



Study Session

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Milwaukie City Council

COUNCIL STUDY SESSION

Zoom Video Conference
www.milwaukieoregon.gov

AGENDA

JANUARY 12, 2021

Video Meeting: due to the governor's "Stay Home, Stay Healthy" order Council will hold this meeting through Zoom video meetings. The public is invited to watch live by joining the Zoom webinar (visit <https://www.milwaukieoregon.gov/citycouncil/city-council-study-session-113> for details). **This meeting will be recorded and broadcast later on the [city's YouTube channel](#) and Comcast cable channel 30 in city limits.**

Written comments may be submitted by email to ocr@milwaukieoregon.gov. Council may take limited verbal comments. **To speak during the meeting**, see the Zoom webinar login information (see meeting page link above).

Note: agenda item times are estimates and are subject to change.

- 1. Council Goal: Housing – Update** (5:15 p.m.)
Staff: Leila Aman, Community Development Director, and
Christina Fadenrecht, Housing and Economic Development Assistant
- 2. Proposed Oregon Marine Board Rules – Discussion** (6:45 p.m.)
Presenter: Mark Gamba, Mayor, and
Lisa Batey, Councilor
- 3. Adjourn** (7:15 p.m.)

Meeting Accessibility Services and Americans with Disabilities Act (ADA) Notice

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Servicios de Accesibilidad para Reuniones y Aviso de la Ley de Estadounidenses con Discapacidades (ADA)

La ciudad se compromete a proporcionar igualdad de acceso para reuniones públicas. Para solicitar servicios de asistencia auditiva y de movilidad, favor de comunicarse a la Oficina del Registro de la Ciudad con un mínimo de 48 horas antes de la reunión por correo electrónico a ocr@milwaukieoregon.gov o llame al 503-786-7502. Para solicitar servicios de traducción al español, envíe un correo electrónico a espanol@milwaukieoregon.gov al menos 48 horas antes de la reunión. El personal hará todo lo posible para responder de manera oportuna y atender las solicitudes. La mayoría de las reuniones del Consejo de la Ciudad se transmiten en vivo en el [canal de YouTube de la ciudad](#) y el Canal 30 de Comcast dentro de los límites de la ciudad.

Executive Sessions

The City Council may meet in executive session pursuant to Oregon Revised Statute (ORS) 192.660(2); all discussions are confidential; news media representatives may attend but may not disclose any information discussed. Final decisions and actions may not be taken in executive sessions.



COUNCIL STUDY SESSION

Zoom Video Conference
www.milwaukieoregon.gov

MINUTES

JANUARY 12, 2021

Council Present by Video: Council President Angel Falconer; Councilors Lisa Batey, Kathy Hyzy, Desi Nicodemus, Mayor Mark Gamba

Staff Present Assistant City Manager Kelly Brooks
by Video: City Manager Ann Ober
City Recorder Scott Stauffer
Community Development Director Leila Aman

Housing and Economic Development Assistant
Christina Fadenrecht
Police Chief Luke Strait

Mayor Gamba called the meeting to order at 5:15 p.m.

1. Council Goal: Housing – Update

Ms. Aman provided background on Council's housing goal and the Milwaukie Housing Affordability Strategy (MHAS) action plan goals. She explained that the Comprehensive Plan added additional housing goals focused on affordability, livability, sustainability, and equity.

Ms. Aman explained how Construction Excise Tax (CET) funds were dedicated to support residential and commercial projects and programs and noted that state law set the rules for how residential CET funds could be used while Council determined commercial fund spending requirements. She reported that the current CET fund total was \$400,000. She anticipated that \$100,000 would be available for the CET grant program each year. She discussed staff's focus on grant compliance.

Councilor Hyzy noted that staff was building a CET evaluation tool from scratch and asked how Council could help inform others about the city's work and promote affordable housing in the region. **Ms. Aman** noted there would be lessons learned from the project and was open to sharing the progress made with others.

Councilor Batey asked for clarification about the grant funding. **Ms. Aman** clarified that she would like to see the city distribute \$100,000 a year to CET funded grants.

Councilor Batey asked when a developer would pay the CET and **Ms. Aman** confirmed that developers pay it before they are issued building permits. They discussed the details of the commercial fund.

Council President Falconer asked for clarification about the definition of multifamily housing, given the emergence of a new middle housing definition. She wondered if the state legislature had plans to update the definition. **Ms. Aman** noted that staff was tracking legislative developments to see if things would change.

Ms. Aman noted that Council had also passed a CET exemption. She discussed the details of the exemption and what a developer would have to demonstrate to have a CET waived. She reported that the Coho Point at Kellogg Creek project would likely apply for the exemption. She remarked on the city's intent for the program to add more affordable housing. She explained the CET grant program requirements and preferred criteria.

Ms. Aman discussed how staff would implement and monitor the CET program. She asked for Council's preference for how to spend \$100,000 in yearly grants for the program. **Mayor Gamba** wanted to get as much housing built as fast as possible. **Councilor Hyzy** commented that the housing landscape would be changing in the next three-to-five years with upcoming Metro bond measure funding and new affordable housing being developed. She wondered about the best approach for Council to take.

Council President Falconer suggested that CET program funding could be spent on smaller hyper-local projects. She noted the opportunity for Milwaukians to help create affordable housing units in the community. She agreed with Mayor Gamba in wanting as many units built as possible. She noted a potential conflict with the desires to both incentivize smaller developers and to build units as fast as possible.

Ms. Aman and **Councilor Batey** discussed whether to provide fewer grants to larger projects versus providing grants to many smaller projects. **Councilor Batey** suggested first providing shorter term grants and revisiting that program in a few years. She echoed Councilor Hyzy's comments and agreed on the importance for the city's program to be nimble. **Ms. Aman** summarized that the program could be adaptable and confirmed that staff would check in with Council annually to assess how the program was going.

Ms. Aman noted that CET program funds could be used to rehabilitate current multifamily housing. **Councilor Hyzy** observed that sometimes improvements to affordable housing can make units unaffordable. She asked if there would be provisions in place to help mitigate or prevent that. **Ms. Aman** explained the requirements in place to ensure the units would be affordable.

Councilor Hyzy noted that existing affordable housing units can deteriorate and sometimes result in people living in hazardous conditions. She wanted the city to not lose sight of the need to preserve naturally occurring affordable housing units. **Council President Falconer** agreed that deteriorating affordable housing should be a priority for funding. She did not want those units to fall victim to gentrification. **Ms. Aman** appreciated the feedback and confirmed staff felt similarly.

Ms. Aman reported that the city's accessory dwelling unit (ADU) system development charges (SDCs) waiver pilot program had been a success. A larger conversation about that program was scheduled to take during a Council meeting in March.

Ms. Aman discussed the city's Coho Point at Kellogg Creek public/private partnership development which would include market rate housing and affordable housing units. She noted staff would provide a project update soon. She also noted staff was working on the Sparrow Site project and would provide an update to Council on January 19.

Ms. Aman reported that staff was working on the housing code, specifically working on what an expedited permitting process would look like for land use and for building applications. She asked if staff should prioritize affordable housing in the land use and development review process. She noted the current project queue and asked if affordable housing projects should be moved to the front, which would result in others waiting longer.

Mayor Gamba asked where Milwaukie was in relation to the region and **Ms. Aman** commented on Milwaukie's land use and building review process in relation to other cities. **Councilor Batey**, **Ms. Aman**, and **Council President Falconer** commented on the building and land use review process.

Councilor Hyzy wondered if there would be a situation where the city would want to move a different type of project through the review process quickly to increase its chances of success. **Ms. Ober** noted examples like solar installations, public libraries, and schools that could be prioritized.

Mayor Gamba asked if the city had a definition of “affordable” for projects to be advanced through the process quickly. **Ms. Aman** noted the city had not yet determined that definition and it was a question staff had for Council. **Mayor Gamba** discussed the importance of workforce housing. **Ms. Aman** discussed why 80% of the area median income (AMI) rate would be a good starting point.

Ms. Ober noted that if too many projects were prioritized, then none would be prioritized. She suggested if that happened then staff would have to adjust and move the lowest income restricted housing to the front of the line. Council agreed with Ms. Ober’s suggestion.

Ms. Aman understood that Council wanted staff to try using 80% of AMI and focus on the building permit review as a starting point.

Ms. Aman provided a chart showing the estimated rental housing needs based on median family income (MFI) forecasted for the next 20 years for the city. She noted that Clackamas County’s Hillside Park and Manor redevelopment project would have a mix of units with a total of 300 new units, or 43% of the city’s estimated need over the next 20 years. She noted additional affordable housing units on the horizon that should get the city to over 60% of what was estimated to be needed. She also noted how the vertical housing tax credit assisted the building of market rate housing. She believed the city had an attainable goal to deliver affordable housing units.

Ms. Aman noted that staff would lead a conversation at the January 19 Council meeting related to concerns about the temporary use code and transitional housing. She discussed staff’s goal to clarify and improve the community service use (CSU) process.

Mayor Gamba noted that Milwaukie was home to the Annie Ross House, the only family shelter in the county. He observed there was a big need and hoped the city could help find solutions. **Ms. Ober** noted it was important to have conversations together with non-profit organizations and the county to make sure the city is creating a process that helps those groups carry out their mission.

Council President Falconer wanted to make sure that people who have been through the land use process have an opportunity to provide feedback on the barriers in the process. **Ms. Ober** and **Ms. Aman** noted that the city encouraged people who had insight to share it with the city.

Ms. Aman provided an overview of the city’s housing workplan goals.

Mayor Gamba reiterated that he wanted the city to keep an eye on the Hillside development and **Ms. Aman** confirmed staff would continue to do so.

Councilor Batey thought it was important that all councilors be informed of housing developments. **Ms. Ober** clarified that it was staff’s intention to ensure that all of Council knew about housing projects. **Mayor Gamba** and **Councilor Hyzy** commented on potential housing projects they had heard about from other sources.

Ms. Ober explained staff would update the housing goal resolution to remove “draft” and may remove the word “emergency.” Staff would provide an update soon before it was considered for adoption.

Mayor Gamba recessed the meeting at 6:50 p.m. and reconvened at 6:54 p.m.

2. Proposed Oregon Marine Board Rules – Discussion

Councilor Batey discussed wake zones and the recreational use of the Willamette River. She discussed how the new Oregon State Marine Board (OSMB) rule would add pressure on Milwaukie's waterway and existing parking problem. She noted the failure of the OSMB to notify the city about the new rule and that it was likely the OSMB would not adjust it. She explained what needed to be changed in the proposed rule to get a no wake zone added for Milwaukie Bay.

Councilor Hyzy understood that Portland's South Reach program originally considered a larger no wake zone in the Milwaukie Bay area. **Councilor Batey** clarified that the Portland plan was separate from the OSMB's proposal.


Councilor Batey suggested the city could push for the OSMB to adopt a no wake zone. She noted her previous experience with the OSMB adopting a no wake zone elsewhere and that there could be backlash to the city's request.

Councilor Batey asked for Council feedback on the draft letter to the OSMB. **Ms. Ober** observed there was no feedback and that the letter would be added to Council's next consent agenda.

2. Adjourn

Mayor Gamba adjourned the meeting at 7:07 p.m.

Respectfully submitted,



Amy Aschenbrenner, Administrative Specialist II



HOUSING GOAL UPDATE

CITY COUNCIL STUDY SESSION

JANUARY 12, 2020

LEILA AMAN, COMMUNITY DEVELOPMENT DIRECTOR

CHRISTINA FADENRECHT, HOUSING AND ECONOMIC
DEVELOPMENT ASSISTANT

MEETING GOALS

- Confirm, refresh, or otherwise adjust Councils goal statement.
- Provide direction on staff workplan and priorities to ensure alignment with Council goals and expectations.

BACKGROUND

- Community Vision, 2017

“...It is a safe and welcoming community whose residents enjoy secure and meaningful work, a comprehensive educational system, and affordable housing.” Place goal statement & Superaction 3.

