providing field trip site at the park.

Goal 9: Work with island residents on traffic safety and parking issues along the road.

# 9 Strategies & Operations

## PARK STRATEGIES

As covered in Chapter 8, OPRD's management of Wapato is guided by a set of natural, cultural, recreational, and social values and goals. Protecting these values and goals helps avoid changing the park in an undesirable way. This chapter describes major strategies and guidelines. Natural and cultural resource management strategies are detailed first (since they are the priority), followed by recreation concepts, park management needs, and community partnerships.

The strategies that will shape Wapato State Greenway cover six main categories:

1. Stewardship
2. Visitor Experiences
3. Park Programs
4. Park Facilities-
5. Community Outreach
6. Sustainability

Each of these is described below and provides a summary of intent for how the park will be managed over the coming decade. Based on these concepts and strategies, the following chapter (Chapter 10 Park Management Zones) describes the actions that will fulfill our goals and strategies for the park. Of the six categories, the public has often commented that protecting the natural resources is our most important priority. Without restoration of the wetland and protection of the plants the wildlife will not flourish and the opportunities to recreate in the park will consequently be diminished. The public also stated that recreation opportunities should be limited to a light footprint on the land that complements and does not impair the natural status of this area.

These strategies are enacted throughout the park, they can be organized into a single management zones described in Chapter 10. The management zone ascribes a high level of focus for natural with cultural and recreational strategies a secondary focus.

**5 Primary Parkwide Strategies**

1. 1.Preserve natural undeveloped experience at Wapato by limiting new signage to the entrances and picnic shelter area; and by utilizing natural materials that blend into the landscape.
2. Develop wetland restoration project through partnership with Portland Audubon, the West Multnomah Soil and Water Conservation District, and the Lower Columbia Estuary Project.
3. Protect priority native plant communities and wildlife through partnership with local community volunteers, as well as identifying other potential partners.

4. Update environmental education programming initiatives to maximize effectiveness and the visitor experience including field classroom, and outdoor school.
5. Enhance the parking, trails and day use area to improve orientation and the park entrance experience.

## 1. STEWARDSHIP STRATEGIES

***Nature:*** We value Wapato as a natural refuge with a focus on water reconnecting Virginia Lake to the Multnomah channel.

Wapato is a fragment of a former large water system providing important habitat, especially fish and birds with connections for wildlife movement in a now enveloped crowded rural setting. The wetland and forest habitat contribute to healthier air, land and water quality in the Metro area.

***Traditions*** We value the history and experiences at Wapato that have shaped the landscape and our understanding.

The stories, traditions and experiences have been part of the Wapato, Coalca landscapes for thousands of years and these activities have been enjoyed at Wapato for generations. The natural aesthetic of this landscape is supported by natural resource stewardship.

1.1 Enact the plan to guide prioritization for maintaining intact native habitats.

1.2 Improve Wapato's contributions to watershed health improving hydrological functions, prioritizing viable projects that benefit stream flow, water quality and aquatic habitat.

1.3 Provide habitat for several sensitive or endangered species including Western painted turtles, red-legged frogs and willow flycatchers as well as nest boxes for purple martins,wood ducks, kestrels, swallows and owls and basking logs for turtles.

1.4 Protect and enhance important resting and feeding area for a stunning variety of wintering waterfowl.

1.5 Restore fish passage with the reconnection of wetland to the Multnomah Channel, providing quality refugia for endangered salmonids.

1.6 improve priority habitats including remnant patches of Oak savannahs, gallery ash-cottonwood forests, Pacific willow swales, and Columbia sedge.
1.7 Manage the open meadows in locations, sizes and configurations that benefit biological diversity.

1.8 Habitat maintenance and restoration will enhance an important resting and feeding area for a stunning variety of wintering waterfowl, as well providing habitat for a wide array of species including Western painted turtles, red-legged frogs, and willow flycatchers.

1.9 Adaptively manage emergent marshland, deciduous forested wetlands, Pacific willow swamps, scrub-shrub wetland, woody debris in waterways.

1.10 Manage invasive weeds with a focus first on avenues of dispersal and potential threats to higher quality native habitats including but not limited to Reed canary grass, invasive geraniums, garlic mustard, blackberries, and hawthorne trees.

1.11 Minimize wildlife disturbance with enforcement of leash requirement, information signs about problems caused by dogs.

1.12 Develop Government to Government relationship with Confederated Tribes of Siletz and Confederate Tribes of the Grand Ronde in regards the park.

1.13 Create a program the provides education regarding the vegetation and landscape elements traditionally valued by the Confederated Tribes of Siletz and Confederate Tribes of the Grand Ronde.

## 2. VISITOR EXPERIENCE STRATEGIES

We value the Wapato landscape, its natural character, and the enjoyment it brings to the lives of those who experience it. We value outdoor recreation at Wapato and the contribution it provides to a happy, healthy, stress-reducing lifestyle.

2.1 Retain hiking, exercise, dog walking (on leash), nature observation, and picnicking opportunities for the visitor.

2.2 Retain two mile loop trail around wetland, which provides for an excellent walk as well as a quick 5 minute walk to picnic area from parking lot (which will provide a view across wetland when restoration project is enacted).

2.3 Limit visual "developed" interpretive to natrual landscape. Keep signange at entrance and picnic shelters.

2.4 Add to the existing environmental education program providing an ongoing story in regards the restoration of Virginia Lake at park entrance, kiosk and picnic shelters.

2.5 The park is a significant bird area and enhanced opportunities for birdwatchers will increase enjoyment if carefully located in park as to not disturb wildlife.

2.6 Improve universal accessibility to the park's recreational opportunities especially at the entrance with access to the picnic shelter and adjacent bird watching area.

2.7 Enhancements to the picnic area will provide for a

better resting area, with opportunities to picnic and learn about the landscape.

2.8 Work with boaters to optimize opportunities for a stopping place on the Multnomah Channel with appropriate facilities.

2.9 Work with anglers to improve fishing access and associated facilities.

## 3. PARK FACILITIES STRATEGIES

The park facilities are managed to support and enhance the visitor experience and not impair resources. The facilities at Wapato are minimal and of a natural look befitting the landscape.

3.1 Improve entrance sequence to take care of parking issues and provide improved orientation to park. Also, provide sense of entrance that highlights state park stewardship and blends with setting.

3.2 Provide restroom at park outside of floodplain.

3.3 Retain existing trail system with minor improvements to enhance visitor experience and improved drainage to increase life cycle of tread.

3.4 Enhance viewpoints along trail by adding viewing blinds, sitting areas that will enhance trail loop experience. Use natural materials ie boulders and logs for seating.

3.5 Enhance open area with minor improvement to picnic shelter, add picnic tables, provide learning opportunities integrated into picnic shelter and open up views to wetland.

## 5: COMMUNITY OUTREACH STRATEGIES

We value how the parks can strengthen local communities, improve health, and benefit their economies.

5.1 OPRD, Portland Audubon, the West Multnomah Soil and water conservation district, and the Lower Columbia Estuary Project are committed to their partnership that serves to restoration of the wetland in the park.

5.2 Continue exploring strategies for involving members of the community in natural resource stewardship activities including Sauvie Island Conservancy and Sauvie Island Community Association.

5.3 Work with island residents on traffic safety and parking issues along the road. Continue to review speeding, road shoulder parking, killed wildlife and any other issues as they arise.