- Housing Goal, 2017
- Milwaukie Housing Affordability Strategy, 2018
- Comprehensive Plan Housing Policies, 2020



GOAL 1: HOUSING (R26-2019)

WHEREAS, Milwaukie is in a housing state of emergency; and the Draft Milwaukie 2040 Vision calls for all residents to have affordable housing; and Milwaukie and the Portland Metropolitan region are currently experiencing record low rental vacancies and extreme housing affordability issues generally, which are causing displacement, disruption of lives and in some cases homelessness. Therefore, the city manager is directed to take every opportunity to address this housing crisis, including finding and working with partners to add new affordable housing units, and to encourage the private market to develop housing options that are affordable for Milwaukians at every income level and stage of life.





CITY OF MILWAUKIE

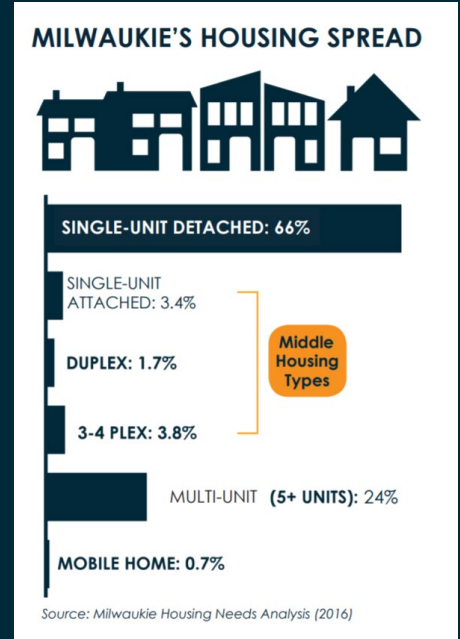
Milwaukie Housing Affordability Strategy (MHAS): 2018–2023 Action Plan

Goal 1: Develop New Affordable Units

Goal 2: Prevent Displacement and Keep Affordable Units Affordable

Goal 3: Connect Residents to Existing Affordable Housing

- Comp plan further emphasizes elements of the MHAS
- Affordability, Livability, Sustainability, Equity
- Promote middle housing types
- Design and tree canopy
- Access to transportation
- Services near transit and in hubs
- Sustainable design practices/net zero



WORKPLAN GOALS

1. Incentives
 - CET Exemption
 - CET Grant Program
 - ADU Pilot
2. Landbanking
3. Housing Code
4. Development Review Process
5. Temporary Housing/Transitional Housing



CONSTRUCTION EXCISE TAX FUNDING

Residential - Sourced Funding Availability:

- **\$141k** for grants towards multit-unit Income Restricted housing up to 80% AMI
- **\$99k** for programs and activities towards affordable housing (land banking, rehabilitation for universal design)

Commercial - Sourced Funding Availability:

- **\$162** for any Income Restricted Housing up to 120% AMI



CET GRANT PROGRAM CRITERIA

Requirements:

- Project Readiness
- Financial Need

Preferred Criteria

- Missing Middle Housing
- Guaranteed Income-Restricted Affordability Period of 5+ years **Up to 80% AMI or up to 120% AMI.*
- Located Near Public Transit
- Service to underserved populations or organizations that aim to affirmatively further fair housing



CET PROGRAM IMPLEMENTATION

- Compliance and monitoring
- Grant agreement
- Recorded covenant
- Grant administration



DISCUSSION

- Middle Housing
- Multi Family Housing (new/rehab)
 - Income levels served
 - Affordability period
 - Other?



ADU WAIVER PILOT

City-Controlled SDCs Allocations

- 6 Final Approvals
- 4 applications are pending building permit review or permit pick ups

Frontage Improvements:

- 6 improvements waived
- 2 ADUS with no improvements otherwise required
- 2 pending review



LANDBANKING

BLACK ROCK, LLC

COHO POINT AT KELLOGG CREEK



VIEW OF CREEK SIDE

JONES ARCHITECTURE DOWL [LIFE+MOTION](#)

BLACK ROCK, LLC

COHO POINT AT KELLOGG CREEK



VIEW FROM SE MCLOUGHLIN BLVD

JONES ARCHITECTURE DOWL [LIFE+MOTION](#)

- Coho Point at Kellogg Creek
- Sparrow

HOUSING CODE AND DEV'T REVIEW

- Housing Code in progress
- Should we prioritize affordable housing in our land use and development review?



Estimated rental housing needs, based on Median Family Income (MFI) forecasted for the next twenty years (2019-2039) for the City of Milwaukie. HACC Local Implementation Strategy, 2019

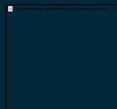
Extremely Low Income (<30% MFI need)	Very Low Income (30-50% MFI need)	Low Income (50-80% MFI need)	Total affordable rental housing need between 0-80% MFI
256	167	274	697

<https://dochub.clackamas.us/documents/drupal/39cce906-dd93-4405-a4d0-15dc623a3ae9>



TEMPORARY USE AND TRANSITIONAL HOUSING

- Temporary Use Code
 - Long term emergencies
- Transitional Housing
 - Clarify and improve the CSU process



WORKPLAN GOALS

1. Incentives
 - CET Grant Program
 - ADU Pilot
2. Landbanking
3. Housing Code
4. Development Review Process
5. Temporary Housing/Transitional Housing



Scott Stauffer

From: Scott Stauffer
Sent: Tuesday, January 12, 2021 3:25 PM
To: Lisa Batey; _City Council; Luke Strait; Peter Passarelli
Subject: RE: draft letter and background documents re Milwaukie Bay item on tonight's agenda
Attachments: Plan of the Town of Milwaukie 1865 Plat.jpg

Good Afternoon – attached is the earliest map I am aware of (circa 1865) that features the words “Milwaukie Bay.” This is a version of the map that is on the wall at city hall. The email and attachments sent by Councilor Batey will be included in the study session meeting record.

SCOTT STAUFFER

City Recorder
he • him • his
p: 503.786.7502
City of Milwaukie

From: Lisa Batey <BateyL@milwaukieoregon.gov>
Sent: Tuesday, January 12, 2021 11:11 AM
To: _City Council <CityCouncil@milwaukieoregon.gov>; Luke Strait <straitl@milwaukieoregon.gov>; Peter Passarelli <PassarelliP@milwaukieoregon.gov>
Subject: draft letter and background documents re Milwaukie Bay item on tonight's agenda

All:

For tonight’s discussion, and for the meeting record, attached is a draft of the letter, plus two other documents:

1. The 1995 Elk Rock Island Natural Area Management Plan, which I propose to make an attachment to the comments ultimately submitted
2. A map prepared by Nick Lindekugel showing the shoreline and mile markers. I don’t necessarily propose making this an attachment.

I am also hoping that staff might be able to find the 19th century map that identified Milwaukie Bay that was used when we renamed the park. I would like to make that an attachment as well.

Below are comments that Luke obtained from the CCSO, which provide good food for thought. I wonder if we can’t help press the OSMB to find more funding for the increased enforcement this rulemaking is going to impose on CCSO.

There are also a handful of margin comment bubbles in the letter with other suggestions of things we might want to add or enhance. Please take a look at those.

I look forward to the discussion tonight. –Lisa

Lisa Batey

Milwaukie City Councilor

She/hers

Phone: 503-353-1825

Email: bateyl@milwaukieoregon.gov

From: Luke Strait <straitl@milwaukieoregon.gov>
Sent: Monday, January 11, 2021 3:48 PM
To: Lisa Batey <BateyL@milwaukieoregon.gov>
Cc: Ann Ober <OberA@milwaukieoregon.gov>; Kelly Brooks <BrooksK@milwaukieoregon.gov>
Subject: seeking no-wake zone in Milwaukie Bay/Elk Rock Island

Councilor Batey-

I received some feedback from the Sheriff's Office on the new recommended Marine Board rule. CCSO is digesting the whole thing as well.

Luke

This Message originated outside your organization.

Luke,

Sorry it took a bit to get back to you, I was off work and had a meeting with the Marine Board this morning about this topic so it thought it best to respond after the meeting. If these rules go into effect, which I believe they will, it will be a difficult task to enforce these rules with our current staffing levels. As to the impact to our enforcement in Clackamas County; we will be forced to reduce our patrols on other waterbodies if we need to enhance patrols on this section of the Willamette. If we keep the current level of patrol on this section of the Willamette the amount of contacts we make will be significantly reduced due to the time spent on stops we will have to make to inform boaters they are violating the new rules. We know firsthand, after dealing with new rules on the Newberg Pool area of the Upper Willamette, it takes a large amount of time to inform and enforce new rules of this type.

While these new rule may appear to solve some of the complaints regarding boat wakes from the non-motorized boaters and home owners it may not have the desired effect and may cause substantially more motorized boats to be pushed into one area, specifically Milwaukie, creating congestion. At first glance the proposed rule will eliminate wake surfing from the Falls to the Hawthorn and reduce the areas where boats can pull tubers and wakeboarders. More importantly the proposed rule in Multnomah County eliminating all towed water sports north of Waverly Marina up to the Hawthorne Bridge will have a large impact on the Milwaukie area. Boaters launching in at Milwaukie or Willamette Park will have to choose to boat north or south of the zone. In my experience most, if not all, boater will go south into Milwaukie except those wanting to wake surf. Boating north of the Hawthorn Bridge is not that desirable. This will cause major congestion in the Milwaukie area, so even though they will have to stay away from docks there will be far more boats because they will not be allowed to spread out into the closed area. I predict the Milwaukie and Lake Oswego areas will have congestion similar to what is currently happening near the 10th St boat ramp in West Linn. This area is heavily congested due to the restrictions just up river.

I doubt the Marine Board is willing to add an additional no wake zone from Waverly south past Elk Rock because there is already a no wake zone 200 feet out from the Jefferson Street boat ramp. This 200 foot no wake zone already covers the shore line in front of the park. If they are wanting restrictions based on shore erosion that will be very difficult to get pushed through as there are no studies that document erosion due to boat wake. Elk Rock specifically has a solid rock shore line other than a small silt area on the north side and these types of shores would be difficult to show any type of damage cause by wake.

I would be happy to sit down over a cup of coffee or talk by phone if you want to discuss this further or have other question.

Take care,

Nate Thompson, Sergeant
Clackamas County Sheriff's Office

[to be placed on City letterhead, and dated]

Oregon State Marine Board
Attn: Jennifer Cooper, Rules Coordinator
435 Commercial St. NE Suite 400
Salem, OR 97301

RE: Comments on Notice of Proposed Rulemaking Relating to the
Willamette River from Downtown Portland Upstream to Willamette Falls

Dear **Chair Early** and Members of the Oregon State Marine Board:

We, the City Council of the City of Milwaukie, only in November learned of this rulemaking effort, despite the fact that the Oregon State Marine Board (OSMB) has apparently met to discuss it on five separate occasions since October 2019. It appears that much good work has been done, but without adequate consultation with the City of Milwaukie, which will be significantly impacted by this new rule, which restricts towed watersport activities to our north, pushing more boaters from Willamette Park and elsewhere in Portland to Milwaukie and Clackamas County. We cannot support the rule as currently written, but would support it if the OSMB amends the rule to create a “no wake zone” in Milwaukie Bay and around Elk Rock Island.

Milwaukie Bay and Elk Rock Island Form a Significant Habitat Area in the Urban Landscape

Milwaukie Bay is a very special habitat area along the Willamette River, where both Johnson and Kellogg Creeks empty into the Willamette. To the south of the bay is Elk Rock Island, a City of Milwaukie park, an island formed primarily of Waverly Heights basalt, some of the oldest rock in the metro area. See Attachment B, Elk Rock Island Natural Area Management Plan (1995), at p. 5. The 15-acre island has seven different habitat areas, or vegetative communities – from the basalt floodplain with its unique vernal pools to the xeric and mesic upland forest areas. Attachment B at pp.6-8.¹ The island is also home to numerous plants rarely found in the metro area. Attachment B at p.9. On the west side of Milwaukie Bay is Elk Rock, a cliff face (escarpment) that hosts nests of peregrine falcons, and which has been identified as home to unusual plant communities as well. Attachment B at pp. 8-9, 14.

Much work has been over the last decade to foster better fish habitat in Milwaukie Bay. The Johnson Creek Watershed Council did extensive work in the mouth of Johnson Creek and

¹ The Management Plan calls out prevalence of invasive species, including English ivy, blackberry and holly. See, e.g., p.7. In the quarter century since the Management Plan was authored, much work has been done by the City of Portland, the City of Milwaukie, the North Clackamas Parks and Recreation District, and hundreds of volunteers to remove these invasive plants. While they have not been eradicated, their presence is much reduced from 1995.