5.4 Engage relationship with fisherman to understand their needs.

5.5 Continue efforts to engage with boaters on the best practice for managing a docking location.

5.6 Continue partnership with Audubon society to promote birding opportunities.

5.7 Continue to work with Audubon Society of Portland, Portland Community College and Portland State University on providing field trip site at the park.

5.8 Work with Sauvie Island Academy (island grade school) to develop outdoor classroom for Sauvie Island.

5.9 Develop learning program at park for adults, children and families with potential to include:

- Bird and Wildlife sighting program including media describing bird and wildlife information. Consider developing Let's Go Birding program at park
- Develop environmental educational programs focused on wetland restoration.

5.10 Consider an Adopt-the-Park program to foster relationship with local community including:

- Partnership information can be sent out via Sauvie Island Newslinks, Sauvie Island Academy eNews, Skyline Ridgerunner and Linnton newsletters.
- Work publicity and promotion of park as a local destination.
- Work together on solutions for noise and general disturbances.
- Park staff provide community updates including annual presentation to the Sauvie Island Community Association and apprise neighbors of changes via an email list Sauvie Island web site.

# 10 Management Zones

# OPPORTUNITY AREAS TO MANAGEMENT ZONES

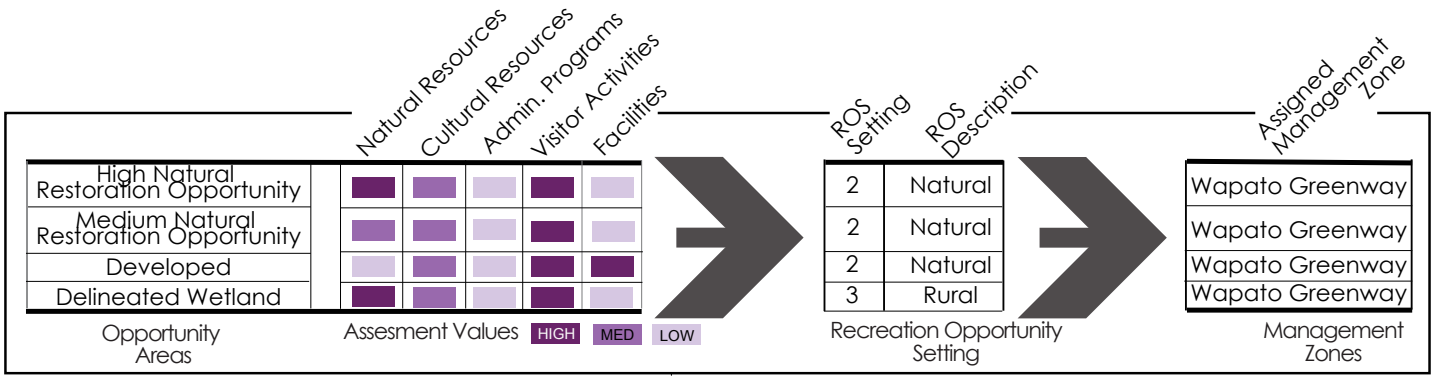



Table 10.1: Combining Opportunity Areas into Management Zones

## MANAGING OUR PARKS

Our State Park system represents an extremely diverse variety of experiences, landscapes, and resources. The variety of experiences found in Oregon State Parks are what compels visitors to them over and over again since the department was established in 1921. Therefore it is easy to understand why universal park management strategies are complicated to establish across the state. Yet there is a practical need for universal management strategies in operating a statewide agency.

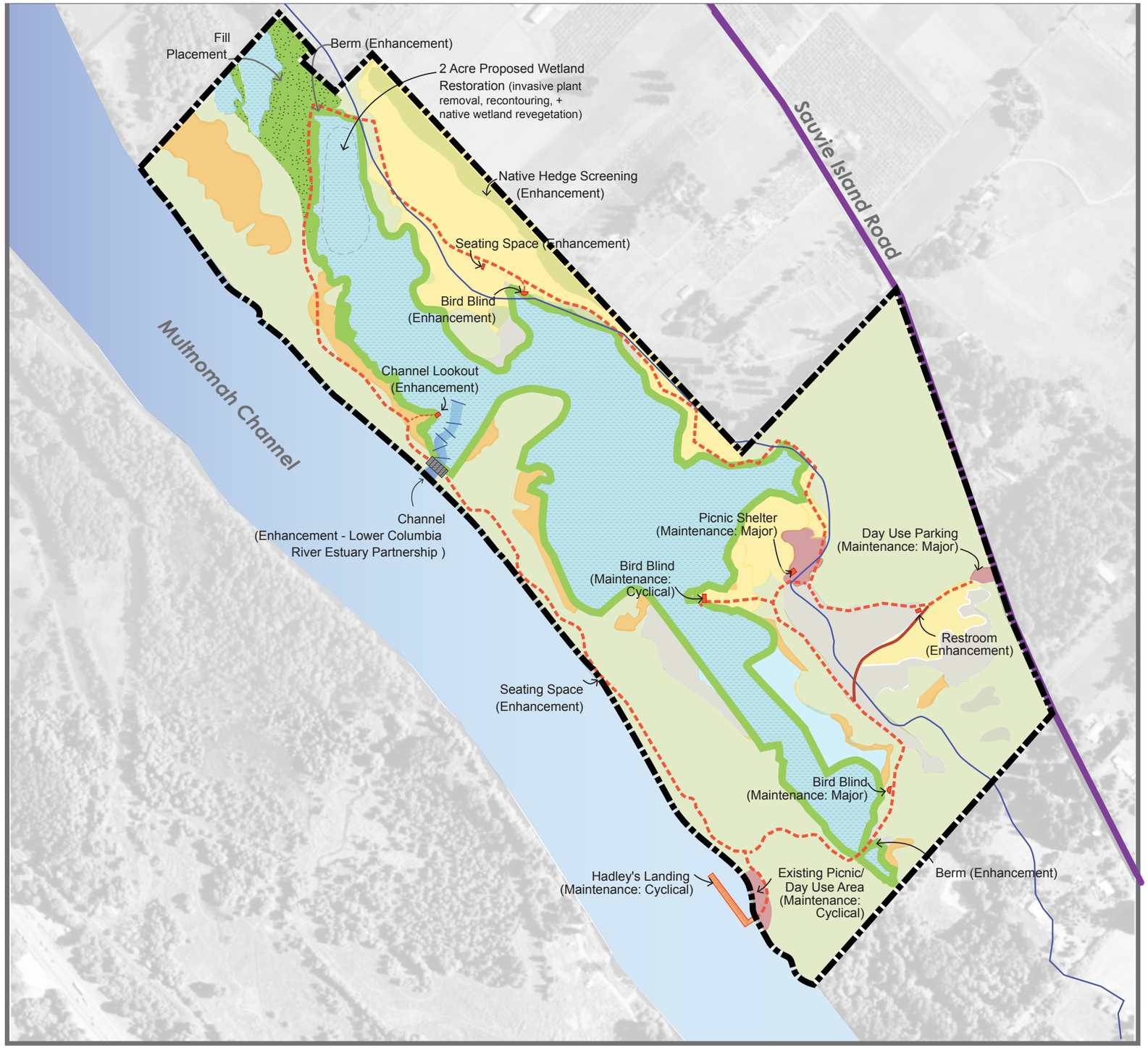
Through investigating the resources that State Parks are mandated to protect within its mission, a parkwide management strategy that is similar across the state, but flexible to the conditions we find on the ground has been developed. Assessments are made across the entire park based on historical, geographical, biological, and cultural surveys to establish the values of a park. As a result, four categories of resources — natural (plants, animals, soils and water), scenic, cultural and recreational — are prioritized in the planning process.

Management Zones within each park are established from these assessments and this chapter describes the priorities for each. Within each management zone, information on strategies, concepts and guidelines are described and management actions are then listed for that portion of the park. Using management zones as a guide, staff can make more informed decisions about how best to assign their time and budget to achieve park goals and realize values. Management zones guide the work to be completed in each area.

Wapato is a relatively small park it will be managed similarly across the greenway. This results in the creation of one single management zone, Wapato Greenway. The zone described in this chapter was created to preserve and improve the park's most important natural, scenic, recreational and cultural resources.

Park management zones are the next logical step, following the foundation created in Chapter 7 with identifying Opportunities and Constraints, Values and Goals for Park Management in Chapter 8, and Chapter 9 Park Strategies and Operations. The assessments made in the Wapato comprehensive plan represent the efforts for one of the first complete natural resource assessment made for any park planning process.

Five opportunity areas were described in Chapter 7, and each describes natural and recreation priorities in one of three ways: primarily natural, primarily recreational or a mixture of the two. The management zone is based on identifying similar assessment values and recreation opportunity settings across the opportunity areas.




LEGEND

- Park Boundary
- County Road
- Trails
- New Trail
- Foot Bridge
- 100-Year Flood Plain

PROPOSED NATURAL RESOURCE RESTORATION TYPE

- Forest
- Savanna
- Shrubland
- Grassland
- Wetland
- Developed
- Riparian Revegetation
- Riparian Forest Revegetation

0 0.05 0.1 0.15 0.2miles

Wapato Greenway Park Comprehensive Plan

Comprehensive Management Zone Plan

OPRD Planning Services 2013

Map10.1

## RESOURCE AND VISITOR EXPERIENCE MANAGEMENT FOCUS

The management zones that make up the park define natural resource conservation strategies, recreation intensity, scenic character protection, cultural resource preservation, and operations management. Wapato's focus prioritizes natural resources with complimentary recreation facilities.

Top 3 Wapato Greenway Management Zone Activities:

1) Bird and Wildlife Viewing & Hiking
2) Fishing
3) Youth Field Trips

## 1. WAPATO GREENWAY MANAGEMENT ZONE

| 1.0 Wapato Greenway Management Zone - Resource and Visitor Assessment Values | | | | | |
|---|---|---|---|---|---|
| Zone | Natural Resources | Cultural & Scenic | Visitor Experiences | Programs | Facilities |
| 1. Wapato Greenway | High | Medium | Med | Low | Low |

| | | INVASIVE SPECIES |
|---|---|---|
| DESIRED CONDITION | nodding beggarticks, creeping spikerush, burreed, water plantain, rice cutgrass marsh cattail bed, water smartweed, yellow pondlily, wapato, burreed potamogeton | *Myriophyllum aquaticum*<br>*Phalaris arundinacea* |
| DESIRED CONDITION | | *Rosa multiflora*<br>*Phalaris arundinacea*<br>*Rubus armeniacus* |
| DESIRED CONDITION | Oregon white oak savanna | *Geranium lucidum*<br>*Crataegus monogyna*<br>*Acer platanoides*<br>*Ilex aquifolium*<br>*Cytisus scoparius*<br>*Rosa multiflora*<br>*Phalaris arundinacea*<br>*Rubus armeniacus* |
| DESIRED CONDITION | crabapple, red-osier dogwood, hardhack shrubland Oregon ash, cottonwood, Pacific willow, nootka rose, suksdorf hawthorne, stinging nettle, jewelweed, rice, cutgrass swamp, red elderberry, hazel, swordfern, ladyfern, shrubland | *Solanum dulcamara*<br>*Populus alba*<br>*Geranium lucidum*<br>*Myriophyllum aquaticum*<br>*Rosa multiflora*<br>*Phalaris arundinacea*<br>*Rubus armeniacus* |
| DESIRED CONDITION | meadow, prairie, or savanna Columbia River sedge, tufted hairgrass, hodding beggarticks, meadow barley, mannagrass Pacific willow, stinging nettle, jewelweed, rice cutgrass swamp, Oregon ash wet woodland, red-osier dogwood, nootka rose, suksdorf, hawthorn, Pacific crabapple, hardhack shrubland | *Clematis vitalba*<br>*Ilex aquifolium*<br>*Myriophyllum aquaticum*<br>*Phalaris arundinacea*<br>*Rubus armeniacus* |
| DESIRED CONDITION | late seral Douglas fir, red elderberry, swordfern forest cottonwood, Oregon ash wet to mesic gallery forest bigleaf maple, grand fir, hazel, indian plum, Oregon white oak mesic forest or woodland, nootka rose, suksdorf hawthorn | *Alliaria petiolata*<br>*Crataegus monogyna*<br>*Geranium robertianum*<br>*Hedera helix*<br>*Ilex aquifolium*<br>*Rosa multiflora*<br>*Phalaris arundinacea*<br>*Rubus armeniacus* |

Table 10.2: Desired Natural Resource Conditions

### 1.1 Natural Resources

Several ecological types are present at Wapato Greenway: forest, oak savannah, shrubland, grassland, and wetlands. The restoration of these natural habitats will add to the experience of visiting the park. For locations of these areas please refer to the Comprehensive Management Zone Map (Map 10.1).

For prescribed restoration actions across the management zone, please refer to Map 10.2 Restoration Priorities and Prescriptions.

### 1.2 Cultural Resources

The potential for archaeological sites to be found across Wapato Greenway is high based on archaeological surveys described in Chapter 3. Given that the park is located on Sauvie Island, an area known to have been frequented by a large population of native tribes, it is possible that Native American archaeological resources are present across the entire park boundary and any development project should consult an archeologist.

### 1.3 Visitor Experiences

Typical visitor experiences at Wapato involve fishing, hiking, or viewing wildlife from one of the trails. These activities will not be expanded, as Wapato is primarily a natural area. Providing an understanding of the restoration efforts and habitat quality to visitors is part of ensuring lasting quality of the natural conditions. Additional volunteer opportunities, especially involving invasive removal and restoration plantings will continue to be encouraged. Interpretive signage will be limited to the park entrances and picnic shelter. Recreation support facility like seating, will be as of natural a character as possible, i.e. boulders and logs.