Commented [LB1]: The OSMB website shows her (Val Early) as chair from 2016-2020. It does not indicate if someone else is chair now, or whether she continues as chair.

Commented [LB2]: When we renamed the park, I think we had an old map that showed that it was called Milwaukie Bay back in the 19th century. I would like to attach the map as Attachment A, and am hoping staff can find it.

for the first half-mile of the creek a decade ago, installing large woody structures and creating pooling opportunities as refugia for migrating juvenile salmon. They followed that project in 2020 with a similar large wood project starting at the 0.5 mile mark of the creek, under the intersection of highways 99E and 224.² In 2016, the North Clackamas Parks and Recreation District (NCPRD) did similar fish habitat enhancement work in the channel between Elk Rock Island and the Willamette shore.

Commented [LB3]: Need a link to cite for this, too.

The current configuration of the boat ramp, dock and parking area in Milwaukie Bay Park, funded in part by an OSMB grant, was dedicated in May 2015. There was a “beach” area in Milwaukie Bay Park intended as a launching area for non-motorized watercraft, but it was largely washed away in a high water event in December 2015. The beach was subsequently reinforced and steps were added,³ and some users of non-motorized craft – as well as waders and swimmers – use the beach area. But many users of non-motorized craft launch from the boat ramp, and a kayak/canoe rack was added a couple of years ago to serve that population. Milwaukie Bay is also a popular destination for anglers, both in boats and from shore.

Milwaukie Bay Is Not Currently Safe for All Users

Since the reopening of the park in 2015, we have seen a significant increase in the use of Milwaukie Bay by paddle-boarders, kayakers, canoeists, and even some swimmers who swim across to Dunthorpe and back. A number of rowing teams also regularly row through Milwaukie Bay. Every boating season, we hear concerns from residents who have had frightening encounters with boaters and the wakes they create. In April 2020, a healthy young athlete drowned in Milwaukie Bay after falling out of his kayak. His fall into the water was never conclusively determined to be caused by a wake, but some who witnessed it believe it was.

[hoping we might get one or two testimonials to insert here]

Commented [LB4]: I got a story from Linda Blue, but the incident recounted of an overturned kayaker was down by the falls, not in Milwaukie Bay. Still, I thought some of her language might be worth quoting:

As a result, in the summer of 2020, after a two-year process, we adopted an updated Comprehensive Plan which calls out a specific policy goal to “[w]ork with state agencies and other partners to encourage equitable and safe use of the Willamette and to provide protections for the most vulnerable river users, including but not limited to swimmers, human-powered watercraft, and anglers.”⁴

The people who caused the wake had seen what had happened and just sped away, leaving those of us in kayaks to rescue. I am very hesitant to kayak in the Willamette anymore due to the unruliness and lack of respect from the power boat people. I totally support having a no wake zone, AND of having more patrols to support it. Even in the areas where it was posted “No Wake” there were boats driving way too fast. It is dangerous out there.

² See <http://www.jcwc.org/large-wood-enhancement-project-complete-in-lower-johnson-creek/>

³ [can we cite something on the City website for the beach repair?]

⁴ See Policy 4.5.5 at https://www.milwaukieoregon.gov/sites/default/files/fileattachments/planning/page/75331/adopted_comprehensive_plan_document_aug_2020.pdf (p. 83).

The OSMB Rulemaking Focuses Too Much on Damage to Personal Property and Not Enough on Either Safety or Damage to the Shoreline of the River, its Tributaries, or Elk Rock Island

The new proposed section 11 of the rule as it applies to Clackamas County only limits motorized boating activity within specified distances from docks, boathouses, moorages or floating homes. Nothing else. No protection for the shoreline from erosion. The existing rule carves out a no-wake zone within 200 feet of the shoreline of George Rogers Park in Lake Oswego – why is similar protection not being given to all segments of undeveloped shoreline, whether parks or natural areas along the Willamette?

Erosion concerns were called out in the 1995 Management Plan. “Soils overtopping the bedrock are relatively thin. Erosion problems should be prevented or controlled as soon as they appear.” (Attachment B at page 5.) Quantifiable measures of erosion are difficult to find, but several long-time Milwaukie area residents have opined that wakes have already eroded sandy areas that used to exist on the north end of Elk Rock Island. The rule is deficient in not addressing erosion of public property.

The OSMB Rulemaking Was Initiated Without Adequate Consultation

We understand that there was extensive collaboration with the City of Portland, under the rubric of their “South Reach Plan,” which resulted in the proposed creation of a “pass-through zone” from downtown Portland to the Waverly Marina – essentially the line between Portland and Milwaukie, and between Multnomah and Clackamas counties. This proposed rule would thus shift river users who want to tow people on skis, wakeboards, or any other sort of craft to Clackamas County, even though none of the boat ramps in the Clackamas County stretch of the Willamette has the sort of capacity for boats or cars as does Willamette Park in southwest Portland.

The City of Milwaukie was not informed of the discussions leading up to this rulemaking. We learned about it only when inquiring of Portland staff. We understand that the NCPRD staff was consulted at some point, but that does not satisfy the need to inform cities along the Willamette of rulemakings impacting their jurisdictions, as this one does. While Milwaukie does have parks – Milwaukie Bay, and Elk Rock Island and Spring Park – along the eastern shore of the Willamette, the City owns those parks, unlike in some jurisdictions where the parks district owns the parks. Moreover, the shoreline of those parks comprises approximately half of the shoreline within our city. Thus, the City should have been consulted, and perhaps also invited to take part in the Advisory Committee that met beginning in 2019.

Indeed, in addition to the failure to consult with the City of Milwaukie, the make-up of the Advisory Committee does not seem to satisfy the requirements of OAR 137-001-0007(2), which states that “if the agency appoints an advisory committee, the agency shall make a good faith effort to ensure that the committee’s members represent the interests of persons likely to be affected by the rule.” The Advisory Committee appears to have been weighted more to representatives from Multnomah County, and the representatives from Clackamas County were almost all from Lake Oswego – the Lake Oswego Rowing Club, Lewis and Clark crew team, and

Commented [LB5]: This section needs beefing up. I have a few queries in to folks who I hope will be able to provide more. But I heard concerns about erosion of the north end of ERI back in the mid-2000s when I started working on Spring Park. And yesterday Gary Klein wrote to me: “Elk Rock Island on the north side HAD a nice sand beach, but since “wakeboarding” it is gone and we have a mud beach.”

a shoreline resident from Lake Oswego. Two members of the Committee, Stevens Marine and a shoreline resident identified on meeting materials as being from “Milwaukie” are actually from the unincorporated Oak Grove area. As far as we can ascertain, there was no one on the Advisory Committee from Milwaukie, and certainly no one who was in contact with the City. The segment of the Willamette in Milwaukie is arguably the segment *most* impacted by the rulemaking, and yet Milwaukie was not consulted.

Indeed, had not one of our Councilors inquired of OSMB staff and gotten added to the mailing list to receive the proposed rule, it might be that OSMB would be in violation of OAR 250-001-0000, which provides that “prior to adopting, amending or repealing a permanent rule, the State Marine Board will give notice of the intended action: . . . (4) by sending notice to the following persons and organization: . . . (c) City and county officials in the area affected.”

In sum, the failure to properly engage the City of Milwaukie – and, perhaps other Clackamas County cities – seems inconsistent with regulatory obligations and the Legislature’s clear statement that “it is the policy of this state that whenever possible the public be involved in the development of public policy by agencies and in the drafting of rules.” ORS 183.333(1).

Proposed Amendment: Creation of a No-Wake Zone in Milwaukie Bay and Around Elk Rock Island

In light of the importance of safety in Milwaukie Bay, which will be diminished by the rule as proposed, and consistent with our Comprehensive Plan, the City of Milwaukie requests that the OAR 250-020-0032(11) be amended by:

- (1) adding a new subsection (a) to OAR 250-020-0032(11) reading: “(a) in excess of ‘slow-no wake’ speed between Waverly Marina and river mile 19.3” and
- (2) Renumbering subsections (a) through (d) of the proposed rule as (b) through (e).

Making this addition in the final rule will address our concerns about a rulemaking that will otherwise make Milwaukie Bay a less safe place for all river users. With this addition, the City of Milwaukie would support the proposed rule. Without, we are adamantly opposed to the rule and the impacts that OSMB is placing on the Milwaukie stretch of the Willamette without adequate notice and consultation, and without consideration of the harmful erosion to public property caused by towed-watersport activities.

[closing signature block for all five councilors]

Commented [LB6]: This is a sort of best guess as to the southern edge of Milwaukie based on GIS mapping

Commented [LB7]: Do we go further and expressly suggest that the rulemaking be rescinded and reissued to address these concerns? Or is that giving them an out? Do we add something about preserving all our options to challenge the rule if adopted?

Elk Rock Island Natural Area

Management Plan

**Adopted by
City of Milwaukie**

January 17, 1995

**Prepared by
Portland Parks and Recreation
in cooperation with
City of Milwaukie
North Clackamas Parks District
Friends of Elk Rock Island Natural Area**

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Chapter 1: Background

Location and General Description

Elk Rock Island Natural Area consists of three publicly owned parcels and adjacent private land located along the Willamette River in Clackamas and Multnomah Counties. Elk Rock Island and Spring Park are located on the east side of the main channel of the river. Elk Rock is on the west side of the river.

Elk Rock Island is owned by the City of Portland and managed by Portland Parks and Recreation. The island is fifteen acres in size and is managed as a natural area, available for appropriate passive recreation uses. The island lies within unincorporated Clackamas County, south of the city limits of Portland and abutting the City of Milwaukie. The island is accessible by boat and by foot from the Milwaukie side except during high water periods.

Spring Park is owned by the City of Milwaukie and is managed by the North Clackamas Park District (NCPD). Spring Park is 6.87 acres in size and, like Elk Rock Island, is currently managed as a natural area. Spring Park also lies within Clackamas County but is within Milwaukie city limits.

Elk Rock is a prominent feature on the lower Willamette directly west of Elk Rock Island. A steep rock face, Elk Rock rises from the river at about 10 feet above sea level to nearly 270 feet at SW Riverside Drive (State Highway 43). The park portion of this feature is 3.08 acres. Elk Rock is in unincorporated Multnomah County south of Portland city limits. The park is owned by the City of Portland and managed as a natural area. A substantial portion of a 1,200 foot long railroad tunnel built through Elk Rock is within the park ownership.

Legal Description and Zoning

Elk Rock Island

Legal description as found on deed to the City of Portland is as follows:

That certain island in the Willamette River above the town of Milwaukie, Oregon, formerly known as Whitcomb Island, now called Rock Island, lying near the Southwest corner of the Lot Whitcomb's Donation Land Claim No. 38 in Township one (1) South of Range One (1) East of Willamette Meridian, containing fifteen (15) acres of land more or less.

Elk Rock Island is shown on Clackamas County maps as: 1S 1E 35, 100.

Elk Rock Island is zoned **OSM** (Open Space Management) by Clackamas County. This zone is applied to parks, public and private recreation areas including golf courses and school playgrounds, cemeteries, and unique natural areas dedicated to the public or preserved by easement.

Spring Park

Spring Park is composed of all of blocks 24, 25, and 27 (Robertson Addition); portions of lots 2, 4, 6, and 8 of block 16 (Robertson Addition); certain adjoining vacated streets; and a lot partitioned from private property and added to the park's southwest corner. Also described as tax lots 5900, 6000, 6100, 6200, 6300, 6400, 6500, and 6601, quarter corner DD, section 35, 1S, 1E.

Spring Park is zoned **R5** with a **NR (natural resource)** overlay. In addition, the Milwaukie Comprehensive Plan includes Spring Park in the Willamette Greenway.

Elk Rock

Tax lot 10, Section 35, 1S, 1E. Quarter section map 4231. Tax account 99135-0100.

Elk Rock is zoned by Multnomah County as **R-30** (30,000 sq. ft. minimum single family residential) with **CS** (Community Service), **WRG** (Willamette River Greenway), and partial **FW** (Floodway) overlay zones.