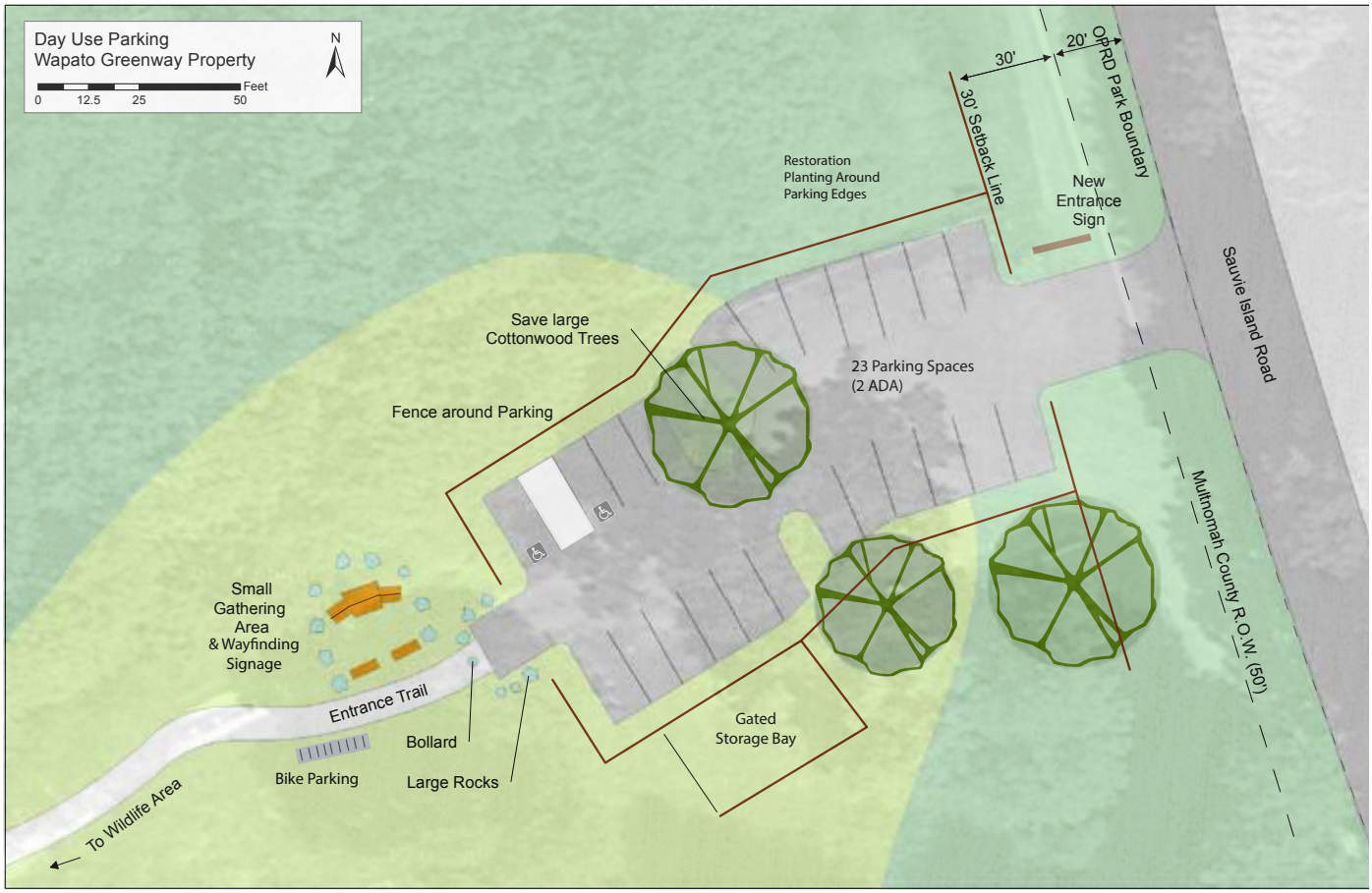
| **1.3 Wapato Greenway Management Zone - Visitor Experiences** | |
|---|---|
| Description | Status |
| Outdoor Recreation | |
| Bird or Wildlife Watching | Retain |
| Dog Walking | Retain |
| Hiking/Walking | Retain |
| Native Plant Observation | Retain |
| Picnicking/BBQ | Retain |
| Photography | Retain |
| Environmental Education | |
| Youth Field Trips | Retain |
| Interpretation | |
| Ranger Led Programs | Retain |
| Self-Guided Activities (Bird Identification) | Retain |
| Panels at parking/entrance | New |
| Volunteers/Partners | |
| Adopt-A-Plot | Retain |
| Environmental Literacy Program | Retain |
| Volunteer Invasive Plant & Ivy removal | Retain |
| Volunteer Trail Maintenance | Retain |
| Wildlife Sighting Program | New |
| Bird Nesting Enhancement | New |
| Events | |
| Scenic Resources | |
| Bird Blind Locations (existing and proposed) | State Scenic Review, Possible Federal Wild and Scenic review |
| Oak Savannah | State Scenic Review, Possible Federal Wild and Scenic review |
| Wetland | State Scenic Review, Possible Federal Wild and Scenic review |

## 1.4 Administrative Programs

Day-to-day administrative activities for Wapato are as follows:

| 1.4 Wapato Greenway Management Zone - Administrative Programs | |
|---|---|
| Focus | Description |
| Natural Resources | Manage weeds as prescribed in Natural Resource Management Plan, including manual and chemical treatments followed by planting of native or interim species, especially along trails. Continue implementing natural restoration strategies focusing on riparian areas and sites impacted by invasive species and stormwater. Manage partnerships with volunteers. |
| Cultural Resources | Protect known cultural and archaeological resources. Participate in agency provided training. Ensure all projects adhere to cultural clearance request process. Facilitate further professional monitoring and surveying of park land for better identification and inventorying of resources. Conduct park activities and interpretation in a manner that furthers these goals and prevents adverse impacts. |
| Visitor Experience | Natural materials and visually asthetic facilities will be used. Interpretive signage and wayfinding will be located at the entrance to limit any interruptions of the "wild" natural experience found in Wapato. Isnterpretation will be used by staff when encountering visitors in this management zone to educate on safety and reducing impacts on the land. |
| Scenic Resources | Preserve viewsheds and additional viewing opportunities for viewing access. |
| Facility | Maintain park amenities to Oregon Parks and Recreation Department standards, using a park specific Maintenance Management Plan and HUB. Amenities include but are not limited to day use area, picnic facilities, restrooms, landscaping, fence, signs, trails, potable water system, septic system. |
| Facility | Develop trails to protect natural resources from visitor impacts while providing trail connectivity and scenic viewing opportunities. |
| Facility | Maintain trails to Oregon Parks and Recreation Department standards to ensure safety and prevent erosion. |
| Facility | Develop roads to provide safe visitor access while protecting natural resources and complying with scenic requirements. |
| Facility | Maintain roads to Oregon Parks and Recreation Department standards to ensure safety and prevent erosion |
| Management | Operate potable water and septic systems, including required testing, in compliance with state law and Oregon Parks and Recreation Department standards and policies. Provide necessary services while ensuring visitor safety and legal compliance. |
| Management | Periodically patrol for rule enforcement and safety including boundary monitoring for encroachment. |
| Management | Work with government partners to establish a park emergency plan. Staff training should include fire prevention, visitor education, evacuation procedures and thorough familiarity with the park emergency plan. |
| Management | Coordinate with agencies that execute projects within the management zone boundary. |

Image 10.2: Boardwalk




Map 10.3: Day Use Parking Area Design

**1.5 Facilities**

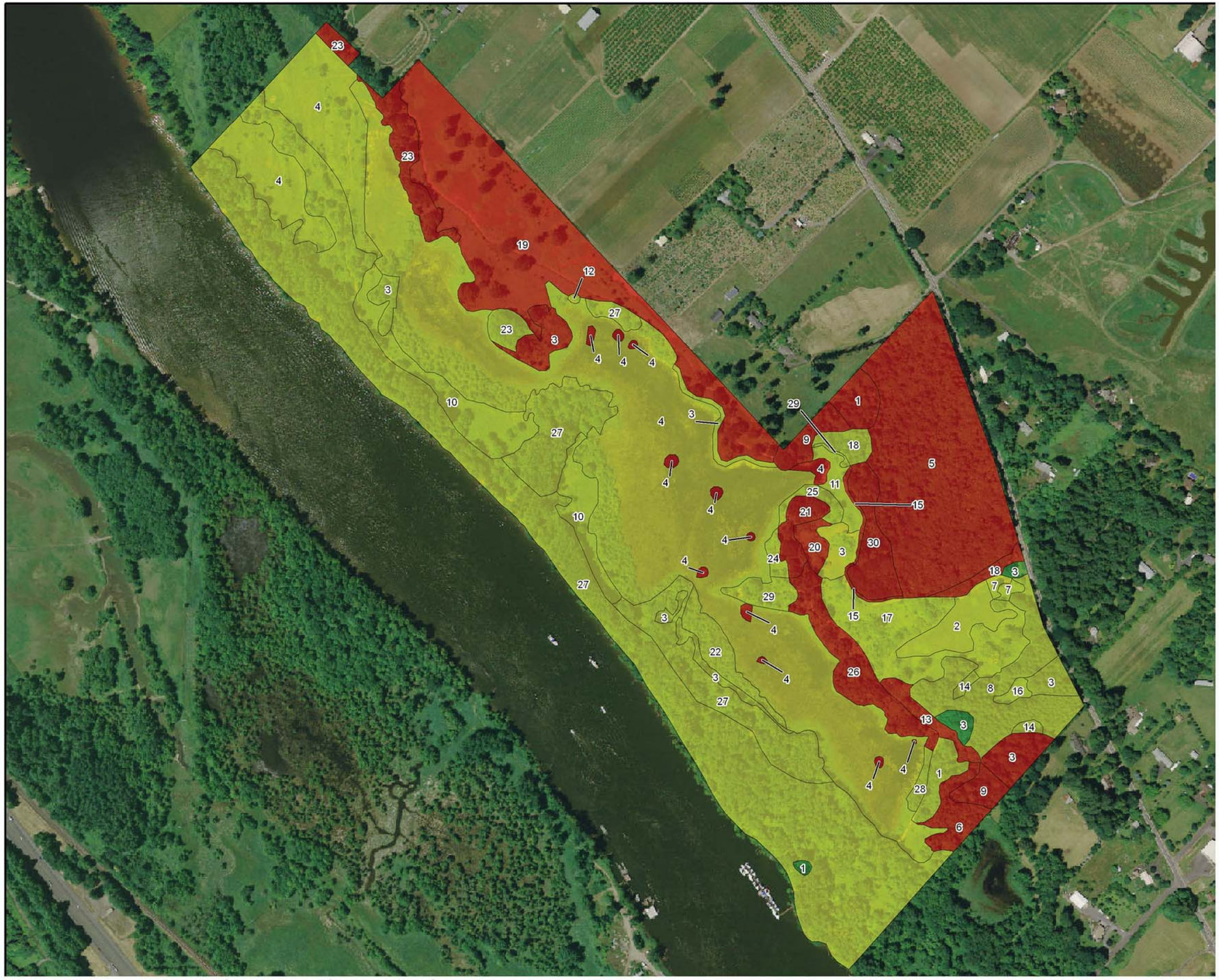
The Management Area map highlights a few small facility improvements proposed for Wapato. There is the potential for a third small bird viewing platform on the northern edge of the wetland. The picnic shelter will be replaced or structurally upgraded to meet safety standards. An interpretive element would also be integrated into the shelter's frame to allow school groups and recreational visitors to learn a little about the restoration process occurring on the wetland and the process of removing invasives and restoring the oak savanna. This effort would also open the view from the picnic shelter area to the wetland as well. Two sites for seating have also been sited along the main loop trail.

Oriented to frame particular views onto the river and into the wetland these will allow visitors a place to pause and take in the site. The parking lot will be set back 50' from the center line of the road for a safer entry and exit. A trail kiosk and small sign will also be added to this area for orientation purposes. A CXT restroom will be constructed near the picnic shelter for fishermen, school groups, and other recreational park users. It will be located far enough away from the road to dissuade most passing drivers on the Sauvie Island Road from simply parking and using the facility.

Each of these site improvements will provide small enhancements to this well-loved daily destination for many Sauvie Island residents. It is our mission to balance the flow of visitors and recreation enthusiasts with efforts for restoring and preserving the existing natural elements.

For locations of these enhancements, please refer to Map 10.1 Comprehensive Management Zone Map.

| 1.5 Wapato Greenway Management Zone - Facilities | | | |
|---|---|---|---|
| Description | Status | Size/ Quantity | Reviews / Approvals |
| Day Use Parking Area Enhancements (**Figure 10.3**) | | | |
| Main Entrance | | | |
| Intersection | Maintenance: Cyclical | 1 ea | Mult. County; ROW jurisdiction |
| Exterior Road Park Sign | New | 1 ea | Mult. County; ROW jurisdiction |
| Circulation: Roads and Parking | | | |
| Includes roadway from entrance and parking areas | | | |
| Asphalt road - 20 ' wide | New | 40 lf | Mult. County Road/street jurisdiction & DEQ |
| Main Parking lot (incl walks, stalls, road) gravel | Rehab | 3,725 sf | Mult. County Road/street jurisdiction & DEQ |
| Parking lot landscaping and bio-swales | New | 1,550 sf | Mult. County, DEQ |
| Parking Signage Striping | New | 1 ea | Mult. County Road/street jurisdiction |
| Gates | New | 2 ea | Mult. County Road/street jurisdiction |
| Gates | Maintenance: Cyclical | 1 ea | Mult. County Road/street jurisdiction |
| Sitework | | | |
| Interpretive signage kiosks at parking lot | New | 1 ea | Mult. County |
| Wayfinding signage at entrances | New | 2 ea | Mult. County |
| Wood Fencing | New | 440 lf | Mult. County |
| Day use area trees | New | 10 ea | Mult. County |
| Day use area landscape irrigation (includes controllers) | New | 1,550 sf | Mult. County |
| Seating (includes natural material seating areas ie boulders/tree trunks, etc.) | New | 2 ea | Mult. County |
| Utilities | | | |
| Well and water pipes | | | Mult. County |
| Domestic well water treatment structure | | 1 ea | Mult. County |
| Electrical connections | Maintenance: Cyclical | 1 ea | Mult. County |
| Circulation: Trails | | | |
| Core Paths - 3' wide: dirt | New | 400 lf | Mult. County |
| Core Paths - 3' wide: dirt | Maintenance: Cyclical | 12,459 lf | Mult. County |
| Buildings, Structures and Major Features | | | |
| Channel | New | 1 ea | Mult. County, DEQ, ODFW, ACOE |
| Bridge Over Channel | New | 1 ea | Mult. County, DEQ, ODFW, ACOE |
| Existing Picnic/Shade Structure | Major Maint. or New | 1 ea | Mult. County |
| Picnic tables (for Shade Structures) | New | 6 ea | Mult. County |
| Sitework | | | |
| Restroom | New | 1 ea | Mult. County |
| Nature Viewing Deck | Maintenance: Cyclical | 800 sf | Mult. County DEQ |
| Bird Blind (Natural materials and style) | New | 1 ea | Mult. County DEQ |
| Bird Blind | Maintenance: Cyclical | 128 sf | Mult. County DEQ |
| Boardwalk | Maintenance: Cyclical | 1 ea | Mult. County DEQ |
| Boardwalk (over southern Berm Enhancement) | New | 1 ea | Mult. County DEQ |
| Interpretive panels | Maintenance: Cyclical | 3 ea | Mult. County |
| Interpretive panels at entrance | New | 3 ea | Mult. County |
| Hadley's Landing Picnic/Day Use Area | | | |
| Sitework | | | |
| Boat Dock | Maintenance: Cyclical | 1 ea | Mult. County, DEQ, ODFW, ACOE |
| Picnic tables (for Shade Structures) | Maintenance: Cyclical | 3 ea | Mult. County |
| Fire Rings | Maintenance: Cyclical | 3 ea | Mult. County |