Private Property

Adjacent private property to the north and south of Spring Park also have significant natural resource value. These areas are functionally part of the Elk Rock Island Natural Area. The property includes portions of tax lot 3100, quarter corner DA, section 35, 1S, 1E; portions of tax lots 2800, 2900, 3000, 3100, 3200, 3300, 6600, 6700, and 6800 (outside Milwaukie city limits), quarter corner DD, section 35, 1S, 1E. Of these lots that are inside Milwaukie city limits, all are zoned **R5** with a **NR** overlay.

Park History

The Peter Kerr family gave Elk Rock Island to the City of Portland in 1940, with the requirement that the island "be used solely as a public park or playground, or for public park or public playground purposes, for the use and enjoyment of the public generally". A deed transferring Elk Rock Island from the Kerr family to the City of Portland was executed on November 30, 1940. Portland City Council authorized the acceptance of the island by ordinance 74751, passed on December 27, 1940. Deed was recorded on January 8, 1941. Both the deed and the ordinance designated the island as Peter Kerr Park. The Kerr family formally dedicated the island on Peter Kerr's 93rd birthday, October 29, 1954.

A history of Elk Rock Island was written by Milwaukie resident Esther K. Watson in 1984. Ms. Watson's document provides a pre-park history for the island.

Spring Park was purchased by the City of Milwaukie from Hilda Keller in 1971. In 1980, the City of Milwaukie vacated much of Lark St. (aka 6th St.) on the south edge of Spring Park. In 1980, to correct an encroachment problem, Milwaukie traded a .25 acre portion of the vacated street to the property owner to the south, with the City acquiring approximately .36 acres adjacent to the Willamette River. The south boundary, as adjusted, was re-surveyed in 1988-89 (Gaylord) and iron rods were found at all corners.

Elk Rock, on the west side of the Willamette, was also given to the City of Portland by the Peter Kerr family. The deed transferring the property was executed on June 2, 1955, and recorded on June 28, 1955 (book 1730, pages 251-252). The deed conditioned that the property "shall be used solely as a public park... and that (it) shall be known as 'Peter Kerr Park'." The deed also references an earlier conveyance of a portion of Elk Rock to The Oregon and California Railroad Co. (recorded July 21, 1922; book 886, page 210).

Development of Management Plan

In 1989, an effort was made by interested citizens and by parks department staff from the cities of Portland and Milwaukie to develop a management plan for Spring Park and Elk Rock Island. The management plan was to address park problems and to establish policy direction ensuring adequate protection of natural resources. Public meetings were held in Milwaukie City Hall to collect citizen input, and a plan was drafted in early 1990. The draft management plan was submitted for review to the Milwaukie Planning Commission. Staffing shortages forced a delay in finalization and approval of the plan until 1994.

The management plan addresses important issues related to natural resource protection, public use, and provision of public safety services.

***Elk Rock Island Natural Area
Management Plan
October 13, 1994***

The draft plan was revised slightly in content and form in early 1994, and is scheduled for review by the North Clackamas Park District, the Milwaukie Planning Commission and City Council, and Portland City Council.

NOTE. To avoid confusion between the island and the steep rock escarpment on the west side of the river, both of which are officially named "Peter Kerr Park", this document generally refers to the island area as Elk Rock Island and the escarpment as "Elk Rock".

Chapter 2: Natural Resources

Natural resources existing in the Elk Rock Island natural area are significant. This chapter provides an overview of natural resources and identifies issues related to each resource area. Chapter 2 reviews geology, vegetation communities and habitat, and rare and unusual plant resources.

Geology

The predominant bedrock geology of the Elk Rock Island and Spring Park consists of Waverly Heights Basalt which is describe fully on the *Geologic Map of the Lake Oswego Quadrangle* (GMS-59, Oregon State Dept. of Geology).

Waverly Heights Basalt is particularly interesting due to its age. Formed in the mid and late Eocene Period (between 36.6 and 52 million years ago), the rock substantially predates the more common Columbia River Basalts of the Miocene Period (10 to 25 million years ago). Elk Rock Island is of particular interest to geologist because the Waverly Heights Basalt is well exposed. It should be noted that Waverly Heights Basalt does exist in a substantial way in the Lake Oswego/Tryon Creek area, but there it is largely overtopped with mineral soils.

The relative hardness of the Waverly Heights Basalt explains why Elk Rock Island exists. The later and softer basalts were more easily eroded by the Willamette River, leaving the intrusion of Waverly Heights Basalt in the line of the river, creating the island and the narrows to the west.

Spring Park is part Waverly Heights Basalt and part mixed alluvium deposits of a relatively recent period.

The Elk Rock escarpment is composed of two mid-Miocene Period basalts.

Management Implications

The geology is unique in the Portland area and offers a significant opportunity for interpretation and education. Because of its unique character, the exposed rock areas should be protected from undue human impacts. Public information produced for the site and for distribution should include, at minimum, geological highlights and suggestions for use that avoid impacts.

Soils overtopping the bedrock are relatively thin. Erosion problems should be prevented or controlled as soon as they appear.

Vegetation Communities and Habitat

Vegetative community and structural diversity are the key to Elk Rock Island's importance as a wildlife habitat area. Seven habitat associations (vegetative communities) have been identified.

1. **Basalt Floodplain.**
2. **Emergent Wetland.** *An area inundated or saturated by surface or ground water that under normal conditions supports wetland obligate vegetation dominated by grasses and forbs.*
3. **Mesic Upland Forest.** *A forest dominated by upland plants requiring moderate soil moisture, being poorly adapted to either drought or waterlogged conditions.*
4. **Riparian.** *The "interface (zone) between terrestrial and aquatic ecosystems". Also, of or pertaining to riverbanks, streambanks, or lakeshore.*
5. **Rock Face.**
6. **Willamette Valley Grassland.**
7. **Xeric Upland Forest.** *A forest dominated by upland plants with some drought tolerance.*

Each of these associations provide food, cover, roosting, wintering, and summer breeding habitat for numerous species of birds, mammals, reptiles, amphibians, and invertebrates. It is the combination of these communities (habitat types) in addition to proximity to the Willamette River, adjacent riparian areas along the river, Lake Oswego uplands, and isolation from major development, that contribute to the richness and diversity of plant and animal species. Monthly bird surveys have been conducted since August of 1985; 61 different species of birds have been observed. (Michael Kay, 1985-89, Appendix A). Plant surveys have been conducted for the past ten years (Mart Hughes). Several endemic (*generally found in a certain geographic area*) and threatened plant species are known to grow on the island.

The vegetation communities are located on the Vegetation Community Map, figure 1.

- **Basalt Floodplain**

This large expanse of Waverly basalt is seasonally flooded, with little to no vegetation present during the dry times of the year. However, small wet season pools provide habitat for some aquatic plants and invertebrates. The exposed rocks provide habitat for killdeer and other shorebird species.

- **Emergent Wetland**

The portions of Spring Park north of the trail form a wetland basin surrounded by a riparian forest. The soils have been heavily compacted and adjacent land use has probably altered the hydrology, limiting water level fluctuations. *Phalaris arundinacea* (reed canarygrass), an exotic species, is the dominant plant species. It out-competes many of the native wetland plant species such as *Iris sp.* (water iris), *Typha latifolia* (cattail), *Juncus spp.* (rushes) *Carex spp.* (sedges), and *Salix lasiandra* (willow). *Lythrum salicaria* (purple loosestrife), determined to be a noxious weed by the Oregon Department of Agriculture, is starting to establish within the wetland basin. Because it quickly dominates native emergent vegetation communities, and substantially reduces habitat diversity, it is considered very detrimental.

The emergent wetland, particularly the reed canarygrass, is excellent mosquito habitat.

There are two wetland areas on the west side of Elk Rock Island. The larger of the two, to the south, adjacent to the old boat slip, is vegetated with *Juncus effusus* (soft rush), *Mentha sp.* (pennyroyal), *Bidens repens* (beggar's tick), and *Chenopodium sp.* (lamb's quarters) along the river silt littoral, with *Salix lasiandra* (willow) and *Phalaris arundinacea* (reed canarygrass) occupying the higher slopes. *Lythrum salicaria* (purple loosestrife), an invasive exotic plant, is a problem in this area.

- **Mesic Upland Forest**

The interior of Elk Rock Island is dominated by *Pseudotsuga menziesii* (Douglas fir) and *Acer macrophyllum* (bigleaf maple) with an understory of *Symphoricarpos albus* (snowberry), *Gaultheria shallon* (salal), and *Berberis aquifolium* (tall Oregon grape). *Lilium columbianum* (Columbia lily), *Trillium ovatum* (trillium), and *Smilacina racemosa* (false solomon's seal) are typical groundcover species of the forested area.

There are five major exotic plants that grow within the forested interior of Elk Rock Island that warrant mention: *Hedera helix* (English ivy), *Rubus discolor* (Himalayan blackberry), *Ilex aquafolium* (English holly), *Vinca major* (periwinkle) and *Clematis* (Virgin's bower). All five are in great density, especially the English ivy, and warrant special management, as they appear to be replacing native vegetation.

The forest composition on the northeastern end of Elk Rock Island changes slightly from that of the interior. *Populus trichocarpa* (black cottonwood), *Fraxinus latifolia* (Oregon white ash), *Crataegus douglasii* (Douglas hawthorn), and *Rosa sp.* (rose) are the dominant plant species.

- **Riparian**

This is a *Populus trichocarpa* (black cottonwood) dominated community with *Salix lasiandra* (willow) and *Fraxinus latifolia* (Oregon ash) of secondary importance. *Rubus discolor* (Himalayan blackberry), *Equisetum spp.* (horsetail), *Urtica dioica* (stinging nettle), and *Symphoricarpos albus* (common snowberry) are the major components of the understory.

- **Rock Face**

The rock faces of Elk Rock on the west side of the Willamette River and the northwest corner and south end of Elk Rock Island are sparsely vegetated with a combination of mosses, lichens, ferns, and other shallow-rooted plant species. Here, *Sedum spathulifolium* (stonecrop) and *Spiraea betulifolia* (birch-leaf spirea), plants that generally grow in warm, dry habitats, are found growing with *Polypodium glycyrrhiza* (polypody) and several moss species indicative of moister shadier environments. This combination of plants is unusual within the Portland Metropolitan area. *Cytisus scoparius* (Scot's broom) and *Populus trichocarpa* (black cottonwood) are establishing.

- **Willamette Valley Grassland**

The grasslands located on the western portion of Spring Park and the south and southwest portions of Elk Rock Island are remnants of the once common Willamette Valley Grassland. *Bromus carinatus*, *Festuca magulana*, and *Agrostis alba* are native grass species found growing within the Park. Human disturbance has impacted the vegetative community, affecting the plant species composition. Plant species are predominantly exotic (not originally from this area, often out-competing native plants) rather than native. Exotics are frequently indicative of disturbance. *Senecio jacobaea* (tansy ragwort) and *Daucus carota* (Queen Anne's Lace) are exotics found here.

- **Xeric Upland Forest**

The xeric upland forest, found on the southern and northwestern portions of the island, is dominated by *Quercus garryana* (Oregon white oak) and *Arbutus menziesii* (Pacific madrone) with some *Acer macrophyllum* (big leaf maple), and *Rhus diversiloba* (poison oak). *Brodiaea congesta* and *Brodiaea hyacinthina* (brodiaea), *Iris tenax* (iris) are flowering plants found in the understory. Some *Cytisus scoparius* (Scot's broom) an exotic species is beginning to establish. This vegetative community is uncommon in the Portland Metropolitan area, more commonly found in Southwestern Oregon.

Rare and Unusual Plants

Several plants rare or unusual in the Portland metropolitan area can be found in the Elk Rock Island Natural Area. In particular, several native wildflower species grow on Elk Rock Island. Little is known about vegetation on the Elk Rock escarpment on the west side of the river. What has been observed is discussed below.

Several plants not rare or threatened, but no longer commonly seen in the Portland-Vancouver landscape, grow on the island. These include *Taxus brevifolia* (Western or Pacific yew), *Lilium columbianum* (Tiger lily), *Brodiaea* sp. (cluster lily), *Goodyera oblongifolia* (Rattlesnake plantain).