LEGEND

- High
- Moderate
- Low

| Map Code | Restoration Prescription Summary |
|---|---|
| 1 | Monitor. |
| 2 | Remove canada thistle. Consider feasibility of oak savanna or prairie restoration. |
| 3 | Remove weeds. |
| 4 | Remove weeds. Study possibilities for hydrologic alteration and floodwater retention to control reed canarygrass. If reed canarygrass is controlled by hydrology or other method, seed and plant with desirable native wetland species. |
| 5 | Remove weeds. Areas of ivy may need to be seeded with columbia brome to occupy bare ground resulting from treatment. Areas where holly has been treated will not likely need seeding. Shrubs and forbs may need to be planted into weed control areas once we |
| 6 | Remove weeds. Consider density management to enhance or perpetuate oak habitat. |
| 7 | Remove weeds. Consider feasibility of oak savanna or prairie restoration. |
| 8 | Remove weeds. Consider forest density management, forest structure management, and snag creation options. |
| 9 | Remove weeds. Consider need for oak release to enhance or perpetuate oak habitat. |
| 10 | Remove weeds. Convert to pacific willow shrub swamp or Oregon ash wet forest. |
| 11 | Remove weeds. Plant pacific willow live stakes and sparse oregon ash container or bareroot stock. |
| 12 | Remove weeds. Plant pacific willow. |
| 13 | Remove weeds. Seed bare ground resulting from weed control with blue wildrye and sitka brome. Plant Oregon ash, black cottonwood, suksdorf hawthorn, red elderberry, indian plum, california beaked hazel. |
| 14 | Remove weeds. Seed bare ground resulting from weed control with blue wildrye and sitka brome. Plant red elderberry, hazel, swordfern, and ladyfern. |
| 15 | Remove weeds. Seed bare ground resulting from weed control with blue wildrye, Sitka brome, and columbia brome. Plant appropriate shrubs and herbs. |
| 16 | Remove weeds. Seed bare ground resulting from weed control with blue wildrye, Sitka Brome, and Columbia brome. Plant red elderberry, beaked hazelnut, swordfern. |
| 17 | Remove weeds. Seed bare ground resulting from weed control with blue wildrye, Sitka brome, california brome, roemer's fescue. Underplant additional shrub and forb diversity. |
| 18 | Remove weeds. Seed bare ground resulting from weed control with blue wildrye, Sitka brome, columbia brome. Underplant appropriate shrubs and herbs. |
| 19 | Remove weeds. Seed bare ground resulting from weed control with blue wildrye, Sitka brome, roemer's fescue. Plant additional oaks and appropraite shrubs and forbs once weeds are controlled. |
| 20 | Remove weeds. Seed bare ground resulting from weed control with blue wildrye, Sitka brome, roemer's fescue. Plant oaks, ash, maples. |
| 21 | Remove weeds. Seed bare ground resulting from weed control with blue wildrye, Sitka brome, roemer's fescue. Underplant appropriate shrubs and herbs. |
| 22 | Remove weeds. Seed bare ground resulting from weed control with rice cutgrass, slender hairgrass, slough sedge. |
| 23 | Remove weeds. Seed bare ground resulting from weed control with Sitka brome and annual hairgrass. Plant appropriate shubs and herbs. |
| 24 | Remove weeds. Seed bare ground resulting from weed control with sitka brome and tufted hairgrass. Plant additional crabapple, red-osier dogwood, and hardhack. |
| 25 | Remove weeds. Seed bare ground resulting from weed control with Sitka brome. Plant native red-osier dogwood, pacific crabapple, spiraea, sukdorf hawthorn, hardhack, fringecups, touch me not, slender foot sedge etc. |
| 26 | Remove weeds. Seed bare ground resulting from weed control with tufted hairgrass and sitka brome. Plant additional hardhack, suksdorf hawthorne, and red-osier dogwood, where needed. |
| 27 | Remove weeds. Seed bare ground resulting from weed control with tufted hairgrass, Sitka brome, meadowbarley, sloughgrass, and annual hairgrass. Plant appropriate shubs and herbs. |
| 28 | Remove weeds. Seed bare ground resulting from weed control with tufted hairgrass, slender hairgrass, meadow barley, Sitka brome, and blue wildrye. Plant hardhack, crabapple, nootka rose, willow, red-osier dogwood- suksdorf hawthorn, indian plum, and elde |
| 29 | Remove weeds. Seed bare ground resulting from weed control with tufted hairgrass, sloughgrass, meadow barley, and sitka brome. Plant additional hardhack, suksdorf hawthorne, and red-osier dogwood, where needed. Balance needs for recreational viewing and |
| 30 | Remove weeds. Study oak density and woodland composition. Manage forest overstory and understory density to enhance or perpetuate oak habitat. |

0 0.05 0.1 0.15 0.2miles

# Wapato Greenway Park Comprehensive Plan

## Restoration Priorities and Prescriptions

OPRD Stewardship Services 2013

**Map 10.2**

# 11 Enhancement Projects Phasing

***Major facilities enhancements are phased based on need, costs, and the logical order of implementation.***

| **Wapato Greenway Management Zone - Facilities Phasing** *(For Locations See Map 10.3)* | | | | |
|---|---|---|---|---|
| Description | Phase 1 | Phase 2 | Phase 3 | Phase 4 |
| Day Use Parking Area Enhancements **(Figure 10.3)** | | | | |
| Main Entrance | | | | |
| Exterior Park Sign | x | | | |
| Circulation: Roads and Parking | | | | |
| Includes roadway from entrance and parking areas | | | | |
| Colored Asphalt road - 20 ' wide | x | | | |
| Main Parking lot (incl walks, stalls, road) | x | | | |
| Parking lot landscaping and bio-swales | x | | | |
| Signage, markings | x | | | |
| Gates | x | | | |
| Sitework | | | | |
| Interpretive signage kiosks | x | | | |
| Wayfinding signage | x | | | |
| Wood Fencing | x | | | |
| Lighting | x | | | |
| Day use area trees | x | | | |
| Day use area landscape irrigation (includes controllers) | x | | | |
| Benches (includes benches in 5 Seating Areas) | x | | | |
| Utilities | | | | |
| Well and water pipes | x | | | |
| Domestic well water treatment structure | x | | | |
| Circulation: Trails | | | | |
| New Core Paths - 3' wide: dirt (Formalize Social path) | x | | | |
| Buildings, Structures and Major Features | | | | |
| Channel | | x | | |
| Bridge Over Channel | | x | | |
| Picnic/Shade Structure | | | x | |
| Picnic tables (for Shade Structures) | | | x | |
| Sitework | | | | |
| Composting Toilet (construction - 200 sf) | x | | | |
| Bird Blind | | | | x |
| Boardwalk (over southern Berm Enhancement) | | x | | |
| Interpretive panels | | | | x |
| Drinking Fountains | | | | x |

# 12 Reviews and Approvals

## LAND-USE AUTHORITY

Development of the park uses and facilities described in this Plan for Wapato Greenway is governed by Multnomah County under the provisions of the County's Comprehensive Land-Use Plan. The county plan is acknowledged by the Land Conservation and Development Commission (LCDC) pursuant to the statewide land-use goals, statutes and related administrative rules.

This plan for Wapato has been formulated through the planning process described under OAR 736 Division 18 and OAR 660 Division 34. The planning process includes procedures for coordinating with affected local governments to assure that planned park uses and facilities are compatible with local government comprehensive plans.

## LAND-USE COMPATIBILITY REVIEW

Prior to OPRD's adoption of a plan for a state park property, review of the park plan for compatibility with the affected local government comprehensive plan is required. When a draft park plan is ready for OPRD's adoption, OPRD requests that the local planning official provide written confirmation that the draft park plan is compatible with the local comprehensive plan. "Compatible" means that development permits may be approved for all of the planned park projects without first amending the local government's comprehensive plan, or that the plan for the park specifically states that a local plan amendment will be needed prior to construction of any project that is not compatible. Alternatively, if the draft park plan is determined to be incompatible, the park plan may need to be changed to achieve compatibility before it is adopted. The Plan for Wapato Greenway will be reviewed for local land-use compatibility by Multnomah County planning officials.

## MULTNOMAH COUNTY ZONING

Wapato Greenway falls entirely within the Exclusive Farm Use (EFU) Zone. Additionally, there are three overlay zones that apply to the property, the Willamette River Greenway, Flood Hazard and Wetland Overlays. The Willamette Greenway Overlay applies to the entire park. The Flood Hazard Overlay applies to areas shown as 100-year floodplain mapped by FEMA, which includes most of the park, the existing picnic shelter, most or all of the existing trail, the trail bridge and the dock. Identified wetlands, most or all of which are within the 100-year floodplain, are covered by the Wetland Overlay. This Overlay includes a 50' buffer between wetland boundary and upland activity (Multnomah County Sauvie Island/Multnomah Channel Rural Plan Area 34.5865).

All of the existing and planned park uses and facilities are allowable under current zoning, subject to the county's applicable approval criteria and development standards. However, as discussed below, Wapato's existing uses and facilities were never authorized through county land-use permits required at the time they were put in place. No further development in the park will be allowed until the existing uses and facilities are brought into compliance through retroactive permitting.

## VOLUNTARY COMPLIANCE AGREEMENT

Compliance with county land-use regulations for existing park uses and facilities must be achieved before the new improvements proposed in this Plan for the park can be approved. OPRD has entered into a Voluntary Compliance Agreement with the county in order achieve compliance in conjunction with the county's review of the park plan for land-use compatibility. The Agreement sets out the permitting requirements for the pre-existing park uses and the associated land-use application schedule. The complete Agreement is included in Volume 3 of this plan.

## DEVELOPMENT PERMITS FOR STATE PARK PROJECTS

Development permits will be required for most of the development projects described in the plan for the park. Prior to beginning construction of any project, the project manager is responsible for consulting with the affected local government planning department and obtaining the necessary development permits. The specific requirements for obtaining development permits for a project, and the kind of local permitting process required will vary from one project to another. The time required for completing the development permitting process will also vary, so the project manager should consult with the local government planning department early enough to assure the permitting process is completed prior to the target date for beginning construction. Prior to issuance of development permits the local government will review the project plans and specifications to assure the project proposed for construction is consistent with the description of the project in the park plan and with any applicable development standards in the local government's ordinances.

## VARIATIONS FROM THE MASTER PLAN

Under the provisions of OAR 736-018-0040, OPRD may pursue development permits for a state park project that varies from a state park plan without first amending the park plan provided that the variation is minor, unless the park plan language specifically precludes such variation. Any specific project design elements that cannot be changed by applying the "Minor Variation" rule are indicated in the design standards for the projects in the plan.

The OPRD Director must determine that a proposed variation from the master plan is "minor" using the criteria in OAR 736-018-0040. A minor variation from the master plan, which is approved by the Director, is considered to be consistent with the master plan, contingent upon the concurrence of the affected local government.

## REHABILITATION OF EXISTING STATE PARK USES

State laws allow OPRD to continue any state park use or facility that existed on July 25, 1997. (See ORS 195.125 and OAR 660-034-0030(8).) The laws allow the repair and renovation of facilities, the replacement of facilities including minor location changes, and the minor expansion of uses and facilities. Rehabilitation projects are allowed whether or not they are described in a state park plan. These projects are subject to any clear and objective siting standards required by the affected local government, provided that such standards do not preclude the projects.

Prior to applying for development permits for a project involving a minor location change of an existing facility or minor expansion of an existing use or facility, the OPRD Director must determine that the location change or expansion is "minor" using the criteria in OAR 736-018-0043. A determination by the Director that a proposed location change or expansion is minor is contingent upon the concurrence of the affected local government.

## APPROVALS

OPRD staff in consultation and coordination with local, state, and federal agencies and partners has determined the need for natural resource stabilization and restoration. Under the authority of OPRD Commission Policy 20-0 Natural Resource, and OP 50-09 Invasive Species Management, natural resource projects will be undertaken to manage and restore the landscape to benefit the local resources. OPRD staff work with local partners such as watershed councils, soil and water conservation districts, and surrounding land owners to implement specific resource projects. Projects are developed and implemented by park management, as budget and staff allow.

## CULTURAL RESOURCE REVIEW AND APPROVALS

OPRD recognizes that the preservation and protection of cultural resources is an important aspect of land management. Management of historic and archeological resources is in accordance with OPRD Commission Policy 20-02. OPRD has worked with tribal interests and local heritage organizations to identify how proposed park development may affect cultural resources. OPRD works with the State Historic Preservation Office to secure approval for any project that may have impacts on cultural resources. OPRD will continue to work with tribal and local interests to ensure any significant cultural resources of Wapato Greenway are preserved and protected.

## EMERGENCY MANAGEMENT

OPRD strives to provide a recreation experience that is safe for staff, visitors, and the surrounding community. The life-safety aspects of facility and infrastructure development are reviewed during the local government land-use permitting process. OPRD has additional responsibility beyond the local planning jurisdictions. Park management is responsible for the development of an emergency management plan under OPRD policy 70-04. The development of this emergency management plan will occur after land-use review of the park plan has been completed. Development of the emergency management plan is done through consultation and coordination with affected emergency service providers.

# 13 Appendices

## APPENDIX A: SUPPORTING DOCUMENTS AND REPORTS

OPRD Background Reports and Documents:

- Oregon Natural Areas Plan, OPRD, Salem, 2010
- State Park System Plan, OPRD, Salem, 2012
- Wapato Access Wildlife Assessment, ORPD, December 2011
- Vegetation Inventory and Botanical Resource Assessment for the Wapato Access Willamette River Greenway Property, ORPD, November 2011
- Tryon Creek Management Unit Master Plan Cultural Resources Overview, OPRD, Salem, 2011
- Wapato Access Willamette River Greenway DRAFT Interpretive Assessment, OPRD, Salem, 2013
- Environmental Management System Stainability Toolbox: A Guide to Implementing Sustainable Principles and the Environmental Management System at Park and Office locations, OPRD, Salem, 2005
- SCORP Regional Recreation Survey, OPRD, Salem, 2012
- Centennial Horizon Vision, OPRD, Salem, 2009
- OPRD HUB Database, 2013
- The IMAP Potential Natural Vegetation model
- Natural vegetation associations reported in Natural Resources Conservation Service's NASIS soils data.