Delphinium leucophaeum, the White Rock Larkspur, was reported to have been observed on the Elk Rock escarpment on the west side of the Willamette River. This species is considered threatened throughout its range and is a candidate for federal and state protection. Currently it has "Category 2" status with for federal listing which means more information is needed by US Fish & Wildlife. Its preferred habitat is on moist rocky cliffs.

The above delphinium was also reported to possibly be *Delphinium pavonaceum*, a Willamette Valley species and also a candidate species for federal and state protection. It has "Category 1" status, meaning there is sufficient information for the federal list.

A plant of the Saxifrage Family has also been reportedly observed on Elk Rock Island. It is described as having yellow flowers. It is not known if it is a *Saxifraga* species or if it is a related genera. Possibilities include *Sullivantia oregana* and *Bolandra oregana*. Both are yellow flowering members of the Saxifrage Family. *Sullivantia* has "Category 2" status for the federal list, and both are candidate for the state list.

One *Pinus ponderosa* (Ponderosa pine) has been observed on the island. It is unknown whether it occurred naturally or if it was planted.

The unusual and rare wildflower species found on the island are relatively small populations and are exposed to human impacts (e.g., trampling, digging, picking). English ivy also poses a threat as it is approaching the south end of the island where the Tiger lilies and *Goodyera* are located. The northwest corner of the island provides a rock face which should be protected for its plant habitat value.

Because of its inaccessibility and unique conditions, the Elk Rock escarpment on the west side of the river may have value for growing managed populations of rare plant species.

Chapter 3: Public Use

Chapter 3 consists of a description of the existing uses and facilities of Elk Rock Island Natural Area, a discussion about what types and levels of use are appropriate, and an itemization of opportunities and needs which help define what could be done to facilitate appropriate public use.

Current Uses

Existing uses include hiking, exploration and play, observation of nature, bicycling, camping, dog exercising, fishing, picnicking, relaxation or escape from the urban environment, enjoyment of river related scenery, pleasure boating, and social gatherings (parties).

All uses are very evident during the spring and summer months and decrease by varying degrees during fall and winter. Hiking, observation of nature, dog exercising, fishing, and escape from the urban environment tend to be more year-round in nature.

Organized or programmed use is relatively light. The site is used for adult education by the Portland Parks Bureau (summer tours only), Portland Audubon Society, the John Inskeep Environmental Learning Center, and the Washington Park Zoo.

There is also some use of the island by elementary and secondary education programs. Notable in this regard are classroom tours by the North Clackamas School District and tours and work parties by Catlin Gable Middle School.

Regular non-programmed users tend to come from the immediate neighborhood. Occasionally visitors come from elsewhere in the Portland-Vancouver region to enjoy the river setting or to appreciate the island's natural resources. Some visitors from outside the immediate neighborhood adopt the island as their favorite place to escape the urban environment and make relatively frequent return visits.

Current Use Issues

Uses that degrade or threaten natural resources, that conflict with more appropriate uses, or that conflict with the surrounding neighborhood include the following:

- **Bicycling.** A problem both in Spring Park and on Elk Rock Island due to the resulting trail system damage and erosion. Mountain bikes have also been observed off trails and pose a serious threat to exposed rocky areas and vegetation.
- **Camping.** As observed at Peter Kerr Park (island), the problems associated with camping include litter, public health due to lack of toilet facilities, threat from fire, negative visual impacts, concern for personal safety, and damaged vegetation.
- **Child's Play.** The island is attractive to youngsters of upper elementary and middle school age as a place to explore and play on an unsupervised basis. Many play activities can impact natural resources. For example, off-trail traffic may cause erosion, disturb wildlife, or damage vegetation; fort building often involves cutting or breaking of woody vegetation. Occasionally impact from play is substantial. In 1994, several sizable trees were cut down for no apparent reason. The majority of child's play likely originates from the local neighborhood.
- **Dogs.** The park area is used as an exercise area for dogs to some extent. Uncontrolled or unleashed dogs are a significant threat to wildlife. This form of use should be discouraged.
- **Gang Activity.** Gang activity has been observed since 1991. It has been sporadic but it has serious effects. Gang presence has been marked by graffiti which is unsightly and frequently includes anti-social or racial-cultural bias. Evidence or reputation of gang activity, even on a sporadic basis, makes most other visitors uncomfortable. Gang activity can easily displace other more appropriate uses. Already mentioned as a problem associated with social gatherings, graffiti has been and is potentially a very serious problem on the island. Efforts by volunteers since 1988-89 to remove graffiti have thus far successfully dealt with this problem.
- **Gunfire.** Gunfire occurs on a sporadic basis. This activity is threatening to other visitors, is unsafe due to proximity of development, and disturbs wildlife.
- **Horses.** Horses are sometimes ridden to Elk Rock Island. The trail system is too easily damaged by horses and the natural area is too small for horseback riding. Horses often go off trail and when this happens vegetation damage can occur.
- **Off-Trail Traffic.** Off-trail use by pedestrians and bicyclists is evident by visible impacts to the exposed rock areas. This impact is gradual but quite serious in that once damaged, exposed rock outcroppings will not recover. In addition, an increasing number of small trails are developing in the forested area. This results in additional erosion and additional disturbance to wildlife.

- **Parties.** A problem especially during the summer months beginning in evenings and continuing late at night, parties create problems with litter, broken glass, graffiti, and disturbance of wildlife and nearby residents. Typically, underage consumption of alcohol occurs. Related is a fire threat problem due to bonfires and use of fireworks.
- **River Litter.** Actually a "given" with the site rather than a problem created by park users, substantial amounts of river-borne litter are regularly deposited onto riverbanks and beaches. Plastics, styrofoam, and natural and dimension wood are major components of the river-borne litter.
- **Trespass.** More a potential problem than a reported one at this stage. No information is available and no fences are present to let park visitors know when they are on public property rather than private.

Current Facilities

Provided at Spring Park and Elk Rock Island is a largely unimproved trail system which provides access to and through Spring Park from S.E. 19th and Sparrow and to and around Elk Rock Island.

Parking consists of available street-side parking near the 19th and Sparrow St. entrance. A "no parking/tow zone" has been established immediately next to the entrance.

The entrance itself is undeveloped and marked only by a rough sign, a garbage can, and bollards and chain to deter horses, bicycles, and motorized vehicles.

On the west side of Elk Rock Island there is an inlet suitable for boat landing. Concrete steps provide convenient access to the island from watercraft, but the facility is otherwise unimproved.

There are no benches, rest-rooms, or other improvements of any kind. No on-site interpretive information is provided.

Current Facility Issues

- **Trail System.** The trail system through Spring Park is wet and steep in places making access difficult. This alignment also impacts the wetland area in Spring Park. The route across the basalt floodplain between Spring Park and Elk Rock Island is unclear and difficult which results in impacts over a wider than needed portion of this crossing area.

Although improved in 1989, some sensitive rock and vegetation areas at Elk Rock Island are impacted by existing trail routes. Several unofficial routes stem from the main trail system to beach areas, to overlooks, and to fishing spots. These unofficial routes are not maintained and are not well defined, resulting in a wider area of impact.

- **Overhead Powerlines.** An easement for overhead utility lines crosses through Spring Park and creates what may be an avoidable aesthetic detraction. An alternate route should be found which would provide the needed utility service and eliminate what is primarily an aesthetic liability.

Appropriate Uses

The physical, biological, and scenic resources at Elk Rock Island Natural Area are exceptional. These are the assets that offer the greatest opportunity for appropriate recreational and educational uses. Only those uses that do not conflict with or degrade these resources should be allowed. Generally this means that uses should be passive, causing little impact to sensitive resources and requiring few facilities.

Examples of appropriate use at Elk Rock Island Natural Area are escaping the urban environment, enjoying scenic views, observing nature, hiking, fishing, informal picnicking, and education. Given the site's limited size and facilities provided, these forms of use are appropriate for individuals and small groups. The area is not well suited to large groups due to parking limitations and the condition of the trail system.

Some canoeing occurs in the vicinity. Although impacts are acceptable and light, canoeing should not be encouraged at this location, nor should facilities for canoeing be developed. River traffic (commercial and recreational) is heavy and canoeists should be encouraged to recreate elsewhere.

A significant issue for the area is level of use. Even if all occurring uses were appropriately passive, high numbers of users could degrade natural resources. How much use is too much is difficult to define. For this reason it is important to determine and monitor types and levels of use, and to monitor sensitive resources that may be impacted by use. If a relationship between unacceptable impact and type or level of use is found, then use should be controlled or curtailed.

An exception to the above is the upland area at east end of Spring Park. This area is adjacent to a residential area and would be suitable for development for neighborhood park uses. For example, a neighborhood park landscape and small playground could be developed. Such development should be supportive of management objectives for the adjoining natural area. A native plant buffer should be planted between the upland and wetland areas. A trailhead with an

interpretive sign and trail improvements into the natural area should be part of the development plan.

Appropriate Use Opportunities

The location is quickly accessible from all of Milwaukie, from southeast and much of southwest Portland, and from northern Clackamas County. Except for intermittent high water in late winter and early spring, one can walk to the island at any time. It is clear that there are opportunities to attract more users and to better accommodate desired uses while protecting natural resources.

It should be noted that the promotion of appropriate use is a helpful strategy for the discouragement of other, more destructive, uses. Opportunities for increasing uses with little or no impact on resources are discussed below.

- **Active Recreation.** An earlier assessment done by the City of Milwaukie had determined that there was a local neighborhood need for a children's playground at Spring Park. A small playground could be developed at the east end of Spring Park without negatively impacting natural resource values. If developed, the playground should be easily visible from the right-of-way, should be separated by a fence from the railroad, and should be designed to blend with the site using natural materials (e.g., boulders, timbers). This area is not large enough to support active sports, nor would such use be compatible with the education and passive recreation opportunities noted above. It is recommended that North Clackamas Park District consider this opportunity, perhaps within the context of a new Master Plan for Spring Park.
- **Botanical Resource Sanctuary.** The unique plant habitat offered by the Elk Rock escarpment on the west side of the Willamette provides an opportunity for the development of a botanical sanctuary for appropriate threatened and endangered plant species. The inaccessible nature of the site is a significant supportive factor due to the low probability of human disturbance. The Berry Botanic Garden is a participating organization in the Center for Plant Conservation, and is responsible for developing and carrying out strategies for the preservation of threatened and endangered (T & E) plant species in the Pacific Northwest. These strategies include managing cultivated populations of T & E species and reintroduction of species to the wild. Since the Berry Botanic Garden is located in Dunthorpe not far from the escarpment, the development of a sanctuary for managed populations or as a reintroduction site may be feasible.
- **Environmental Education.** The quality, diversity, and unique character of the natural resources present a significant opportunity for environmental education. Other

possibilities include the interesting historic aspects of the island and the scarcity of high quality natural resource sites in the region due to their elimination and degradation.

The distinct vegetation communities, the range of topography, and the wetland and riparian resources, provide one of the most varied wildlife habitats on a single site in the Portland metropolitan region.

The relatively small size of the site would support presentation of interpretive information similar to constructed displays at zoos and botanic gardens. A significant amount and broad range of interpretive information could be developed to support the use of the site as an outdoor classroom.

- **Passive Recreation.** To date the levels of use from passive forms of recreation have not been problematic and it is believed that the area could support additional passive use. Hiking, observing nature, scenic viewing, and fishing are generally very low impact uses. Participants are at least somewhat aware of impacts they may be creating and generally take care to minimize those impacts. Even these low impact forms of recreation should be monitored.

The site provides an outstanding opportunity for interpretation of natural resources. Resource interpretation could be done in a variety of non-intrusive ways and could substantially enrich the passive recreation experience.

Appropriate Use Needs

The following list of needs has been developed to identify what could be done to encourage appropriate uses (and to discourage inappropriate uses). Generally these are ideas for improvements in public information, facilities, services, and citizen involvement.

- **Consistent regulations.** Enforcement of a consistent set of codes for both Elk Rock Island and Spring Park.
- **Citizen Involvement.** Active citizen involvement through the Friends of Elk Rock Island Natural Area and through other means.
- **Curriculum Development.** Curriculum development for featuring important natural resource elements.
- **Facilities and Furnishings.** Carefully designed and well placed park facilities and furnishings (e.g., trails, signs, benches, bicycle racks, parking). Facilities that support

inappropriate uses or inappropriate levels of use should not be provided (e.g., picnic tables, highway signs).

- **Interpretive Tours.** Regular organized tours which introduce the public to the parks' functions and values.
- **On Site Information.** On-site interpretive information that provides orientation, explains natural resources, and encourages appropriate use.
- **Outreach.** Regular outreach to local school districts, community colleges, universities, and environmental education providers within the Portland metro region.
- **Printed Information.** Publications featuring information on the natural resource assets (brochures, interpretive guides).

Specific recommendations are included in Chapter 5.

Chapter 4: Public Services

Chapter 4 analyzes services provided by North Clackamas Parks District and by Portland Parks and Recreation, and services provided by Police and Fire agencies from Portland, Milwaukie, Oak Grove, and Clackamas County.

Parks and Recreation

- **Current Parks and Recreation Services**

The North Clackamas Parks District has limited staff time available for management of Spring Park. The Parks District provides custodial maintenance (e.g., litter removal) through a scheduled "route stop" during the spring and summer and on a request basis at other times of the year.

The Portland Parks and Recreation also has limited staff time available for management of Peter Kerr Park. The park is included as a "route stop" by personnel assigned to the Westmoreland District in Southeast Portland. Frequency of visits increase during the summer when the Westmoreland District has more personnel available. Duties are limited to litter and garbage removal and some vegetation control. In addition, Natural Resources Program staff address specific problems and work with volunteers on organized work parties that do thorough clean-ups or remove invasive exotic vegetation (e.g., English ivy, Scot's broom, purple loosestrife, and English holly).

During recent years, an Oregon Youth Conservation Corps (OYCC) crew has worked part time at Peter Kerr Park. The crew removed litter, reconstructed trails, and worked at controlling unwanted vegetation (English ivy and purple loosestrife). The OYCC crews have been supervised by Portland Parks.

Both parks agencies have also taken good advantage of Alternative Community Service labor available to public agencies from local court systems.

Volunteers have provided assistance since the summer of 1988. Work parties draw a small crew for 2 to 4 hour periods. Typical tasks are litter removal, graffiti removal, and vegetation control. An informal citizen volunteer group known as "The Friends of Elk Rock Island Natural Area" has been active since 1988, and has been responsible for organizing volunteer work parties.

With the current level of assistance from neighborhood volunteers, parks staff is able to provide adequate routine property and resource management services.

- **Parks and Recreation Service Issues**

Management areas not well addressed by parks agencies are inter-agency coordination, natural resource monitoring, natural resource enhancement, and environmental education and resource interpretation.

Interagency Coordination and Public Involvement. The management of Spring Park and Peter Kerr Park should be guided by an adopted management plan. The plan should be kept current. The Natural Resource Program at the Portland Parks and Recreation and the North Clackamas Parks District should share the lead in subsequent revisions of the Plan.

The management process should continue as an open process where policies and specific management actions are deliberated with public input. Both parks agencies should recognize and support the activities of the Friends of Elk Rock Island Natural Area.

Monitoring. A comprehensive monitoring program should be developed which establishes base line information on the status (well-being) of the natural resource inventory. The monitoring program would periodically check the condition of those resources, providing a means for identifying problems and a basis for future management recommendations.

Special attention should be given to the impacts noted on the natural resources resulting from human use of the parks. Identification of problems and recommendations for their correction should be made quickly through the monitoring program.

Resource Enhancement. An active program of natural resource enhancement program should be established. This program should be guided by resource enhancement recommendation made by the management plan.

In recent years, matching grants for resource enhancement projects have been available from the US Fish and Wildlife Service through Metro Greenspaces. This source can be combined with summer youth employment programs to accomplish small scale restoration efforts.

When technical advice is needed, the Wetlands Technical Advisory Committee (WTAC), a volunteer committee made up of natural resource technicians and specialists, could

advise on resource management issues, and could assist with the location of funding sources to accomplish resource enhancement projects.

Environmental Education/Resource Interpretation. An interpretive program should be supported by the parks agencies with assistance from small grants and volunteers. For example, interpretive signs can be placed if funding is shared among parks agencies and grant or gift sources. With encouragement and support from parks agencies, guided walks could be lead by volunteers. Organizations such as Portland Audubon should be encouraged to continue to provide guided tours.

Generally, environmental education programs should be facilitated rather than delivered directly by parks agencies. Local schools should be provided basic information about natural resources at the park, and teachers should be invited to use the site as an outdoor classroom.

Park Facility Planning. Even though park facilities needs are relatively modest, there is no plan or program to make improvements. A facility improvement plan is especially needed at Spring Park. An updated master plan, consistent with management plan recommendations, is needed to specify improvements and spur implementation.

Police and Fire

- **Current Police and Fire Services**

Milwaukie Police and Fire provide adequate services to Spring Park which is located within the City of Milwaukie. Nearby residents simply call "911" to access these services.

Elk Rock Island, since it is in unincorporated Clackamas County, is outside the service area of the City of Milwaukie. In addition, since the City of Portland owns the island, the City of Milwaukie expects that Portland Police should provide police services. Oregon Revised Statute 226.010 provides that Portland Police may enforce Portland City Codes on Portland Park property outside Portland City Limits.

As a practical matter, 911 calls for police from the local neighborhood go to Milwaukie's 911. Callers are then referred to a Portland Police number. When callers honestly report typical problems (e.g., a teenage party on the island) as a non-emergency, service is not provided within a reasonable time-frame. Generally, service response time from Portland for this kind of call is a matter of hours. There have been instances of no response at all. At other times, Milwaukie Police have responded after checking with Portland.

Sometimes both Portland and Milwaukie respond. Clackamas County River Patrol will respond if requested by either Milwaukie or Portland Police.

Delays in police response are a serious problem. Late responses made after darkness are more hazardous and less effective. Late response to situations involving alcohol provide an opportunity for problems to become more difficult to deal with.

Fire protection services to Spring Park are provided by Milwaukie. Fire protection to Elk Rock Island are provided by both Milwaukie and Portland. The Portland fire boat and the Oak Grove Fire District fire boat are available to respond to Elk Rock Island, and to portions of Spring Park.

- **Police and Fire Service Issues**

Police Response to Elk Rock Island. Police services are adequate for Spring Park, but are very inadequate for Elk Rock Island. Police response to Elk Rock Island needs to be quicker and more reliable. Neighboring residents need a single 911 service number that works for both Spring Park and Elk Rock Island.

Jurisdiction problems aside, Elk Rock Island is a difficult location to provide police services. The island can only be reached on foot and the walk is nearly 1/4 mile in length. After dark, police service is hazardous and less effective. Back-up from nearby police agencies should be available and provided when needed.

Consistent Regulations. Park regulations established for use in Clackamas County and approved by North Clackamas Park District and the City of Milwaukie should apply at both Spring Park and Elk Rock Island. Portland Parks and Recreation should continue to be involved in park regulation issues involving Elk Rock Island. Police agencies should not need to be familiar with differing regulations.

Fire Protection. Fire protection services appear to be adequate for both Spring Park and for Elk Rock Island. However, response plans or memos of understanding among agencies should be developed and kept current at all times.

Chapter 5: Recommendations

Chapter 5 consists of Policies covering all of Elk Rock Island Natural Area, defined as Spring Park, Elk Rock Island, and Elk Rock on the west side of the Willamette River. These are followed by Management Actions divided into four types: Natural Resource (NR), Public Facilities (PF), Public Information (PI), and Public Service (PS).

An Implementation Schedule is included that prioritizes actions, lists responsible entities and suggests completion dates.

Recommended Policies

This chapter consolidates management recommendations that protect and enhance natural resources with recommendations that ensure and support appropriate use. The recommendations are provided in two forms. First, policies are recommended that, if approved by Milwaukie, Portland, and NCPD, will provide consistent and efficient management. The policies will also protect natural resources, reduce conflicts between user groups, and between users and the local neighborhood. Second, specific management actions are recommended that will protect and enhance natural resources. Other recommended actions will support appropriate uses. Finally, the recommended policies and actions are summarized in an implementation plan that indicates one or more responsible parties and relative priority.

The management plan recognizes that before policies or actions can be implemented, adoption is required by City of Milwaukie, North Clackamas Parks District, and by City of Portland.

- **Policies**

The following policies are recommended for all of Elk Rock Island Natural Area, defined as Spring Park, Elk Rock Island, and Elk Rock on the west side of the Willamette River.

Policy 1. Elk Rock Island Natural Area. In order to readily and obviously communicate an essential part of the overall goal and to promote appropriate uses, Spring Park and Peter Kerr Park shall retain their names but, together with Elk Rock on the west side of the Willamette River, shall be collectively known as and promoted as "Elk Rock Island Natural Area". The names Spring Park, Peter Kerr Park, and Elk Rock may continue to be used on park maps and other published information, and should be used when referring to discrete areas within Elk Rock Island Natural Area.

- Policy 2. Prohibited Traffic.** Horses, bicycles, and motorized vehicles (except as needed by parks maintenance and emergency services personnel) shall not be permitted within Elk Rock Island Natural Area except at designated parking areas. A possible exception could be made for horses and bicycles on a Willamette Greenway Trail located on or through Elk Rock on the west side of the Willamette River.
- Policy 3. Fires and Fireworks.** Fireworks and unauthorized fires shall not be permitted in the Elk Rock Island Natural Area.
- Policy 4. Alcohol.** Possession and/or consumption of alcoholic beverages shall not be permitted in Elk Rock Island Natural Area.
- Policy 5. Pets.** Pets should be discouraged, but when present must be leashed at all times. Pet wastes must be removed.
- Policy 6. Park Hours.** Hours for public use of Elk Rock Island Natural Area shall be from 5 a.m. to dusk.
- Policy 7. Park Development.** All development (including trails, signs) in the Elk Rock Island Natural Area shall be constrained by appropriate local land use regulations which provide an appropriate and adequate level of protection for natural resources and natural resource values identified at Spring Park, Peter Kerr Park (Elk Rock Island), and Elk Rock (on the west side of the Willamette River). Additional development should not occur in wetland areas and in the sensitive area on the southwest corner of Peter Kerr Park (Elk Rock Island). With the possible exception of a Willamette Greenway Trail (through the railroad tunnel), development should not occur on Elk Rock. The upland portion at the east end of Spring Park may be developed, but a 50 foot buffer is needed at the west end of the upland to protect the adjacent wetland to the west.
- Policy 8. Incorporation of Elk Rock Island.** Elk Rock Island (Peter Kerr Park) should be incorporated into the City of Milwaukie in order to provide efficient Police and Fire protection services. City of Portland shall continue to own and manage Peter Kerr Park. Until a more appropriate "open space" or "community use" base zone is developed by the City of Milwaukie, the **R10** base zone should be applied with a **NR** (natural resource) overlay zone. The Milwaukie comprehensive plan should indicate that Elk Rock Island is within the Willamette Greenway.

Management Actions

Upon adoption of the Management Plan, the following recommended actions should be pursued by City of Milwaukie, City of Portland Parks and Recreation, and the North Clackamas Parks District. Due to financial and staffing limitations, the parks agencies should be assisted by citizen volunteers and by grant sources.

Recommended management actions are organized in the following way:

- Natural Resource
- Public Facilities
- Public Information
- Public Service

Natural Resource Management Actions

General and specific management actions are recommended to protect and enhance natural resources. Specific recommendations are organized by area and habitat type.

- **General Recommendations**

NR-1. Resource Monitoring. A comprehensive inventory of natural resources and natural resource values should be developed and maintained. Tracking quantity and quality of resources provides critical information needed for development of effective policies and actions intended to protect and enhance resources.

NR-2. Geographic Information System (GIS). Computerized mapping and information systems are in place at Metro and under development in Portland. GIS should be used to record and track information related to property ownership, land use, topography, vegetation, and other natural resources.

- **Elk Rock Island (Peter Kerr Park)**

Emergent Wetland

NR-3. Plant native plants and eradicate loosestrife. Introduce *Sagittaria latifolia* (wapato) at the two wetlands adjacent to the Willamette River. These areas are good potential wapato habitat. Introduce other wetland

plant species (rush and sedge species) to promote diversification of wetland system. Eradicate *Lythrum salicaria* (purple loosestrife).