**The above documents are available for viewing at:**
Oregon Parks and Recreation Department
North Mall Office Building
725 Summer Street NE, Suite C
Salem, OR 97301

# APPENDIX B: OPRD STATEWIDE NATURAL RESOURCES POLICIES & OBJECTIVES

## OPRD Natural Resource Policy

As stewards of the natural resources entrusted to the Oregon Parks and Recreation Commission, it shall be the policy of Oregon Parks and Recreation Department to:

- Proactively manage the natural resource base for its contribution to the regional landscape, as well as, its function within a site specific planned landscape.
- Actively cooperate and communicate with our public and private neighbors to promote compatible programs and practices.
- Inform, involve and educate the public in significant planned management actions, including the scientific and practical aspects of current management techniques and strategies.
- Consider the significant ecological, recreational and aesthetic qualities of our resources to be the highest priority.
- Develop and follow management programs and action plans which exemplify excellence in resource stewardship, fulfill the agency mission, are guided by the management intent of our property classification system and meet or exceed federal, state and local laws and regulations.

## Statewide Natural Resource Management Objectives

OPRD's natural resource management guidelines for state parks are based on system-wide objectives, on the mapping of natural resource conditions in the park, and on ecosystem patterns. A summary of the natural resource conditions in the planning area is included in Chapter 3, Park Resource Assessments. Detailed resource maps for the park are available for viewing at the OPRD Salem headquarters office and the Regional State Park office in Bend.

The following objectives have been established by OPRD to guide natural resource management decisions for OPRD's properties statewide. These statewide objectives were considered in combination with the particular resource conditions at Cottonwood Canyon State Park to determine specific objectives for the park. The statewide objectives are listed below:

1. Protect all existing high value, healthy, Native Oregon ecosystems found within OPRD-managed properties. (Based on Oregon Natural Heritage ecosystem types and OPRD definition of high quality.)
   a. Allow successional processes to proceed without intervention except as may be needed in particular circumstances.
   b. Identify and monitor existing high quality ecosystems for the presence of threats to desired ecosystem types or conditions. Determine whether there are changes desired in ecosystem types or conditions based on consultation with Oregon Department of Fish and Wildlife, the Oregon Natural Heritage Information Center, the Oregon Department of Agriculture Protected Plants section, natural resource interest groups and any affected federal resource management agencies.
   c. Manage the resources to eliminate any unacceptable threats or to attain desired ecosystem conditions and types.
   d. Following a natural or human-caused catastrophic event, such as a major fire, wind throw, landslide or flooding; determine what Management actions are needed, if any, to attain a desired ecosystem condition or type.

2. Where appropriate, restore or enhance existing low quality resource areas to a higher quality or desired ecosystem types or conditions based on consultation with natural resource agencies as to what a desired ecosystem should be for the planning area and for the region. Identify areas of low resource significance to consider for future recreational use and development, as identified in the park master plan.

3. Manage all OPRD properties to protect existing occurrences of state or federally listed or candidate species to the approval of jurisdictional agencies:
   a. Integrate species management plans into ecosystem management plans that include the monitoring and management of indicator species.
   b. For selected lands, in consultation with natural resource regulatory agencies, determine how best to manage for protected species recovery and related desired ecosystem types and conditions.

4. Manage all OPRD lands and uses to minimize erosion, sedimentation, and other impacts on important resources.

5. Identify and acquire additional lands from willing landowners, or enter into management partnerships with landowners, to provide long term viability for important natural resources within OPRD-managed properties, as needed. Consider connectivity of resources across properties.

6. In areas of high quality ecosystems or habitats, endeavor to provide opportunities for the public to experience the following:
   a. Sights, sounds, smells and feeling of ecosystems representative of Oregon and the region.
   b. Understanding of the ecosystem structure, composition and function.
   c. Larger views of the landscape of which the ecosystem is a part.

7. In selected areas of low quality natural resources, manage for:
   a. Popular or attractive native plants or animals that are appropriate to the local ecosystem.
   b. Desired views or settings.
   c. Desired cultural landscape restorations for interpretation.

8. Locate, design and construct facilities that provide public access to high quality ecosystems or habitats in a manner that avoids significant impacts on the ecosystems.

9. For those OPRD properties or sites which are historically significant and which have been identified by the Department as priority sites for emphasizing cultural resource protection, management and interpretation, manage the natural resources in the cultural resource areas to support cultural resource interpretation, unless this would result in unacceptable conflicts with protected species or areas of special natural resource concern.

10. Manage OPRD natural resources to protect visitors, staff, facilities and neighboring properties from harm.

11. Manage OPRD natural resources to protect them from threats from adjacent or nearby properties or their use.

12. Limit the use of non-native plants to developed facility areas or intensive use areas, and as is needed to withstand intensive use and to provide desired amenities such as shade, wind breaks, etc. Wherever possible, use native species in landscaping developed sites.

## APPENDIX C: MASTER PLAN AMENDMENTS

Once the park master plan is adopted as a state rule, any development in the park must be consistent with the master plan. Minor variations from the adopted master plan may be allowed if such variations are determined by the OPRD Director and the affected local government to be consistent with the master plan in accordance with OAR 736-018-0040. Any use that is not consistent with the master plan requires a master plan amendment. Master plan amendments must follow the same process used to adopt the master plan, which includes re-adoption as a state rule and a determination of compatibility with local government comprehensive plans.

Park master plans are amended when changes in circumstances are significant enough to warrant plan changes. The OPRD Director considers the recommendations of OPRD staff and outside interests in prioritizing the park master plans to be adopted or amended each biennium. The director's decisions are based on considerations of various factors, such as:

- Recreation demands that affect the park, and opportunities in the park to help meet the demands;
- The need for significant changes in park uses or facilities to improve park functions;
- Significant changes in the conditions of, or threats to, natural, cultural or scenic resources within or surrounding that park where a master plan amendment is needed to address the changed conditions or threats;
- Conflicts or potential conflicts between park uses and neighboring land uses where a master plan amendment is needed to address the conflicts;
- Opportunities to establish partnerships to implement previously unplanned projects that fit the park setting; or

- Alternatives to amending the master plan that would adequately address needed changes, such as interagency management agreements, partnerships, and so forth.

## APPENDIX D: HISTORIC VEGETATION MODELS AND SOURCES

Historic vegetation information or modeling available for Cottonwood Canyon:

- The 2008 GAP analysis project.
- The IMAP Potential Natural Vegetation model.
- Natural vegetation associations reported in Natural Resources Conservation Service's NASIS soils data.

## APPENDIX E: REFERENCES

**Chapter 3:**

Bowman, J., N. Cappuccino, and L. Fahrig. 2002. Patch size and population density: the effect of immigration behavior. Conservation Ecology 6(1): 9. [online] URL: http://www.consecol.org/vol6/iss1/art9/

Tasa, Guy L., Julia A. Knowles, Marissa A.Guenther, and Christopher L. Ruiz 2007 Archaeological Resource Evaluation of Area 2, Oregon State Parks, 2006 Surveys. University of Oregon Museum of Natural and Cultural History, OSMA Report 2007-050. On file at the Oregon State Historic Preservation Office. Salem, Oregon.

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