Mesic Forest

- NR-4. Burn understory.** Burning the understory of this forest component will remove or repress English ivy, blackberry, English holly, clematis, and other weedy growth, and promote growth of native understory currently being suppressed by these weedy species. Vines on trees will have to be hand cut near the base of trees. Native shrubs and trees will need to be planted in the understory after burning.

Riparian

- NR-5. Remove blackberries.** Remove Himalayan blackberries from riparian areas and promote growth of native plants having higher wildlife habitat value (e.g., Douglas hawthorne, rose).

Rockface

- NR-6. Eradicate Scot's broom and reduce cottonwood.** Eradicate (by hand) Scot's broom and reduce cottonwood along west end of Elk Rock Island. Some cottonwood are okay, but too many will shade out more xeric species growing on the rocks.

Willamette Valley Grassland

- NR-7. Burn grassland.** A controlled burn will suppress shrub growth in grassland. Maintaining the grassland community promotes structural and species diversity in conjunction with other vegetative communities and open space values. Until burn program is established, Scot's broom and Himalayan blackberries should be controlled by other methods.
- NR-8. Seed with native grasses and forbs.** Plant a "butterfly meadow" to enhance invertebrate and butterfly populations that will, in turn, provide feeding opportunities for higher organisms (e.g., birds and mammals). This will also increase aesthetic value of this area. (Seeding must be coordinated with controlled burning recommended above.)

Xeric Forest

- NR-9. Reroute Elk Rock Island trail.** Reroute Elk Island trail to avoid the southwestern point where large Pacific madrone is growing. Obliterate small, unauthorized trails. Trail system of island is otherwise adequate, spreading out visitors and impacts.
- NR-10. Eradicate Scot's broom.** Eradicate (by hand) Scot's broom from the xeric forest area.

• **Spring Park**

Emergent Wetland

- NR-11. Eradicate reed canarygrass and purple loosestrife in wetland area.** Purple loosestrife is listed by the Oregon Department of Agriculture as a noxious weed. It is known to form dense stands within wetlands, limiting native species diversity. While the purple loosestrife population is small, manual removal would be feasible, but delay may require other methods of eradication. Several methods of eradication are being researched (burning, flooding, black plastic, hand application of water soluble Rodeo).
- NR-12. Fluctuate water levels in wetland area.** Seasonal fluctuations of water levels may be a method to discourage growth and dominance of reed canarygrass, purple loosestrife, and other undesirable exotic plant species, and encourage native plant and animal diversity. If compatible with aforementioned objectives, managed water level fluctuation could also suppress mosquito populations. Fluctuations in water levels may be achieved by creating and maintaining a hole in the berm between the channel and the wetland area. Tidal fluctuations within the Willamette River and the channel need to be checked to determine whether there is sufficient water.
- NR-13. Plant native wetland species.** After eradication of undesired species within wetland, re-vegetate with native wetland grass, sedge, and forb species.

Riparian

- NR-14. Remove blackberries.** Remove Himalayan blackberries from alongside trail to Elk Rock Island and replace with native plants (e.g., Douglas hawthorne, rose).
- NR-15. Reroute or boardwalk the trail to Elk Rock Island.** Reroute trail to avoid passing through wetland area. Or, construct a boardwalk across the edge of the wetland. The current trail through the wetland significantly impacts the wetland community.

Public Facilities Management Actions

To accommodate appropriate uses at desired levels, some facility improvements would be appropriate. The importance and relatively fragile nature of the natural resources at Spring Park and Elk Rock Island require that facility improvements have low resource impact. Since many of the recommendations are for Spring Park, the development of a *Spring Park Master Plan* is recommended. It is envisioned that the Master Plan will provide more precise guidance regarding the exact number and location of facilities suggested by this management plan.

- PF-1. Spring Park Master Plan.** A *Spring Park Master Plan* should be developed prior to making any of the following permanent improvements at Spring Park. The Master Plan process should allow additional public input. The Master Plan should conform with the general recommendations of this Management Plan which are intended to protect natural resources. The Master Plan should be jointly funded by NCPD, Milwaukie, and Portland.
- PF-2. Access.** Improvements to enable appropriate access to Spring Park and Elk Rock Island are needed. No improvements for public access to the Elk Rock escarpment on the west side of the Willamette River are proposed, but access for its use as a botanical sanctuary would need to be arranged.
- PF-3. Parking.** Parking is needed to accommodate typical high season use levels and to avoid impacts to the residential neighborhood. Parking should include accommodation for visitors in wheelchairs. Parking should be situated to accommodate enforcement.

- PF-4. Entrance.** An entrance that is attractive and informative is needed to invite visitors onto the site and encourage them to use the park area in an appropriate manner. Should be unambiguous for the first-time visitor and visible from the parking area or right-of-way.
- PF-5. Trails.** A trail system that enables visitors to use the park in the appropriate manner except during high water is needed. Trails at Spring Park should be of sufficient width and easy grade (5% maximum) to accommodate visitors confined to wheelchairs. Trails at Peter Kerr Park should be no greater than moderate grade (12% maximum). Re-routing or redesign of trails to minimize impacts to sensitive areas (wetlands, exposed rock face, and xeric forest) should be completed. No bridge is needed between Spring Park and Elk Rock Island.
- PF-6. Park Furnishings.** Park furnishings such as benches and garbage cans should be available in minimal numbers and in appropriate locations at Spring Park. Public rest-rooms, picnic tables and drinking fountains are not needed.
- PF-7. Playground.** An earlier assessment done by the City of Milwaukie had determined that there was a local neighborhood need for a children's playground at Spring Park. If alternate locations cannot be found, a small playground could be developed at the east end of Spring Park without negatively impacting natural resource values. If developed, the playground should be easily visible from the right-of-way, should be separated by a fence from the railroad, and should be designed to blend with the site using natural materials (e.g., boulders, timbers).
- PF-8. Fencing/Screening.** Fencing along the south edge of Spring Park is needed to indicate the property line between park and adjoining private property. To minimize visual impact, the western portion of the south property line should be indicated by a post-and-cable system rather than fencing. And as just mentioned, fencing would be needed between Spring Park and the railroad line if a playground is developed. Native plants should be planted next to fencing to screen fences from view.

Public Information Management Actions

As with the needed facility improvements, information about the site is recommended to encourage appropriate uses. Information provided should assist with orientation, provide

positive cues for appropriate use, and provide natural resource information including information on wildlife, wildlife habitat, geology, plants, and riparian factors. Information on the Willamette River Greenway is also recommended.

Information presented should be consistent with information that is presented for other Portland area natural resource sites. This can be accomplished through the use of similar graphic styles and materials. Where possible maps should be used that provide a greater context and a connection with other resources.

Some on-site information should be developed which will enrich visitors who may not have encountered any other information about the site.

PI-1. Kiosk. A general information kiosk should be located near the entrance to the natural resource area. Should include a map, cues for behavior, greenway information, and general information about the natural resources at the site.

PI-2. Trail Signs. Small directional signs at some trail junctions should be provided which indicate the name of the trail and/or a destination. Trail signs might also remind users that trails are for pedestrians only.

PI-3. Points of Interest. Signs at key points of interest could be provided which call the visitor's attention to significant natural resource features. These signs could also be related to other information available about the resource.

In addition to on-site information, other information pieces could be developed for distribution. This would provide the means for more in-depth information and the means for reaching potential park users.

PI-4. Brochure. A brochure could be developed which describes Spring Park and Peter Kerr Park, provides access information, and a map. It could also provide information about the Friends organization and volunteer opportunities.

PI-5. Map. A map should be developed which clearly indicates the access points, trails (with length and accessibility noted), and major points of interest.

- PI-6. Self-Guided Tour.** A self-guided tour could be developed which would enrich the experience of the unaccompanied visitor. The self-guided tour could take the form of either a booklet or a tape or both. Tapes could be available from the local library.
- PI-7. Study Guide.** Study guides could be developed for Spring Park and Peter Kerr Park to assist teachers as the site is used for outdoor classroom purposes.

Public Service Management Actions

- PS-1. Park Agency Cooperation.** Continued cooperation between NCPD and Portland Parks and Recreation is recommended. The management plan should be used by both agencies to provide consistent policies and efficient services. The management plan's implementation schedule should be updated annually and the plan itself should be reviewed on a periodic basis.
- PS-2. Volunteer Participation.** Citizen participation should be encouraged as a means to accomplish many of the recommendations included in the management plan. Appropriate roles for volunteer and related non-profit organizations such as the Friends of Elk Rock Island Natural Area, the Portland Audubon Society, and scouting and school groups should continue and, if possible, expand. Volunteers should be encouraged to provide interpretive services; to assist with clean-ups, trail maintenance, and vegetation management; to assist with resource monitoring; and, if possible, to assist with fundraising for improvements recommended by the management plan.
- PS-3. Police Response.** Improved response by police agencies is recommended. Until Elk Rock Island is incorporated into the City of Milwaukie, a memo of understanding among Portland, Milwaukie, and Clackamas County police and 911 agencies should be developed to increase the speed and certainty of response. Should Elk Rock Island be incorporated into Milwaukie, cooperation among agencies should continue by memo of understanding.
- PS-4. Fire Protection.** Continued cooperation among fire protection agencies is encouraged. Response plans should be reviewed to ensure that all of Elk Rock Island Natural Area is adequately covered. The feasibility of

prescribed burns should be pursued in conjunction with natural resource management recommendations.

- PS-5. Park Codes.** A park code system that can be efficiently enforced is recommended. Park rules established for use in Clackamas County and adopted by NCPD and City of Milwaukie should be applied to both Spring Park and Elk Rock Island. If feasible, a schedule of fines or bail system should be considered and implemented in order to avoid the costly and ineffective current system requiring arraignment and charge by the District Attorney in the District Court.

IMPLEMENTATION SCHEDULE

Policy No.	POLICIES	Responsible Party	Priority	Schedule
1	Elk Rock Island Natural Area	Portland Parks, Milwaukie, NCPD	High	Effective upon plan adoption
2	Prohibited Traffic	"	"	"
3	Fire and Fireworks	"	"	"
4	Alcohol	"	"	"
5	Pets	"	"	"
6	Park Hours	"	"	"
7	Park Development	"	"	"
8	Incorporation of Elk Rock Island	Portland Parks, Milwaukie	"	1994-95

Action No.	NATURAL RESOURCE MANAGEMENT ACTIONS	Responsible Party	Priority	Schedule
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General Recommendations				
NR-1	Resource Monitoring	Portland Parks, NCPD	High	1995 and ongoing
NR-2	Geographic Information System (GIS)	Portland Parks, NCPD, Metro	High	1995

Elk Rock Island (Peter Kerr Park)				
EMERGENT WETLAND				
NR-3	Plant Native Plants & Eradicate Loosestrife.	Portland Parks	High	
MESIC FOREST				
NR-4	Burn Understory	P Parks, Milwaukie Fire Dept.	Med.	
RIPARIAN				
NR-5	Remove Blackberries	Portland Parks	Med.	

Action No.	NATURAL RESOURCE MANAGEMENT ACTIONS	Responsible Party	Priority	Schedule
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ROCKFACE				
NR-6	Eradicate Scot's Broom & Reduce Cottonwood	Portland Parks	High	
WILLAMETTE VALLEY GRASSLAND				
NR-7	Burn Grassland	P Parks, Milwaukie Fire Dept.	Med.	June 1995, 98, 01
NR-8	Seed with Native Grasses and Forbs	Portland Parks	Med.	Fall 1995, 98, 01
XERIC FOREST				
NR-9	Reroute Elk Rock Island Trail	Portland Parks	Med.	
NR-10	Eradicate Scot's Broom	Portland Parks, Friends	High	1995 and ongoing

<i>Spring Park</i>				
EMERGENT WETLAND				
NR-11	Eradicate reed canarygrass and purple loosestrife in wetland area	NCPD	High	
NR-12	Fluctuate water levels in wetland area	NCPD	Med.	
NR-13	Plant native wetland species	NCPD	Med.	

Action No.	NATURAL RESOURCE MANAGEMENT ACTIONS	Responsible Party	Priority	Schedule
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RIPARIAN				
NR-14	Remove blackberries	NCPD	Med.	
NR-15	Reroute or boardwalk the trail to Elk Rock Island	NCPD	High	After Spring Park Master Plan

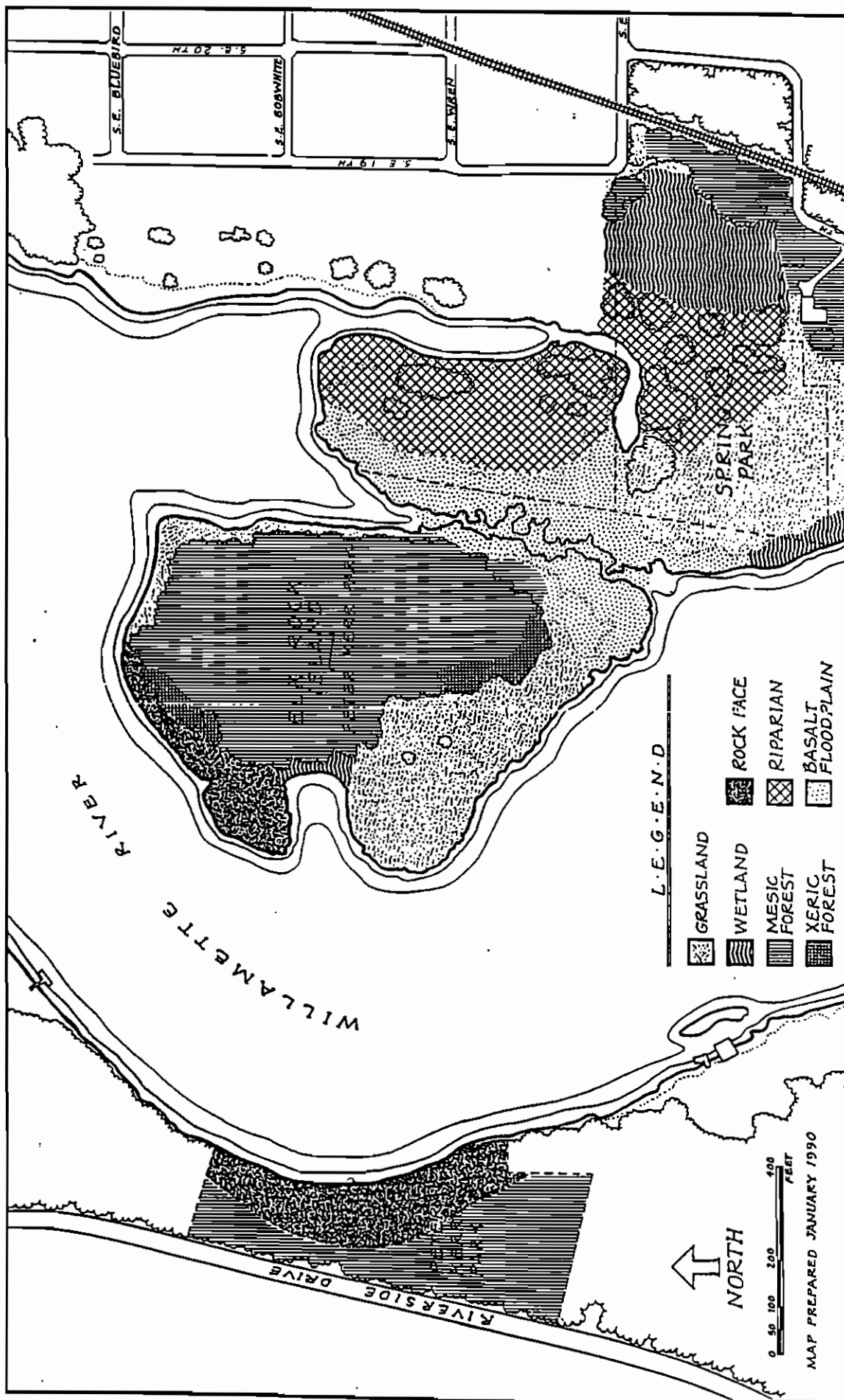
Action No.	PUBLIC FACILITIES MANAGEMENT ACTIONS	Responsible Party	Priority	Schedule
PF-1	Spring Park Master Plan	NCPD	High	1995-97
PF-2	Access	NCPD	Medium	After completion of Master Plan and within 10 years.
PF-3	Parking	NCPD, Portland Parks	Medium	"
PF-4	Entrance	NCPD	Medium	"
PF-5	Trails	NCPD, Portland Parks	Medium	"
PF-6	Park Furnishings	NCPD	Medium	"
PF-7	Playground	NCPD	Medium	"
PF-8	Fencing/Screening	NCPD	Medium	"

Action No.	PUBLIC INFORMATION MANAGEMENT ACTIONS	Responsible Party	Priority	Schedule
PI-1	Kiosk	NCPD, Portland Parks	Medium	1995-97 After completion of Master Plan
PI-2	Trail Signs	NCPD, Portland Parks	Medium	1995-97 After completion of Master Plan
PI-3	Points of Interest	NCPD, Portland Parks	Medium	2000-2010 After Completion of Master Plan
PI-4/5	Brochure/Map	NCPD, Portland Parks	High	1995-96
PI-6	Self-Guided Tour	NCPD, Portland Parks	Med.	1996-98
PI-7	Study Guide	Portland Parks, NCPD, North Clackamas School District	Med.	1998-2000

Action No.	PUBLIC SERVICE MANAGEMENT ACTIONS	Responsible Party	Priority	Schedule
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PS-1	Park Agency Cooperation		High	
PS-2	Volunteer Participation		High	
PS-3	Police Response		High	
PS-4	Fire Protection		High	
PS-5	Park Codes		High	

FIGURE 1



Birds of Elk Rock Island and Spring Park

American Coot
 American Crow
 American Goldfinch
 American Robin
 American Widgeon
 Anna's Hummingbird
 Barn Swallow
 Belted Kingfisher
 Bewick's Wren
 Black-capped Chickadee
 Black-headed Grosbeak
 Brewer's Blackbird
 Brown-headed Cowbird
 Bufflehead
 Bushtit
 California Gull
 Canada Goose
 Cedar Waxwing
 Cinnamon Teal
 Common Merganser
 Dark-eyed Junco
 Downey Woodpecker
 European Starling
 Evening Grosbeak
 Fox Sparrow
 Glaucous-winged Gull
 Golden-crowned Kinglet
 Gray Catbird
 Great Blue Heron
 Great Egret
 Hermit Thrush
 Herring Gull
 House Finch
 House Sparrow
 Killdeer
 Lapland Longspur
 Mallard
 Mourning Dove
 N. Rough-winged Swallow
 Northern Flicker
 Northern Shrike
 Pied-billed Grebe
 Red-breasted Nuthatch
 Red-tailed Hawk
 Red-winged Blackbird

Ring-necked Pheasant
 Ruby-crowned Kinglet
 Rufous-sided Towhee
 Scrub Jay
 Sharp-shinned Hawk
 Song Sparrow
 Spotted Sandpiper
 Steller's Jay
 Turkey Vulture
 Vaux's Swift
 Violet-green Swallow
 Western Grebe
 Western Gull
 Willow Flycatcher
 Winter Wren
 Wood Duck

Compiled by Michael Kay (1985-1989)
 2023 SE Kelvin
 Milwaukie, OR 97222
 (503) 659-9148



Milwaukie's Willamette River Shoreline

Milwaukie City Limits ● Willamette Shoreline (900 Ft Segments) ● River Miles

* Milwaukie Bay Park, Spring Park, and Elk Rock Island shorelines are approximately 50% of the total Willamette River shoreline in the City of Milwaukie.



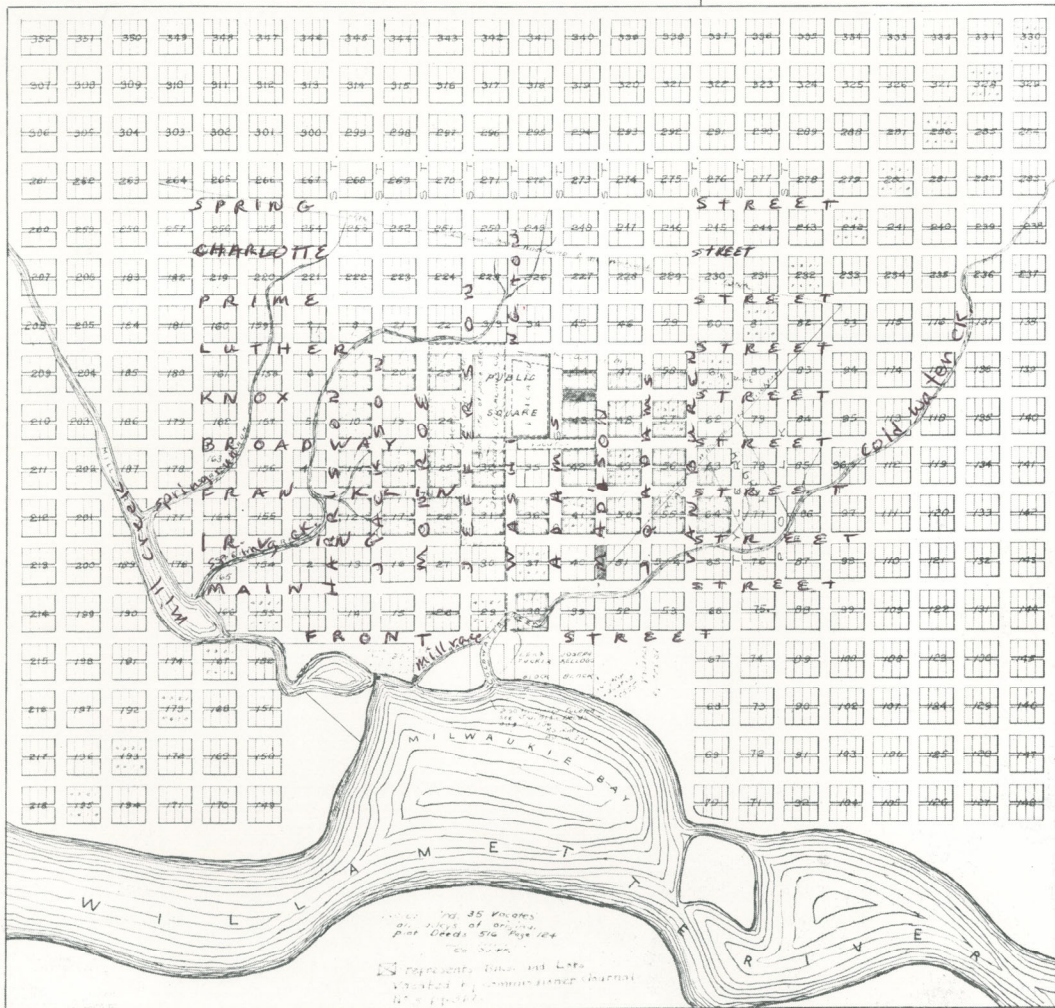
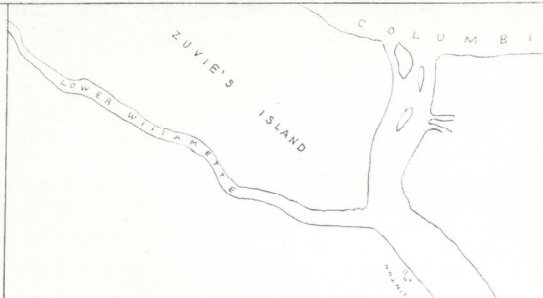
The information depicted on this map is for general reference only. The City of Milwaukie cannot accept any responsibility for errors, omissions or positional accuracy. 1/12/2021
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GIS Coordinator - City of Milwaukie - 6101 SE Johnson Creek Blvd. Milwaukie, OR 97206 - (503) 786-7687
Data Sources: City of Milwaukie GIS, Metro Data Resource Center.

PLAN OF THE TOWN OF MILWAUKIE WITH A CHART OF THE WILLAMETTE RIVER —

SURVEYED BY P. W. CRAWFORD

SCALE FOR PLAN



NEW STREET NAMES	
Range of Street	
Range 1st Street	21st
Range 2nd Street	22nd
Range 3rd Street	23rd
Range 4th Street	24th
Range 5th Street	25th
Range 6th Street	26th
Range 7th Street	27th
Range 8th Street	28th



Filed for Record
Recorded on 4
Index for Records
and

Lot Whitcomb (insert) and his town; Plat filed, 1865, after his death.